

# Joint Programme Document

## - Template -

### A. COVER PAGE

- 1. Fund Name:** Joint SDG Fund
- 2. MPTFO Project Reference Number** PSP 2019 PAL
- 3. Joint programme title:** Towards a universal and holistic social protection floor for persons with disabilities (PwD) and older persons (OP) in the State of Palestine Joint Programme
- 4. Short title:** *Social Protection Floor for PwD and OP in Palestine*
- 5. Country and region:** State of Palestine, MENA
- 6. Resident Coordinator:** Lynn Hastings, [lynn.hastings@un.org](mailto:lynn.hastings@un.org)
- 7. UN Joint programme focal point:** Salah Lahham, World Food Programme (WFP), [salah.lahham@wfp.org](mailto:salah.lahham@wfp.org)

**8. Government Joint Programme focal point:** Dauod AL DEEK, Ministry of Social Development, [ddeek1964@gmail.com](mailto:ddeek1964@gmail.com)

**9. Short description:**

A strengthened national Social protection (SP) system become a central tool for the government and the international community's response to the challenges the State of Palestine (SoP) faces. Palestinian Authority (PA) presented SP as a national priority at UN General Assembly 2018 as detailed in its 2018 Voluntary National Review (VNR). The Ministry of Social Development (MoSD) is considering options for adopting Social Protection Floors (SPF) and adapting the national SP system to address the specific needs of particularly vulnerable groups, whose specific needs are not currently addressed, notably Persons with Disabilities (PwD) and Older Persons (OP). While ongoing SP reform efforts focus on building the infrastructure for a modern SP system, no explicit effort has been dedicated so far to enhancing the relevance, adequacy and impact of SP on the lives of – especially female - PwD and OP.

This joint programme (JP) aims at supporting national efforts to address this gap which can than be taken to scale by the authorities; and, in doing so accelerating poverty reduction (SDG 1), reducing inequalities (SDG 10) and increasing food security (SDG 2) amongst PwD and OP, with the intent of giving special attention to women. The programme will pilot integrated solutions for (female) PwD and OP in Hebron governorate, which is one of the most vulnerable areas in the West Bank, taking geopolitical developments into consideration. By fast tracking in a specific location, this pilot will build evidence for nation-wide scale up. The Joint Programme will build on analysis undertaken through the recent MAPS mission, as well analyses undertaken by the World Bank, WFP and ILO . The Joint Programme will build on the donor engagement on and commitment to strengthening national SP systems, towards further acceleration of progress. The MoSD will lead government efforts towards effective reinforcement of rights-based SP policies and interventions for PwD and OP, ensuring the specific needs of girls, boys, women and men are catered for, as a key step towards a universal and holistic SPF in the SoP.

**10. Keywords:**

Persons with disabilities (PwD), older persons (OP), social protection floor, rights-based, Leave No One Behind (LNOB), Gender, West Bank, National Cash Transfer Programme (NCTP), Essential Needs Assessment

## 11. Overview of budget

<b>Joint SDG Fund contribution</b>	<b>USD 2,000,000</b>
Co-funding 3 <i>ILO</i>	USD 299,000
Co-funding 1 <i>UNICEF</i>	USD 200,000
Co-funding 2 <i>WFP</i>	USD 140,500
<b>TOTAL</b>	<b>USD 2,639,500</b>

## 12. Timeframe:

Start date	End date	Duration (in months)
1 January 2020	31 August 2022	months

## 13. Gender Marker:

Overall score: 2.1

## 14. Target groups (including groups left behind or at risk of being left behind)

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	
Persons with disabilities	X	
Older persons	X	

## 15. Human Rights Mechanisms related to the Joint Programme

- Convention on the rights of persons with disabilities (CRPD)
- SG's Report on human rights of older persons
- Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)

## 16. PUNO and Partners:

### 16.1 PUNO

- Convening agency:
  - o World Food Programme (WFP), Lahham, Salah, VAM Officer, salah.lahham@wfp.org
- Other PUNO:
  - o United Nations Children's Fund (UNICEF), Murray, Iain, imurray@unicef.org
  - o International Labour Organization (ILO), El Shurafa, Rasha, elshurafa@ilo.org

### 16.2 Partners

- National authorities:
  - o Ministry of Social Development (MOSD): Dauod AL DEEK [ddeek1964@gmail.com](mailto:ddeek1964@gmail.com)
  - o Palestinian Central Bureau of Statistics (PCBS): Haleema Saeed [HALEEMA@pcbs.gov.ps](mailto:HALEEMA@pcbs.gov.ps)
- Civil society organizations:

- Palestinian General Union of People with Disability (GUPWD): Rafiq Abu Seifein and Majdi Marei tulkarem\_qupwd@hotmail.com
- IFIs
  - World Bank (WB): Samira Ahmed Hillis shillis@worldbank.org
- Other partners:
  - UNDAF Strategic Priority Group "Leaving no one behind: Social Development and Social Protection" (co-led by UNICEF and UNESCO): Genevieve Boutin: gboutin@unicef.org
  - Nationally-led Local Aid Coordination (LAC) Social Protection Sector Working Group (SPSWG) (chaired by MoSD, co-chaired by the EU with technical advice from UNICEF)
    - MOSD: Dauod AL DEEK ddeek1964@gmail.com; Ayman Sawalha aaasawalha@gmail.com
    - EU: Stephanie Rousseau Stephanie.ROUSSEAU@eeas.europa.eu
    - UNICEF: Genevieve Boutin: gboutin@unicef.org; Etona Ekole eekole@unicef.org
  - European Union (EU): Stephanie Rousseau Stephanie.ROUSSEAU@eeas.europa.eu

**SIGNATURE PAGE**

<p><b>Resident Coordinator</b>  <i>Date and Signature</i> [Redacted] September 2021</p>	<p><b>National Coordinating Authority</b>  <b>Ministry of Social Development</b>  <i>Dauod AL DEEK</i>  <a href="mailto:ddeek1964@gmail.com">ddeek1964@gmail.com</a>  <i>Date</i>  <i>Signature and seal</i></p>
<p><b>Participating UN Organization</b> (lead/convening)  <i>World Food Programme (WFP)</i>  <i>Stephen Kearney</i>  <i>Date</i>  <i>Signature and seal</i></p>	
<p><b>Participating UN Organization</b>  <i>International Labour Organization (ILO)</i>  <i>Mounir Kleibo</i>  <i>Date</i>  <i>Signature and seal</i></p>	
<p><b>Participating UN Organization</b>  <i>UNICEF</i>  <i>Genevieve Boutin</i>  <i>Date</i>  <i>Signature and seal</i></p>	

## B. STRATEGIC FRAMEWORK

### 1. Call for Concept Notes: 1/2019

### 2. Relevant Joint SDG Fund Outcomes

- Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

### 3. Overview of the Joint Programme Results

#### 3.1 Outcomes

- UNDAF Strategic Priority: Strategic Priority 4: Leaving No One Behind: Social Development and Social Protection
- UNDAF Outcome/s: Outcome 4.2: All Palestinians, especially the most vulnerable, have greater access to a unified, integrated, and shock-responsive protection and social protection systems

#### 3.2 Outputs

- Output 1. Policy makers utilize improved data and evidence base on Persons with Disability and Older Persons to inform social policies and programs
- Output 2. Policy makers and other national and international stakeholders utilize the updated Social Protection legal, financing and programming framework for Persons with Disability and Older Persons to enhance response to the multi-dimensional needs of these target groups
- Output 3. Persons with Disability and Older Persons are utilizing more adequate social protection systems including in target locations where capacity strengthening and service roll out has been piloted
- Output 4. Persons with Disability and Older Persons have enhanced awareness of their rights to effectively take up services through the national Social Protection system

### 4. SDG Targets directly addressed by the Joint Programme

#### 3.1 List of targets)

- Goal 1: End Poverty: 1.3
- Goal 2: Zero Hunger: 2.1
- Goal 5: Gender Equality: 5.1
- Goal 8: Decent Work: 8.5
- Goal 10: Reduced Inequalities: 10.2
- Goal 16: Peace, Justice and Strong Institutions 16.6
- Goal 17: Partnerships for the Goals: 17.9

#### 3.2 Expected SDG impact

A key pillar of this Joint Programme (JP) is accelerating progress towards strengthened national social protection systems (SDG 1.3, indicator 1.3.1), and specifically catering for the specific needs of girls, boys, women and men amongst PwD and OP in line with the government's commitment to work on reducing poverty, providing adequate and integrated social protection systems for the poor and the marginalized, and promoting social justice and gender equality. The SoP's 2018 Voluntary National Review (VNR) reflects a commitment to further national efforts to provide social protection and promote the social and economic integration of PWD, and support OP, including through: establishing a social

protection floor starting with allowances to the elderly and the disabled; reviewing and amending laws on the rights of persons with disabilities; raising awareness of the rights of persons with disabilities; enhancing access to key services required to increase the inclusivity; and, working towards a Unified Portal Gateway for social assistance and social services. This JP reflects and builds on these recommendations, with a particular focus on strengthening evidence-based approaches to social protection policy and programming, to enable a system that will provide evidence to be used for priority-setting linked to strategic objectives and costed programmes.

## 5. Relevant objective/s from the national SDG framework

- The SoP's 2018 VNR lays out its objectives under SDG 1, End Poverty, as: *"Achieving social justice and ending poverty is central to the National Policy Agenda (NPA) – Leaving No One Behind. Poverty reduction policies will focus on the development of an appropriate and integrated social protection system that promotes, empowers and assures socioeconomic integration and employment for the poor, marginalized and most vulnerable in Palestinian society."* The VNR reflects a commitment to further national efforts and existing progress made to provide social protection and specifically promote the social and economic integration of persons with disabilities, and support the elderly, including through establishing a social protection floor starting with allowances to PwD and OP.
- Under SDG 2, Zero Hunger, the SoP's 2018 VNR highlights: *"The Government is committed to enhancing food security, promoting agriculture and developing rural communities as part of its efforts to build resilient societies."*
- Under SDG 5, Gender Equality, the SoP's 2018 VNR lays out its objective as: *"The NPA has identified ending gender inequality as a national policy; therefore, the Palestinian government is committed to ending gender inequality by removing structural barriers that hinder women's participation in all forms in public and economic life".* In it VNR the Palestinian Government also commits itself *"to institutionalize and mainstream gender equality throughout government plans and institutions. The Government seeks to further promote the integration of women into all spheres of social, economic and political life and to remove all obstacles to women's inclusion through reforming and developing laws and regulations to reduce discrimination against women and take the necessary measures to ensure their implementation"*.
- Under SDG 10, Reduce Inequalities, SoP's 2018 VNR highlights: *"The government is also committed to reducing inequalities between Palestinians through the continuation of providing quality education and healthcare. All sections of the NPA leave no doubt that targeting marginalized and vulnerable groups for social development and inclusion programmes – including the disabled, youth, women, ex-prisoners, and bridging geographical inequalities – will remain a key priority for the Palestinian government during the implementation of the NPA 2017-2022."*

## 6. Brief overview of the Theory of Change of the Joint programme

### 5.1 Summary:

The JP rests on the assumption that acceleration on poverty reduction for PwD and OP can be sustainably achieved only: a) through a more inclusive, better integrated, multidimensional and holistic service delivery response that is rights, needs and evidence-based; and b) by tackling supply (duty-bearers) and demand (right-holders) constraints at the same time.

IF these changes happen at the same time, THEN PwD and OP will access more adequate and cost-effective SP, complemented with other key social services, which IN TURN will make a significant contribution to improvements in their socioeconomic wellbeing.

5.2 List of main ToC assumptions to be monitored: *(max 5-6, align with ToC of UNDAF/UNSDCF if it exists)*

The Theory of Change is working on the following assumptions:

Supply side:

- 1) IF an adequate information base on the needs and current/ expected service provision for Persons with Disability and Older Persons is established to orient policy and programming decisions;  
THEN key stakeholders will be able to agree on the priority short-, medium- and long-term actions to take to reform social protection systems and roll out services.
- 2) IF hard and soft barriers to access social protection are removed for PWD and OP, both at design and implementation stages;  
THEN these particularly marginalized groups will increase their uptake of services and thus reduce their vulnerability.
- 3) IF rights-based systems and capacities are established to roll out legislation and policies to deliver integrated service delivery for PWD and OP;  
THEN services will be better aligned to the needs of PWD and OP who will fulfill more of their basic needs.
- 4) IF systems for PWD are piloted in 1 Governorate (Hebron) and lessons and best practices are learnt to ensure that effective systems can be put in place;  
THEN national and international stakeholders will have the basis to adapt policies, plans and service packages to take them to scale nationally, with the evidence base for key donors to contribute.<sup>1</sup>

Demand side:

- 5) IF PWD and OP have a better understanding and awareness of their rights, availability of services, and capacity to raise their voice;  
THEN they will access services through social protection exemptions and subsidies and demand the better coverage and quality of services.

Enabling Environment:

- 6) IF the legislative reforms, policies, plans and systems for PWD and OP rolled out under this project are proven effective;  
THEN there is sufficient domestic political will and donor interest to take this programming to scale and make it sustainable including through major development partners including the EU and the World Bank.

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<sup>1</sup> This can be seen from the political will demonstrated by the Palestinian Authority in the SDG VNR 2018 where PWD rights were central, and where social protection reform is highlighted as a key strategy. This is also demonstrated by the central role of the rights of persons with disability in the joint MOSD, MOH and MOE Early Childhood Development programme which has a focus on the early detection and intervention for children with disabilities and developmental delays.

## **7. Trans-boundary and/or regional issues**

The SoP actively engages in regional dialogue towards strengthening national social protection mechanisms through active engagement in relevant regional forums, such as the Arab Forum for Sustainable Development, and participates in active learning exchanges with other governments in the region. With extensive efforts underway across the region towards social protection reform, the SoP is informing its own efforts from wider regional learnings and sharing its own learnings. Efforts under this JP will similarly inform regional learning exchange.

The 2019 draft law on Persons with Disability, which is currently with MOSD for their clearance, is based upon wide consultation of similar laws in the region and globally. The law therefore takes a broad rights-based approach aligned to the CRPD.

## C. JOINT PROGRAMME DESCRIPTION

### 1. Baseline and Situation Analysis

#### 1.1 Problem statement

In the State of Palestine (SoP) almost one third of the population lives below the national poverty line (29.2%) and is food insecure (32.5%). Data from Socioeconomic and Food Security Survey 2014 shows that poverty and food insecurity are highly correlated. 80% of the extremely food insecure are poor and the percentage decreases for the moderately and marginally secured. The SoP's VNR recognizes poverty as a crosscutting and multidimensional problem that affects and intersects with virtually all other SDGs, recognizing that progress in reducing poverty levels is often a result of progress in other SDGs (particularly 2, 8 and 10). The SoP defines persons living in Deep Poverty (D-poverty) under a national definition of the ability to attain basic life necessities that are limited to food, shelter and clothing; while persons living in poverty fall under the national definition of those who can attain basic services of education, healthcare and transportation in addition to the basic goods above. The Joint Programme will take gender considerations into account by looking to address the specific needs of girls, boys, women and men, recognizing that women in Palestine are generally more adversely affected by the context than men (51% of families headed by women have an income below the poverty line compared to 40% for males) and have fewer opportunities to move out of poverty (only 19% of Palestinian women participate in the labour market, the remaining 81% engage in unpaid domestic work; unemployment rate is much higher for women (54%) compared to men (25,5%); pay gap (average daily wage for women 83 NIS compared to 114 NIS for men) plus a whole range of other fundamental inequalities (regarding access to assets etc.).

The SoP is challenged by economic stagnation, external and internal conflicts related to the occupation, and a 6% drop in external (development and humanitarian assistance) support between 2017 and 2018, which risk leading to a spiraling increase in social and economic vulnerability. According to a recent UNCTAD report, stated that by early 2019, per capita income further fell by 1.7%, unemployment increased, poverty deepened, and the environmental toll of the occupation rose in the occupied Palestinian territory. The SoP has recently faced a liquidity squeeze given its limited control over fiscal revenues with over 60% of revenues coming through clearance revenues (CR) collected by the Israeli government on behalf of the PA, which amount to some 60 percent of the PA revenues. These had been withheld until recently. An agreement between the authorities has recently been reached allowing the PA access to a proportion of the funds to pay civil servants affected, and until further agreement is reached on more contentious issues.

This challenge is coupled with low growth of 1.3 percent nationally expected for 2019, as identified by a recent World Bank report which stated that growth in the West Bank is expected to slow in 2019 to the lowest level over the last five years at 1.2 percent, while Gaza is expected to see a slight improvement of 1.8 percent growth, after a dramatic 7 percent decline in 2018.

As the PA, businesses and households exhaust their options for coping with the recent liquidity stability, a recession has been forecast for subsequent years unless a lasting agreement that enables restoration of a normal flow of revenues is achieved. Palestinians with severe disabilities and above the age of 65 (the Government of Palestine define elderly

people as people aged 65 years and above, see PCBS: Women and Men in Palestine, 2018) are particularly at risk, with a poverty headcount between 5 and 7 percentage points higher than the rest of the population.

At 2.1 percent, the prevalence rate of disability is reported to be severely underestimated not only due to cultural, social, and political reasons but also for technical reasons related to drawbacks in the survey questionnaires and data collection methodology. In 2011, PCBS, in cooperation with the MoSD, conducted a household survey using six pivotal questions posed by the Washington Group for Disability Statistics to measure the prevalence of disability on seeing, hearing, communication, moving, remembering and concentration, learning, and mental disabilities. Each question includes four possible answers: no difficulty, a little difficulty, a lot of difficulties, and cannot at all. It was on the basis that a person who suffers from a lot of difficulties or cannot at all has a disability. There is also a strong correlation between age and disability prevalence. Disability rates are significantly higher among individuals aged 75 years and above, at 32.0 percent—28.9 percent among males and 34.1 percent among females. Among children, the percentage was 1.5 percent—1.8 percent among males and 1.3 percent among females.

While disability among the older age group is widespread, the development indicators for younger cohorts are not very encouraging. Around 37.6 percent of all disabled individuals aged 15 years and older in the Palestinian Territory have never been enrolled in school. Also, the majority of disabled persons do not work. During the implementation period of the survey, 87.3 percent of all disabled individuals in the Palestinian Territory were not employed; 85.6 percent in the West Bank and 90.9 percent in the Gaza Strip.

Social protection (SP) has become a central tool for the government and the international community response to these challenges. The Social Development Sector Strategy (SDSS) 2018-2022 puts emphasis on strengthening the national SP system. The Ministry of Social Development (MoSD) runs the Palestinian National Cash Transfer Programme (NCTP) which is considered one of the best programmes in the MENA region. The World Bank (WB) and the European Union (EU) support SP system strengthening. However, the SP system is under strain to cope with increasing vulnerability, and the rising number of severely food insecure households.

The NCTP is only reaching 40% of the extreme poor, compared to an estimated 1.5 million poor and 1.6 million food insecure (EU, 2019). The proxy means testing (PMT) based targeting selection formula has been developed on the basis of 2011 living conditions survey, and the poverty dynamics have significantly evolved (deteriorated) since. As a result there are increasing concerns that the current formula leads to large exclusion and inclusion errors. This raises a dual concern in the case of the NCTP as not only eligibility determination but also the level of the transfer (which is set to equate to the poverty gap) depend on the accuracy of the PMT formula. PCBS and MoSD are collaborating at developing a multidimensional poverty index which could serve as a basis for a revised targeting mechanism. For the time being, to correct what are perceived to be problematic exclusion errors, MoSD has introduced a “secondary” targeting mechanisms that allows access to households (approximately 15% of the total caseload) who are not below the extreme poverty PMT line but considered otherwise vulnerable and identified on a case by case basis.

The MAPS report reflects on the option to shift from a proxy means testing process to establish a beneficiary’s eligibility towards universal social protection and multi-dimensional poverty measures. In particular MAPS highlights that **“there could be efficiency and effectiveness gains made through dedicated programmes for the Elderly and Persons with Disability”**, where “experience has shown that universal social protection

measures tend to make social protection more efficient and equitable while reallocating the time of the national social welfare workforce away from routine checking towards response to the most serious cases”.

Exclusion errors are particularly concerning in regards to the exclusion of Persons with Disabilities (PwD) and Older Persons (OP) - amongst the most socially excluded groups and particularly vulnerable to the deteriorating social and economic landscape - from existing social assistance mechanisms and the lack of a holistic care support systems.

Against this background MoSD is considering options for adopting Social Protection Floors (SPF) including for (female) PwD and OP. It is of paramount importance to overcome the current fragmented and financially unsustainable social support system, to develop more cost efficient and rights-based approaches, based on solid evidence basis for decision making and programming. While ongoing SP reform efforts focus on building the infrastructure for a modern SP system, no explicit effort has been dedicated so far to enhancing the relevance, adequacy and impact of SP on the lives of (female) PwD and OP.

The currently draft MAPS report on *Support to SDG Implementation in the State of Palestine* notes the need for evidence to be used for priority-setting linked to strategic objectives and for costed programmes – key aspects that this Joint Programme (JP) seeks to address.

This JP aims at filling this gap and accelerating poverty reduction (SDG 1) and food security (SDG 2) amongst PwD and OP by supporting:

- the introduction of rights-based identification and selection mechanisms and a real-time IT caseload management system for inclusive access to cash benefits to PwD and OP (SDG 1, 10);
- the development of a holistic needs assessment (Essential Needs Assessment, ENA) and rights-based service packages that integrates SP with other key services in the areas of access to health (SDG 3), livelihoods and access to employment (SDG 8);
- the development of a coherent policy, programmatic and legal framework for social development of PwD and OP and a realistic understanding of financing avenues (SDG 1, 10);
- the inclusion and prioritization of women throughout all dimensions of the JP analysis, implementation and monitoring and along the Gender Integration Continuum (SDG 5);
- awareness and participation in the design and implementation of SP programmes (SDG 16).

The programme will pilot integrated solutions for PwD and OP in Hebron governorate, which are amongst the most vulnerable areas in the West Bank. The programme should be replicated in all other governorates later on.

MoSD will lead government efforts towards effective reinforcement of rights-based SP policies and interventions for (female) PwD and OP as a key step towards a universal and holistic SPF in SoP.

**UPDATE September 2021:**

*The context of this Joint Programme has changed substantively since its conception, with the onset of the COVID-19 pandemic in 2020 and the May 2021 escalation in the Gaza Strip.*

*In this context, the Palestinian Authority (PA)'s capacity was significantly limited in 2020 with the onset of the pandemic. Due to nation-wide lockdowns and social distancing*

*requirements, many of the civil servants could not work, with the Ministry being closed for some time and some key decision makers within the MoSD suffering from the virus. The Government priorities also changed to accommodate the immediate humanitarian needs arising due to the pandemic and focused attention more on the emergency response while social protection and other projects were put on the backburner through 2020.*

*The PA's capacity was further constrained in 2020 due to the financial crisis, with Israeli authorities withholding 80% of the PA's revenue from May to November 2020, resulting in civil service salaries unable to be paid and further constraining Government capacity to act.*

*The PA announced legislative and presidential elections in early 2021; the first elections in more than a decade. In the anticipation of the Palestinian Legislative Council, the Government recommended that the JP withhold the policy and legislation related activities, such as the approval of the PwD law, until the new council comes into effect. A presidential decree was issued in May 2021 postponing the legislative elections; however, the JP will work with the President's office to finalize the law as a "law by Presidential Decree".*

*While the implementation of the JP had accelerated in early 2021, it saw further delays with the onset of conflict in the Gaza Strip in May 2021. The conflict took the lives of around 250 Palestinians and displaced thousands of people within Gaza. The PA and the UN agencies necessarily reoriented their focus to immediate humanitarian needs arising from the crisis.*

## **1.2 Target groups**

PwD and OP are the most prone to being left behind as they tend to be overlooked and have little voice to claim their entitlements, alongside associated stigma on being a PwD.

PwDs face many challenges, including the lack of enforcement of laws and legislation on the rights of persons with disabilities, particularly those related to the compatibility of public spaces with the needs of persons with disabilities. The prevailing societal culture towards persons with disabilities, the inability of persons with disabilities to access and benefit from public services, and the limited programs for the training and rehabilitation of persons with disabilities are also challenges facing reducing poverty amongst disabled persons. For the elderly in Palestine, they rely primarily on traditional systems whereby their families are their main source of upkeep, care and support. The physical and mental health of the elderly is negatively affected as a result of having limited or no support systems, lacking access to social protection and health services and being exposed to discrimination, violence and abuse.

They face barriers in accessing SP due to socioeconomic and cultural exclusion, limited awareness and voice, and in benefitting from SP due to lack of sensitivity in the design and administration of SP schemes. According to all data and knowledge available all this is especially true for women who are doubly affected: as OP and PwD and as women. The SoP's 2019 Voluntary National Review and a draft MAPS report recognize the importance of and potential efficiency and effectiveness gains that can be made through dedicated programmes for (female) the PwB and OP

Currently, the flagship component of the national social protection system, the NCTP, as well as social services provided do not address the specific needs of PwD and OP.

A 2019 World Bank study 'Assessing Situation and Services for People with Disabilities (PWD)' found that some of the priorities in 'Modernizing Institutional Structures and Support

Services' included: i) Undertaking Disability Classification/Certification Review; ii) Consolidating Disability Data and Improving Targeting; iii) Advancing Inter-sectoral Collaboration; iv) Deepen Understanding and Capacity of Decision Makers and Practitioners.

A 2016 UNICEF study, 'Every Child Counts: understanding the needs and perspectives of children with disabilities in the State of Palestine' found that "Palestinian Children with Disability (CWD) were regularly denied access to the services guaranteed to them by law. For example, while most (53%) live in families that receive some cash assistance from MOSD – which is an artefact of the extreme poverty which they live – very few receive any sort of disability-related education from the ministry tasked with ensuring their well-being ... while all CWDs are putatively guaranteed free health insurance and access to a range of Community-Based Rehabilitation (CBR) services .. research found access to health care was lacking. In addition to the fact that the basic package of available health services is not tailored to address the specific health care needs of those with disabilities, respondents reported that insurance did not cover medication, medical disposables or transport." Stakeholders interviewed also noted concern about the lack of comprehensive registration system for CWDs, where, as well as the absence of a national database to help coordinate and track needs and services, there is currently means of ascertaining the size and shape of the population needing services.

The JP will attempt to address the specific needs of PwD and OP, recognizing that given the complex and multidimensional nature of poverty, this JP will not be able to address all issues related to poverty for PwD and OP. However, by adopting a systems-approach and putting systems in place, it is expected that there will be a better identification of the social protection needs of PwD and OP and include them into a universal and holistic SP system. Disability inclusion and mainstreaming is at the core of the approach and the JP will make a significant contribution to test models to align SP and social services provision with indications of the Convention on the Rights of Persons with Disabilities (CRPD), particularly Article 28 on Adequate Standards of Living and Social Protection. Key engagement of civil society and social partners is essential to the proposed people-centered approach. There is a very active civil society community working in the field of the rights of Persons with Disability (PwD) and there is a need to ensure that systems developed are in line with their expertise, experience and expectations and with the CRPD.

The JP will target the integration of gender and youth into the JP design, and acceleration strategy. Gender will be mainstreamed and given priority throughout all dimensions of the JP analysis, implementation and monitoring, ensuring a gender marker of 1 (direct influence). This JP will support the rights of elderly women, women and girls with disabilities, who face multiple and intersecting forms of discrimination, by ensuring that women are closely consulted and actively involved in decision-making processes from the very beginning and by ensuring that the JP does not only capture the priorities and rights of women and girls with disabilities and of elderly women ("gender sensitive"), but also targets women specifically ("gender specific") and prioritizes women in the delivery of key programme results ("gender transformative"). The Joint Programme will target Hebron governorate to pilot certain interventions in this programme. This area was selected following analysis of the data on persons with disability in the existing MOSD database for beneficiaries of the National Cash Transfer and looking at overlaps with the data from the 2017 census. Specific location within the governorate is to be confirmed.

### **1.3 SDG targets**

The joint programme will primarily contribute to the following seven SDG targets

Goal 1: End Poverty; 1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable

- Indicator: 1.3.1: Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable: **12.96** (UNSD Global Data Base: World Development Indicator Database, World Bank, 2009)
- As World Bank has not reported on the indicator since 2009, JP will measure and report through consultation with government counterparts, mainly PCBS.

Goal 2: Zero Hunger; 2.1 By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round

- Indicator: 2.1.2: Prevalence of moderate or severe food insecurity in the population, based on the Food Insecurity Experience Scale (FIES): **29.9** (FAO, 2014-2016)
- As the State of Food Security and Nutrition in the World (SOFI) report, using FIES data is published every year, the JP will report based on this data.

Goal 5: Gender equality; 5.1: End all forms of discrimination against all women and girls everywhere

- Indicator 5.1.1: Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex: not currently in place (UN Women, MoSD)

Goal 8: Decent Work; 8.5 By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value

- Indicator 8.5.1: Average daily earnings of female and male employees, by occupation, age and persons with disabilities: **113.7 NIS** in general, **84.6 NIS** for females, **119.0 NIS** for males, and **146.7 NIS** for 60 years and above (PCBS Labor Force Survey Database, 2017)
- Indicator 8.5.2: Unemployment rate, by sex, age and persons with disabilities: **28.4%** for Palestine in general, **23.2%** for female and **48.2%** for male, **11%** for 60 year or older. In West Bank, **18.8%** for disable persons, **18.4%** for disabled man and **21.8%** disabled female (PCBS Labor Force Survey Database, 2017)

Goal 10: Reduced Inequalities; 10.2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status

- Indicator 10.2.1: Proportion of people living below national poverty line, by sex, age and persons with disabilities. Currently, the baseline is 29.2%.

Goal 16: Peace, Justice, Strong Institutions; 16.6 Develop effective, accountable and transparent institutions at all levels

- Indicator 16.6.1: Primary government expenditures as a proportion of original approved budget, by sector (or by budget codes or similar)
- Indicator 16.6.2: Proportion of the population satisfied with their last experience of public services
- Currently, baseline data cannot be provided as there is no data available for either indicators in SoP. However, as mentioned above, questions regarding satisfaction with public service experience (indicator 16.6.2) will be included in a survey which

will be conducted as part of the final evaluation and monitoring phase. Thus data for the indicator will be reported towards the completion of the JP.

Goal 17: Partnership; 17.9 Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the Sustainable Development Goals, including through North-South, South-South and triangular cooperation

- Indicator 17.9.1: Dollar value of financial and technical assistance (including through North-South, South-South and triangular cooperation) committed to developing countries.
- Currently, baseline data cannot be provided as there is no data available.

While JP will focus mainly on the SDGs mentioned above, it will also address and contribute to SDG 3 (Good Health and Well-being) and SDG 8 (Decent Work) as well.

### **SDG Acceleration Strategy:**

This SDG Fund proposal presents a joined-up approach to social protection reform for SDG acceleration for Persons with Disability and Older Persons as it complements the ongoing work of the MoSD to reduce the effects of poverty nationwide, while accelerating efforts towards making the national social protection system more context-sensitive to target and address the needs of groups identified as particularly vulnerable and whose specific needs have not previously been addressed under the current system. This project aims to fill some of the gaps in the existing systems while progressively turning it into a universal and holistic SP system. Therefore, the targets are both to strengthen social protection systems overall and to specifically empower the most vulnerable or left-behind groups of PWD and OP who have been identified as specifically vulnerable.

The assumptions per the aforementioned Theory of Change, are that if a more conducive legislative framework is put in place to enable addressing the specific needs of PWD and OP (supply side), and the specific populations are surveyed to better understand their needs (demand-side), and then specific services with a strong monitoring and grievance redress mechanism are put in place and PWD and OP are made more aware of their entitlements, then PWD and OP will be better able to access and utilize appropriate services for their needs.

The SDG Acceleration strategy is therefore premised on the Theory of Change as outlined above and tackling the following six levers of change:

#### Supply side:

- 1) Generate an adequate information basis on PwD and OP and their needs to orient policy and programming decisions;
- 2) Remove hard and soft barriers to access SP, both at design and implementation;
- 3) Establish policies and practices for integrated service delivery for PWD and OP, based on a holistic understanding of needs;
- 4) Make explicit efforts to mainstream PwD and OP concerns in the design of critical SP systems (e.g. payment exemptions and grievance redress mechanisms(GRM)) and build capacity to deliver on those systems.

#### Demand side:

- 5) Enhance understanding and awareness of SP rights among the target groups and the general population;
- 6) Enhance capacity and voice of (organizations of) PWD and OP, civil society and the media to advocate for rights-based SP and keep service providers accountable.

Acknowledging that creating an integrated and rights-based SP system is insufficient to affect change and recognizing the impossibility of tackling all dimensions at once, the JP aims to support SDG acceleration for two specific populations in a specific location to test the catalytic effects. Policy, systems, and tools development will be fast-tracked into implementation in Hebron governorate to generate lessons for replication. This will provide stakeholders a safe space to experiment, overcoming the business-as-usual silos and allowing feedback between policy development and service delivery.

By promoting specific actions to activate a virtuous relationship between duty-bearers and rights-holders based on terms of access to information and accountability in the implementation of SP and other, the JP will support a shift in mentality: away from the charity or state-as-provider centered paradigms that are often prevailing in the region, towards a rights-based approach. This is in line with universal right to social security and the SPF approach. Engagement with ongoing legal reforms in the areas of disability and social security, coupled with interventions on awareness raising, and the development of tools for voice and participation (e.g. Grievance and Redress Mechanisms (GRM)) will be critical to ensure rights are enforceable by law and in practice.

#### **Current Extrapolation of Trends:**

**Inter-linkages:** The approach adopted looks to tackle both the demand-side of services, such that an appropriate legal framework as well as type and level of service supply is put into place, thus enabling synergies between targets selected. Trade-offs will be present given the resource constraints and thus the legal framework is being put on a slower track while a more thorough understanding and costing of service needs is undertaken to ensure the enabling legal framework reflects that.

#### **1.4 Stakeholder mapping**

- The **Ministry of Social Development (MoSD)** oversees national social protection efforts through a range of social programmes including on poverty reduction, food security, protection and care, and social cohesion. With increasing poverty and food insecurity, the Ministry recognize the importance of social protection mechanisms in providing a critical safety net for vulnerable population, and in line with efforts to 'Leave No One', is seeking to further national social protection systems such that they address the needs of the People with Disabilities and the Elderly, whose specific needs are currently underserved. A flagship programme of the Ministry is the National Cash Transfer Programme (NCTP). The Ministry is therefore working closely with the agencies supporting this JP in looking to address this identified need, recognizing the currently constrained capacities of the Ministry that can be supplemented by efforts under the JP. MoSD is also the national institution mandated to lead on key groups including Persons with Disability and the Elderly. MoSD under the 1999 Disability Law leads the Higher Council for Persons with Disability, and under that mandate has led the process to draft a new disability law.

- The **Palestinian Central Bureau of Statistics (PCBS)** is a key stakeholder in relation to data gathering and dissemination across the State of Palestine. The PCBS has collected essential data on Persons with Disability including as part of the 2017 census and the previous national study on Persons with Disability.
- The **Ministry of Health (MoH)** is a key institution who supports the delivery of services to Persons with Disability. MoH will be involved in several processes under this programme including the definition of the service packages, the manuals for service providers and the shift of the disability assessment from the medical to the functional model.
- The **Ministry of Education (MoE)** will be involved in several processes under this programme including the definition of the service packages, the manuals for service providers and the shift of the disability assessment from the medical to the functional model.
- The **World Bank (WB)** provides financial assistance to MoSD’s NCTP and supports MoSD’s SP reform. It has approved Social Protection Enhancement Project in 2017 which aims to support implementation of the Social Development Sector Strategy. The overall budget of \$15 million US dollars has four components – cash transfer program support (\$ 9m), social register (\$1.4m), case management (\$3.6m), and program management and monitoring (\$1m). Case management was not incorporated to JP as it will be addressed by World Bank. Through these efforts, the WB is supporting MoSD to transition from its current NCTP beneficiary registry to a social registry that aims to include all potential beneficiaries of social development policies. The database to be formulated under the JP will focus on a specific population – PwD – which is a specific request of the MoSD and a particular interest of the World Bank (aiming to link the piloting of this in Hebron and learnings from that with longer term efforts to scale-up towards a more comprehensive Social Registry). Based on dialogue with MoSD, World Bank (WB) conducted an assessment on situation of the PwD in Palestine which led to a conclusion that to address the needs of the PwD, a more holistic approach is required than simply increasing the monetary compensation. World Bank has been updated about the intent of the JP, and PUNO will further explore opportunities to work together with World Bank and with the EU (per below) towards a comprehensive and coordinated effort in supporting the MoSD towards ultimately developing a more comprehensive national social protection system supported by a social registry.
- The **European Union (EU)** continues to support MoSD on NCTP, accounting for 50% of its cost. The European Joint Strategy in Support of Palestine 2017-2020 states that “enhancing the social protection framework remains an important investment for the EU.” It aims to achieve results that can complement the JP such as coverage of case management system be increased and online social services unified portal being in place. Along with WB, EU has been updated on the JP and will be involved throughout the implementation of the JP.
- The **Higher Council of Persons with Disability**, while yet to be formed, will be a key institution under the new disability law. The higher council will have a role in managing the data on persons with disability, monitoring the implementation of the law and ensuring persons with disability have access to leverage their rights.
- **UN Partnership on the Rights of Persons with Disability (UNPRPD)** has funds that will contribute to the achievement of the results under this programme.
- **Civil society organizations:**
  - **The local citizens / beneficiaries’ councils** that include beneficiaries from the National Cash Transfer Programme (NCTP) on the local / regional level. They represent the different categories of beneficiaries of the NCTP: women, youth, elderly people, disabled with disability (plus regional MoSD staff).

- **Joint Planning Groups (JPGs):** Local coordination committees established by the MOSD and Ministry of Local Government with participation of civil society, and private sector to identify and implement local priority projects at the municipal/ community level.
  - **Palestinian General Union of People with Disability (GUPWD):** is a grassroots organization that advocates the human rights of disabled Palestinians and endeavors to empower them. It was established in 1991 and currently has a membership of over 35,000 people with offices in each of the sixteen Palestinian governorates. The main objectives of the GUPWD are to empower disabled people; ensure the effective implementation of the Disability Law; and Change societal attitudes towards disabled people and raise awareness of their rights. The GUPWD is an organization that is run by a group of committed volunteers.
  - **QADER for Community Development:** A Palestinian NGO working to develop an enabling and supportive environment in the lives of persons with disabilities. Utilizes tested models of Empowerment, Capacity Development, and Advocacy, while influencing the national policies and raising public awareness on issues of relevance to persons with disabilities.
  - Jasmine Charitable Society for Children with Special Needs (JCS):
  - The Jerusalem Princess Basma Centre (JPBC)
  - Bethlehem Arab Society for Rehabilitation (BASR)
  - Palestinian General Federation of Trade Unions
  - University of Bethlehem
  - University of Al Quds
- **Private sector:**
    - Federation of Palestinian Chambers of Commerce, Industry and Agriculture

## 2. Programme Strategy

### 2.1. Overall strategy

PwD and OP are amongst the most disadvantaged groups in SoP. This is especially true for female PwD and OP. The Common Country Analysis identified that, among other factors, drivers of vulnerability include limited economic access, institutional, political and socio-cultural factors. PwD and OP rely primarily on traditional systems with their families as main source of upkeep, care and support.

The centrality of SP in responding to existing challenges is reflected in the UNDAF and was reinforced through the 2018 MAPS mission which identified one of the drivers of the SDGs as 'An effective social protection system is in place protecting the most vulnerable population'. Another accelerator identified by the MAPS is "*women's political and socio-economic empowerment*". The MAPS therefore names the following drivers to accelerate SDG achievement: "Women's economic empowerment" and "Eliminate all forms of discrimination against women and girls".

The JP targets the operationalization of the MAPS mission findings. The JP also contributes to national targets in the National Policy Agenda (NPA) 2017-2022 and the SDSS, rooted in the SDGs. It contributes to UNDAF Outcome 4.2 and targeted SDG indicators.

The JP acknowledges that significant change can only be accomplished if a systemic approach is adopted in response to the multidimensional needs of (female) PwD and OP. There are currently insufficient synergies between social insurance and social assistance, limited articulation between SP and social services, and insufficient integration of SP with active labour market policies. The JP represents a first attempt in SoP to explicitly and innovatively tackle coordination challenges, with the specific objective of increasing access to SP and other key services amongst (female) PwD and OP. By working with multiple ministries towards multiple SDGs (1, 2, 3, 5, 8, 10, 16 and 17), the JP has the potential to be truly transformative and speed up the achievement of the SDGs for two groups that – until now – are further behind.

This joint programme (JP) aims at filling this gap and accelerating poverty reduction (SDG 1) and food security (SDG 2) amongst PwD and OP by supporting:

- the introduction of rights-based identification and selection mechanisms and a real-time IT caseload management system for inclusive access to cash benefits to PwD and OP (SDG 1, 10);
- the development of a holistic needs assessment (Essential Needs Assessment, ENA) and rights-based service packages that integrates SP with other key services in the areas of access to health (SDG 3), livelihoods and access to employment (SDG 8);
- the development of a coherent policy, programmatic and legal framework for social development of PwD and OP and a realistic understanding of financing avenues (SDG 1, 10);
- the inclusion and prioritization of women throughout all dimensions of the JP analysis, implementation and monitoring and along the Gender Integration Continuum (SDG 5);
- awareness and participation in the design and implementation of SP programmes (SDG 16).

The JP will pilot integrated policy approaches to accelerate access to SP and linkages with other services amongst (female) PwD and OP. It will support existing SP interventions to shift from the current narrow monetary poverty focus to a broader concept of vulnerability that encompasses multi-dimensional poverty, (MPI index development currently underway under leadership of PCBS with support from ESCWA), food insecurity and other risks (Essential Needs Assessment, ENA). This will allow MoSD and other ministries, including health, labour, education and agriculture, to align efforts towards a SPF approach. A holistic understanding of needs - including through rights-based identification and a comprehensive information basis - and a system for delivery of support through standardized service packages will allow more cost-effective service delivery. Dedicated efforts will be made to ensure (female) PwD and OP are aware of their SP rights and are able to express their needs through functioning grievance and redress mechanisms (GRM).

This proposal was developed at the request of MoSD who have provided clear indication for focus on target populations and comments on the draft. The proposal is based on extensive engagement of key stakeholders on SP reform in Palestine, building on the participating UN agencies' programmes and relationships with MoSD, EU and the WB on the NCTP and the SP reform. The JP will build on systems (GRM) that are being supported by other international partners, particularly EU and WB, enhancing their sensitivity to the needs of PwD and OP for SP.

The JP provides grounds to redefine and integrate UN system support towards establishment of a comprehensive SP system. The objective and ToC does not reflect traditional "turfs" of different agencies, but deliverables have been identified as key enablers of change in the sector that require broad multi-stakeholder engagement.

For UNICEF, this joint programme builds upon the existing work already undertaken based upon the 2016 'Every Child Counts: understanding the needs and perspectives of children with disabilities in the State of Palestine' conducted with the Ministry of Social Development. Based upon the priorities outlined in this study UNICEF has supported MoSD to draft an updated legal framework for persons with disability with the draft currently with MoSD for endorsement and transmission to the Council of Ministers. This joint programme builds upon the framework in the revised disability law. UNICEF is also rolling out other priorities laid out in the "Every Child Counts" study through the national Early Childhood Development (ECD) strategy including for the early identification and intervention for children with disabilities and developmental delays, and accessible early childhood education. The National ECD Strategy is being rolled out through inter-ministerial cooperation between MoSD, MOH and MOE. This ECD work is also being carried out in close coordination with the World Bank and the model is planned for expansion under a new World Bank grant. This shows the partnership framework that UNICEF is building up on children with disabilities and developmental delays in the State of Palestine upon which this programme is building.

For ILO the JP builds on work underway on the Social Protection floors assessment for OpT and support to social security reforms. This will entail the mapping of social protection programmes in OpT, assessing gaps in the current social protection system from the perspective of the Social Protection Floors, develop and cost policy options for progressive realization of a SPF in OpT, and identify sustainable financing strategies, including through the development of a cost-benefit and fiscal space microsimulation model for social protection reform. A specific strategy and roadmap for implementation of the SPF for PWD and OP will be supported.

WFP is currently supporting 350,000 poor and food secure people in close cooperation with MoSD with a combination of food and electronic cash based transfers using electronic food vouchers. WFP's food assistance is a fundamental safety net that enables poor households to meet a share of their daily food needs and prevents them from falling into deeper poverty and food-insecurity. WFP and MoSD have also agreed to do a preliminary (2019) and full (2020) Essential Needs Analysis (ENA). This multi-dimensional, holistic approach will contribute to on-going SP reform efforts by providing essential needs-based evidence creation. Although not specifically targeted for the PwD and OP, ENA will also add on to analysis on needs and gaps of the PwD and OP. WFP also will coordinate its efforts with MoSD staff to make sure that all the work is completely aligned with MoSD work on both the National Social Registry and case management approach and system that is going to be developed using the multidimensional poverty to insure effectiveness, efficiency and harmony.

#### **UPDATE – September 2021:**

*With the onset of the COVID-19 pandemic, the JP witnessed extensive delays as national attention and resources were diverted to the pandemic response. The implementation of the JP accelerated in early 2021 but, saw further delays with the onset of conflict in the Gaza Strip in May 2021. The PA and the UN agencies necessarily reoriented their focus to the immediate humanitarian needs rising from the crisis. In the context of such sizeable shocks in the Palestinian Territories, the JP adjusted its strategy and reoriented some of its focus to looking at ways in which social assistance for PWD could be made more flexible and shock-responsive and to enable future preparedness.*

## 2.2 Theory of Change

The JP rests on the assumption that acceleration on poverty reduction for (female) PwD and OP can be sustainably achieved only: a) through a more inclusive, better integrated, and multidimensional and holistic service delivery response, and b) by tackling supply (duty-bearers) and demand (right-holders) constraints at the same time.

The ToC is based on the following assumptions:

### Supply side:

- 1) IF an adequate information, based on the needs and current/expected service provision for Persons with Disability (PWD) and Older Persons (OP, is established to orient policy and programming decisions for these specific target groups;  
THEN key stakeholders will be able to agree on the priority short-, medium- and long-term actions to take to reform social protection systems and roll out services to meet the needs of these target groups.
  - Informed by a more coherence policy, programming and financing framework, authorities in oPT continue to put policy priority on the extension of social protection and services to PwD and OPT
  - An improved and rights -based identification and registration mechanisms, and a clearer definition of service packages for PwD and OPT allows for enhanced access and more effective service delivery, building on the case management system supported by WB and EU
- 2) IF hard and soft barriers to access social protection are removed for PWD and OP, both at design and implementation stages;  
THEN these particularly marginalized groups will have increased access and subsequently increase their uptake of services and thus reduce their vulnerability.
- 3) IF rights-based systems and capacities are established to roll out legislation and policies to deliver integrated service delivery for PWD and OP;  
THEN services will be better aligned to the needs of PWD and OP who will fulfill more of their basic needs.
  - Improved capacity and tools for organizations representing PwD and OPT increase their ability to participate in policy debates on social protection expansion and advocate for improvement in service delivery standards (for 2 and 3)
- 4) IF systems for PWD are piloted in Hebron and lessons and best practices are captured (including through expanded feedback/grievance redress mechanisms) and utilized to ensure that effective systems can be put in place;  
THEN national and international stakeholders will have the basis to adapt policies, plans and service packages to take them to scale nationally, with the evidence base for key donors to contribute.<sup>2</sup>

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<sup>2</sup> This can be seen from the political will demonstrated by the Palestinian Authority in the SDG VNR 2018 where PWD rights were central, and where social protection reform is highlighted as a key strategy. This is also demonstrated by the central role of the rights of persons with disability in the joint

- Improved service availability and delivery for PwD and OPT.

Demand side:

- 5) IF PWD and OP have a better understanding and awareness of their rights, availability of services, and capacity to raise their voice; THEN they will access services through social protection exemptions and subsidies and demand the better coverage and quality of services.
- Improved service access for PwD and OPT.

Enabling Environment:

- 6) IF the legislative reforms, policies, plans and systems for PWD and OP rolled out under this project are proven effective; THEN there is sufficient domestic political will and donor interest to take this programming to scale and make it sustainable including through major development partners including the EU and the World Bank.
- Evidence based social protection reform scenarios and investment case based on the SPF mobilize support from Government and development partners for expanding./streamlining of social protection expenditure for PwD OPT while enhancing cost effectiveness

If all of the above happens at the same time, THEN (female) PWD and OP will access more adequate and cost-effective SP, complemented with other key social services, which IN TURN will make a significant contribution to improvements in their socioeconomic wellbeing. This multi-levers approach requires capacity to synchronize efforts across multiple areas and actors which cannot be attained at national level from the outset.

Therefore, the JP will support piloting the integration of all demand and supply levers in a specific location, where the full ToC can be tested at small scale. The JP will support government in gathering lessons on the multiplier effects resulting from the adoption of this multi-actor and multi-level dimensional approach, including through a comprehensive cost-benefit analysis and comparison with “normal” operating modalities. This evidence will be used to guide discussion on nation-wide scale-up of the whole approach, or specific elements of the ToC.

This ToC is based on joint reflection with government on the work that development and humanitarian actors have been undertaking in the SoP in the past years. It is based on the assumption that the GoP continues to consider reforming SP a top priority and that international partners (WB and EU primarily) continue to support SP administrative capacity, systems and programmes, on which the acceleration strategy of this JP will be anchored.

Recognizing the difficulty of tackling all dimensions at once, a distinctive feature of the JP is that policy, as well as the underpinning systems and tools required to enable delivery, will be fast-tracked from development to implementation in Hebron governorate to generate lessons for replication and nationwide scale-up of the approach by all actors involved in SP (including UN agencies, the World Bank, EU, NGOs). The focus area is particularly representative of extreme situations in Palestine with respect to the hardest to reach. As

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MOSD, MOH and MOE Early Childhood Development programme which has a focus on the early detection and intervention for children with disabilities and developmental delays.

such, piloting over there, will provide good practices (guidelines and capacities for case management) to ensure that through a SPF system, (female) beneficiaries can be addressed in challenging and hard to reach areas (by the Government).

The JP will support government in gathering lessons on the multiplier effects resulting from the adoption of this multi-actor and multi-level dimensional approach.

### 2.3 Expected results and impact

The project will contribute to the overall outcome that “all Palestinians (with a focus on female PwD and OP), especially the most vulnerable, have greater access to a unified, integrated, and shock-responsive protection and social protection systems thanks to the establishment of a universal and holistic social protection floor. (Per UNDAF outcome 4.2 ([https://www.undp.org/content/dam/papp/docs/Publications/UNDP-papp-research-undaf\\_2018-2022.pdf](https://www.undp.org/content/dam/papp/docs/Publications/UNDP-papp-research-undaf_2018-2022.pdf)))

In achieving this, the project will pursue four inter-related outputs:

1. Policy makers utilize improved data and evidence base on Persons with Disability and Older Persons to inform social policies and programs
2. Policy makers and other national and international stakeholders utilize the updated Social Protection legal, financing and programming framework for Persons with Disability and Older Persons to enhance response to the multi-dimensional needs of these target groups
3. Persons with Disability and Older Persons are utilizing more adequate social protection systems including in target locations where capacity strengthening and service roll out has been piloted
4. Persons with Disability and Older Persons have enhanced awareness of their rights to effectively take up services through the national Social Protection system

Activities under the JP will entail the following main areas of intervention **(SEPTEMBER 2021 UPDATES ARE IN BOLD AND UNDERLINED)**:

- Supporting efforts to build the evidence base to inform policy and programming as regards the rights and needs of (female) PwD and OP, including developing an integrated database for PwD which will aim to link with longer term efforts by the WB towards a more comprehensive Social Registry.
- Mainstreaming the Social Protection Floors (SPF) concept and finalization of a legal/strategic/financing framework for protection of (female) PwD and OP;
- The systems strengthening output will entail work on the following pillars:
  - Defining possible service packages that can be made available for (female) PwD and OP, scoping and costing them;
  - A disability assessment to determine the exact needs of individual PwD;
  - A service access system based on a disability card,
  - Rights-based mechanisms for selection of (female) PwD and OP in social assistance.

All systems will be pilot tested in the geographical areas of focus of the project.

- Enhancing demand for rights-based design and implementation of social protection services amongst (female) PwD and OP by building capacity and awareness of civil

society organizations and social partners, including through a more sensitive design of the existing Grievance Redress Mechanism (GRM) system.

The three PUNOs will coordinate their efforts with MoSD and all relevant stakeholders to achieve results. The three PUNOs agreed that each of these interventions to be led by one agency and supported by the other two.

Building on ongoing support to the SPF assessment in SoP, ILO will mainstream the SPF concept in the JP. ILO will support the implementation of the SP floor for PwD and OP based on the existing SP floor assessment and to conduct the necessary cost assessment for non-contributory SP services, vision for progressive realization and sustainable financing of SPF in oPt, and roadmap for implementation of SPF for (female) PwD and OP. ILO will lead the development of a programming and financing framework for PwD and OP, and operationalization of the linkages between social assistances, social insurance, access to health and access to employment.

To finalize the legal framework for PwD and OP, UNICEF will work on the legal and policy framework for PwD building on the ongoing revision of the Disability Law with MoSD. ILO will work with MoSD on conducting a vulnerability assessment for senior citizens in SoP – based on secondary and qualitative data – to form the basis for mainstreaming of elderly protection agenda in the new social development strategy. UNICEF will be working on developing an action plan for the law implementation, focusing on areas of implementation that can be achieved before the law endorsement, costing the law. **(September 2021 Update) In the original PD, UNICEF was to support the Government to develop the disability by laws; due to delay of the new disability law endorsement, UNICEF will resume working with the MoSD, the Council of Ministers and the President’s office to finalize and endorse the law as a “law by presidential decree”. UNICEF will also reinforce capacity of the Disability Directorate within MoSD and Disability Sections in regional offices and the capacity of the General Union for PwD.**

On the development of the PwD and OP service package management, UNICEF will be working on mapping of available services for (female) PwD and OP, including geographical distribution of services. ILO will be working on identification and costing of standard support packages depending on conditions (e.g. deep poor vs poor), and development of service routes/pathways for (female) PwD and OP. will be working on what will be the service package for PwD and OP. While these activities will be jointly implemented, UNICEF will lead on PwD, while ILO will lead on OP and provide specific inputs on adults with disabilities.

UNICEF will work on developing the new proposed assessment modality for PwD (functional modality) in the revised law. **(September 2021 Update) The objective of this activity is to prepare the current disability assessment and determination mechanisms and to develop a CRPD-compliant disability assessment and determination mechanism and corresponding tools for the State of Palestine which rely on current international principles of inclusion and good practice from other similar country contexts, and based on the International Classification of Functioning, Disability and Health (ICF). A training and guidance on introducing these tools into practice and linking them to the determination of eligibility for services will be provided.** ILO will support the development of an inclusive selection and identification model for PwD

and OP building on the SPF assessment and proposal for use of a multidimensional deprivations approach / the multidimensional poverty approach / Essential Needs Assessments for selection in social assistance.

Building on existing capacity to provide assistance through national social safety nets, monitoring, targeting and complaints mechanisms, WFP will work to build the comprehensive and integrated database for the PwD based on the on the ongoing analysis for the NCTP database and the joint work with MoSD. WFP will support the development of strong digital monitoring systems and support the refinement of tools to enhance programme quality and implementation, vulnerability analysis (multidimensional poverty approach / Essential Needs Assessments) and gender analysis.

**(September 2021 Update) The JP includes a strong component on the legal, policy and financial framework of social protection in the country, which unfortunately faced significant challenges in passage and implementation given delays in the approval of the revised disability law due to COVID-19. To address this setback, the three PUNOs decided to re-programme some \$330,000 to reorient the planned piloting of services to instead pilot more shock-responsive support through cash transfers, or social allowances, for PwD under the project's mandate and to develop more inclusive targeting approaches. Through providing cash assistance to PwD, the JP will test categorical and more shock-responsive approaches, document the procedures and learnings to make policy recommendations for introducing and administering more horizontally and vertically flexible social allowances to make the system more shock-responsive. The pilot comes at a time when COVID-19 crisis has highlighted the importance of more flexible means of assistance and of national institutions' readiness to respond to shocks in a swift and efficient manner. The activity is also in line with some of the key documents and frameworks of Palestine. The Updated Social Development Sector Strategy (2021– 2023) of the Palestinian Authority prioritizes shock responsive social protection noting it "seeks to develop national systems...with the aim of these systems becoming more responsive to cases of emergency." The United Nations Development Assistance Framework (2018–2022) also aims to support the development of a shock-responsive social protection system.**

**The pilot aims to test categorical targeting approaches by targeting households with PwDs in Hebron registered in three different lists: a) the national cash transfer programme (CTP); b) those on a waiting list; and, c) the new poor who have received a one-off cash transfer as part of the COVID-19 response. While most cash transfer activities in the past have provided flat rate assistance without taking the number of PwD in the household into consideration, the pilot will provide a differentiated transfer value recognizing the increasing and pressing needs of households with multiple PwDs. By targeting different categories of potential beneficiaries and providing differentiated transfer values based on the needs of PwD, the pilot aims to generate learnings on multiple aspects of shock responsiveness of the system and also on the impacts of this cash transfer to inform future social assistance adjustments. The pilot will also provide an opportunity for the MoSD to revisit its lists of beneficiaries, update its data and**

**expedite verification and cross-check processes for beneficiaries. The pilot can better prepare the Ministry and relevant stakeholders for future emergencies. The piloting of cash-based benefits in lieu of planned services comes at a time when service-delivery is constrained by movement restrictions due to COVID-19.**

ILO, with UNICEF, will lead on capacity development and awareness raising for enhanced participation of non-state actors representing the interest of (female) PwD and OP in the designing and implementation of SP interventions, while WFP, with ILO, will lead on the enhancement of existing GRM systems to ensure they are sensitive to the specific needs of the two target populations and to the specific needs of women in both target groups.

The ultimate goal for (female) PwD and OP is therefore a situation in which whereby there is a great understanding of specific needs, a set of costed services that can be made available to them, within a comprehensive policy and financing framework and a universal and holistic system run by a capacitated MoSD (supply side) and these populations being aware of their rights and able to claim services that meet their needs (demand-side). The specific needs of women, men and, girls and boys will be given special consideration looked at through comprehensive assessment, to ensure that services developed cater for these.

The primary target indicator will therefore be SDG 1.3.1. Progress monitoring will be facilitated through development of an inter-sector dashboard to track SP coverage and expenditure for (female) PwD and OP in the target areas.

**Expectations upon project completion:** The JP is intended to support and accelerate specific aspects of wider Social Protection reform efforts being led by the MoSD. This program will build upon the existing drafts of the legal frameworks for Persons with Disability and the Elderly which MoSD has worked on for national endorsement. This program will also build on the work ILO has undertaken with MoSD on Social Protection Floors. As such the normative framework of this program is robust and based upon a process of national dialogue. The program will support the development of medium-term Action Plans for PwD and OP, with priorities based upon the legislative framework, under which immediate priority actions will be rolled out and/ or piloted. Furthermore, the program has a structured design to generate evidence for policies and action. These actions will form a strong basis for action upon program completion.

This program is scheduled to end at the end August 2022, with a program evaluation planned to collect evidence of program relevance, efficiency, effectiveness, impact and sustainability. The project completion period will tie in well to the framework of the [National Policy Agenda](#) and Sector Strategies updates which conclude in 2023. Thus, the process for the development of the new national strategies should begin in 2022, allowing the findings from this program to influence national priorities.

## **2.4 Financing**

The JP is estimated at US\$ 2.6 million over a two-year period, with US\$ 2 million from the SDG fund. There is a further US\$200,000 pending confirmation from the UN Partnership for the Rights of Persons with Disability (UNPRPD) which will also contribute to the areas of

work outlined in this Joint Program. The JP targets areas of work within the national SP programme which are not currently invested in and have been deemed priority gaps for acceleration by the MoSD.

Under UNDAF outcome 4.2 on Social Protection the total funding requirement is US\$ 77.8 million over five years, taking an annual requirement this equals US\$ 31 million over the two years. Costing in the UNDAF takes account of expected funding streams through the government, and the comparative advantages of the UN agencies in development interventions. The figure takes into consideration the contribution of various actors to social protection systems in Palestine including the Government, EU and the World Bank.

The UNDAF outcome targets the development of an integrated social protection system including the development of referral mechanisms, standards and protocols, evidence generation and advocacy. The outcome specifically targets the vulnerable groups identified in the CCA and UNDAF. This project can be catalytic as it will address systems level issues which are barriers to the provision of social protection for PWD and OP, and thus allow the mobilization of further resources from national budgets and interested donors. This project has been designed not to place additional pressure on the National Cash Transfer system, but to provide support to PWD and OP based upon their legal rights. Thus, there may not be any pressure relieved from national budgets, however these vulnerable groups should have better social protection coverage through the program.

The JP builds upon existing national programmes under MoSD and will leverage the existing financial support from the European Union and the World Bank. The World Bank is already supporting MoSD to reform the NCTP, under the Social Protection Enhancement Project (SPEP), and this JP will work within that framework to support (female) the PwD and OP. The JP will also build upon the planned external evaluation of the NCTP that the EU is planning for 2019-2020.

Participating agencies will make their own contributions to the JP through staff time and support of specific activities, with direct contributions to the JP from their own resources of approximately US\$ 300,000 by ILO, US\$ 200,000 by UNICEF and US\$ 140,500 by WFP, including continuing to providing assistance in Hebron governorate. Gender mainstreaming efforts are budgeted for as part of efforts to address the specific needs of women and, men, girls and boys.

**Financial sustainability** of the project is critical in the context of SoP. Palestine has limited control over fiscal revenues with over 60 percent of revenue coming through clearance revenues (CR) collected by the Israeli government on behalf of the PA, and currently withheld. Furthermore, Palestine faces significant reductions in foreign assistance, with support to the PA having declined by 20 percent per year since 2014. In this context, the PA faces the need to reform to ensure financial sustainability of the SP system, with this JP seen as a critical opportunity to mainstream and better align existing interventions to enhance cost-effectiveness, and hence pave the way for increased coverage through improved efficiencies.

The agencies have engaged with both the World Bank the European Union who have expressed that deeper engagement on Social Protection for Persons with Disability is a priority for them. While no new funding is available for this to date this project intends to fully involve both WB and EU to get their ownership in this process.

Fragmentation and lack of coordination in delivery of SP and other services for (female) PwD and OP reduce cost-efficiency and impact of human and financial resources allocated to supporting them by different state and non-state actors. The JP will promote the establishment of a better integrated SP service delivery model which is expected to significantly enhance the return and cost-effectiveness on resources invested, if brought to scale.

Sustainability will also be enhanced by building on systems for case management (CM) and grievance redress mechanisms (GRM) currently supported by other international partners, particularly the EU and WB, using existing plans for national scale-up of the national cash transfer programme and by providing training for MoSD staff.

## **2.5 Partnerships and stakeholder engagement**

The MoSD has laid out its plans for Social Protection in the National Social Development Sector Strategy, and its Voluntary National Review, and coordinates with supporting partners through the Social Protection Working Group. Priorities laid out in the JP have been set by the MoSD, and the JP will support efforts that will be overseen and coordinated by the MoSD, with PUNOs working closely with MoSD leads.

The JP will engage local community citizenship councils which were piloted in different areas in the West Bank and will benefit from the UN-MoSD operational experience at community level in Hebron governorate. The JP will promote national dialogue and engagement of civil society, particularly DPOs and organizations of senior citizens, social partners, media organizations and other stakeholders at all stages of the JP, both nationally and in the area of focus.

Based on their respective comparative advantages WFP, ILO, and UNICEF will jointly implement the JP and provide the government with technical assistance. The participating agencies will work together on all key components of ToC, including by jointly contributing to the development of the model GRM and CM system, rights-awareness campaign and comprehensive and integrated database for PwD and OP. A joint strategic planning, budgeting and performance monitoring framework and a joint monitoring, evaluation and learning framework will be established between participating UN agencies and MoSD during the inception phase of the JP. Participating staff from national counterparts and the three UN agencies at national and sub-national level will steer the implementation of the JP through a dedicated technical committee in Ramallah and one in each of the two targeted geographical locations.

Coordination across the UNCT will be achieved under the Delivering as One framework, with this JP developed in consultation with FAO, UNDP, UNESCO, UNFPA and UNWOMEN. This inter-agency cooperation will continue into project implementation, including through the UN Disability Working Group and national SP working group. In support of government initiatives, the EU, ILO, UNICEF, WFP and the World Bank have a group to coordinate international stakeholders' SP interventions in Palestine, which will be providing guidance to the implementation of the JP.

In preparation for this concept note the UNCT agreed that this JP utilizes a transformative approach for the SoP given the central role of SP systems managed by MoSD to target poverty and vulnerability. The JP emanates from the deep understanding of the NCTP by

MoSD and the UN agencies based upon years of experience and multiple studies including the Munk School on the Building Blocks of Social Protection in Palestine, and the 2017 World Bank Impact Evaluation of the Cash Transfer Program in Palestine, and it is aligned to the preliminary results from the MoSD Mid-Term Review of the National Social Development Sector Strategy. MoSD has been consulted several times during the elaboration of this application and provided an endorsement letter in support of this JP.

This concept note will build upon existing UN agency programmes including the WFP social protection programme and ongoing reform of the national food social safety nets, the ILO work on SPF and UNICEF work on disability legislation.

### 3. Programme implementation

#### 3.1 Governance and implementation arrangements

This JP was developed on request of MoSD who have provided clear indication for focus on target populations. The JP is based on extensive engagement of key stakeholders on SP reform in Palestine, building on the participating UN agencies' programmes and relationships with MoSD, EU and the WB on the NCTP and the SP reform.

Based on their respective comparative advantages WFP, ILO, and UNICEF together with MoSD and other key actors will implement the JP. The participating agencies will work together and all of them together with MoSD and other relevant players on all key components of the JP.

The JP will be implemented under the overall oversight and coordination of Ministry of Social Development (MoSD). Activities will be implemented in close cooperation /coordination with the local organizations like the Palestinian Central Bureau of Statistics, regional offices of the MoSD, MoH and local NGOs and research institutes inter alia by leveraging UNICEF's co-leadership of the UNDAF Strategic Priority group on 'Leaving No One Behind: Social Development and Social Protection', and its role as technical advisor to the nationally-led Local Aid Coordination Structure (LACS) Social Protection Sector Working Group (SPSWG) that is chaired by MoSD and the EU as deputy chair.

To ensure effective implementation of the JP, two main committees has been setup; a Steering Committee (SC) made up of decision-makers at Government and UN-level; a Technical Committee (TC) of those engaged at working level; **and an Advisory Committee (AC) comprised of stakeholders from public institutions and civil society and other organizations supporting PWD and OP, to advise on options for addressing policy and programming for PWD and OP.** In the preparation phase of the JP, MoSD has been involved in all phases, starting from providing comments on the draft concept note and clear indication on the focus for the target populations. As part of MoSD internal Mid-Term Review of its workplan implementation two of the key priorities that have emerged are the reform of the NCTP and the need to focus on (female) PwD and OP. MoSD has shared a formal letter of endorsement of the proposal and stands ready to lead the implementation (inter alia as chair of the steering committee). Later, in the JP document development and all of its components phase, MoSD through both, the steering committee and the technical committee was involved.

The SC is chaired by MoSD, involving all three partnering UN agencies. It is at the level of senior leadership of the MoSD (Minister and Deputy Minister) and the heads/deputy heads of the three PUNOs. The SC will be responsible of overall supervision of JP strategic

planning, budgeting, implementation performance monitoring, ensuring that the JP reaches the desired results and that the results are absorbed, integrated and sustained by government and other relevant stakeholders. The SC will be informed on a regular basis by the technical committee and will be meeting on an ad-hoc basis or whenever needed.

The technical committee is chaired by the Director General (DG) of policy and Planning of MoSD. The TC comprising the technical level of the three PUNOs and six persons from the technical departments of MoSD working in areas that the JP will cover, namely: the DG of the Policy and Planning department, the DG of Poverty Alleviation Department (responsible for the NCTP), the DG of the PwD department, the DG of the Family and Child Protection Department, the head of Aid Management Unit (projects Unit) and the Legal Advisor of the MoSD. This TC worked jointly in developing this JP document and held three meetings during the JP document development phase. The TC will be responsible of the implementation, follow up and monitor progress. The TC will be meeting regularly at least every two months and will inform the SC of the JP implementation through regular reports.

The JP will engage local community citizenship councils which were piloted in different areas in the West Bank and will benefit from the UN-MoSD operational experience at community level and especially in the targeted area. There is a very active civil society community working in the field of the rights of Persons with Disability (DPOs) and Organizations of Senior Citizens and there is a need to ensure that systems developed are in line with their expertise, experience and expectations and with the CRPD. The JP will promote national dialogue and engagement of civil society, particularly DPOs and organizations of (female) senior citizens, social partners, media organizations and other stakeholders at all stages of the JP, both nationally and in the areas of focus. A Steering Committee with participation of the key stakeholders - (including representation of by civil society for (female) PwD and OP in SoP - will be established to provide strategic orientation over the implementation of the project, particularly in relation to Output 4.

To ensure coherence and complementarity with existing structures, the program will work in complementarity and in coordination with the national policy, planning and aid management structures headed by the Prime Minister's Office. In terms of policy and planning, the program will work in line with national priorities set by the 2017-2022 National Policy Agenda and relevant sectoral strategies and the updated sectoral strategies and ensure that it contributes to the mid-term review of these strategies to promote policies and programmes targeting persons with disabilities and older persons.

In terms of aid coordination, the programme will strengthen coordination with all relevant stakeholders, both local and international, through the structure of local Aid Coordination and its sectoral working groups in particular the Social Protection Sector Working Group (SPSWG) which MoSD is the chair, the EU acts as the deputy chair and UNICEF is the technical advisor. The core group of the SPSWG has already decided to create a sub-thematic group (TG) from the relevant national and international partners to better coordinate policies, programmes and initiatives related to PwD and to share information. This TG will meet regularly and will report to the SPSWG that meets quarterly.

The other existing structure that the JP will work in coordination with is the SDGs structure. In the State of Palestine, an SDGs higher national committee exists, headed by the Prime Minister office, that is responsible of follow up on SDGs implementation and reporting. Under this committee there are sub-committees for each SDG that comprise members from relevant national institutions (from both the government and the CSOs) and the relevant UN agencies. From the UN side, each of the UN agencies in the SoP has an SDG focal point to

ensure coordination among UN agencies and with the national partners. The three PUNOs of this JP are actively involved in the SDG coordination structure, which will ensure consistent and better coordination with all partners in relation to all development issues including issues related to (female) PwD and OP.

WFP will be the JP coordinator from the PUNOs side and will be responsible of day to day coordination with the MoSD and other local partners from both the government and the CSOs.

The RCOs of the three PUNOs were involved in the JP development in both the JP concept note and the JP document. The TC of the JP will be consulting on a regular basis with the RCOs in the implementation phase.

Coordination across the UNCT will be achieved under the Delivering as One framework, with this JP developed in consultation with FAO, UNDP, UNESCO, UNFPA and UNWOMEN. This inter-agency cooperation will continue into project implementation, including through the UN Disability Working Group and national SP working group. In support of government initiatives, the EU, ILO, UNICEF, WFP and the World Bank have a group to coordinate international stakeholders' SP interventions in Palestine, which will be providing guidance to the implementation of the JP.

Consultative meetings have also been held with UN agencies to ensure a coherent and integrated approach in line with the NPA, SDSS and the UNDAF. This JP has been discussed within the UNCT, and substantive inputs were received and incorporated into the programme document from FAO, UNDP, UNESCO, UNFPA and UNWOMEN. These agencies have agreed to continue providing technical support over the duration of implementation.

The JP will build upon existing UN agency programmes including the WFP social protection programme and ongoing reform of the national food social safety nets, the ILO's work on SPF and UNICEF's work on disability legislation.

Based on their respective comparative advantages WFP, ILO, and UNICEF will jointly implement the JP and provide the government with technical assistance. The participating agencies will work together on all key components of JP, including by jointly contributing to the development of the model GRM and CM system, rights-awareness campaign and comprehensive and integrated database for (female) PwD and OP. A joint strategic planning, budgeting and performance monitoring framework and a joint monitoring, evaluation and learning framework will be established between participating UN agencies and MoSD during the inception phase of the JP.

This JP builds upon the existing NCTP within MoSD for which MoSD has staff in place. MoSD also has an existing Department for Persons with Disabilities and Elderly sections in regional offices which would require capacity development on various dimensions, including needs assessment, analysis and information management.

All three UN agencies are present in country and have relevant ongoing programmes, with staff in place. The agencies have capacities to contribute to project implementation based on their existing engagement.

The UN in SoP has unique capacity to combine policy, advocacy and systems support, with readiness to strengthen SP service provision for PwD and OP on the ground. The UN leads

ongoing policy dialogue with MoSD on SPFs (ILO), and supports the development of new legislation around PwD, including the reform of SP for PwD (UNICEF). WFP supports MoSD in capacity development for information management and SP reforms and provides assistance (mainly Cash Voucher-Based Transfers) to some 170,000 people with MoSD (of which around 10,000 disabled persons). WFP provides food assistance and cash voucher-based transfers to 350,000 Palestinians in general including 35,000 Bedouins communities in area C in West Bank.

The JP is using an approach that avoids introducing parallel structures or interventions to those already exist. The JP leverages the existing structures and mechanisms of UNCT, government, and related programmes to build on in a complementarity way.

To avoid duplication, the three PUNOs will coordinate with and support the ongoing efforts by the EU and the World bank with the MoSD to build and strengthen a comprehensive CM system including for PwD and OP.

WFP will assign a P5 Deputy Country Director, a NOC Vulnerability Analysis and Mapping Officer, a NOC Programme Policy Officer, an international UNV, and a NOB Monitoring and Evaluation Officer to the JP.

ILO will assign a P3 Social Protection Expert to the JP. The JP will be supervised and backstopped by the Senior Regional Social Protection Specialist in Beirut.

UNICEF has a P4 Chief of Social Policy, and a NOC Social Policy Specialist. UNICEF will also receive technical support from the Social Policy section in the Regional Office.

### **3.2 Monitoring, reporting, and evaluation**

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide the Convening / Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;
- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme<sup>3</sup>; and
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit

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<sup>3</sup> This will be the basis for release of funding for the second year of implementation.

to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

After competition of the JP joint programmes, a final, *independent and gender-responsive*<sup>4</sup> evaluation will be organized by the Resident Coordinator. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of PUNOs to pay for the final, independent evaluation from their own resources.

The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNDG guidance on evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

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<sup>4</sup> [How to manage a gender responsive evaluation, Evaluation handbook](#), UN Women, 2015

### 3.3 Accountability, financial management, and public disclosure

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

### 3.4 Legal context

Agency name: *ILO*

Agreement title: *Decent Work Programme for 2018-2022*

Agreement date: *21.4.2018*

Agency name: *UNICEF*

Agreement title: *Country Programme Action Plan (CPAP)/ Area Programme Document (APD, 2018-2022*

Agreement date: *September 2017*

- ❖ UNICEF, jointly with other UN Agencies, works under the umbrella of UNDP legal agreement with Israeli authority as part of UN support to Programme Assistance to Palestinian People (PAPP).
- ❖ In addition, a Country Programme Action Plan (CPAP) concluded between the Government of the State of Palestine and UNICEF provides the basis of the relationship between the Government and UNICEF in the State of Palestine (SoP) for the period from 1 January 2018 to 31 December 2022. The CPAP is to be interpreted and implemented in conformity with the Area Programme Document (APD, 2018-2022) approved by the UNICEF Executive Board in September 2017. The SDG Fund activities are aligned with programmes and projects described therein.

Agency name: *WFP*  
Agreement title: *Basic Agreement*  
Agreement date: 20.1.1995

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contact person (name and email)
National Cash Transfer Programme Support	Enhance the capacity of beneficiary families to meet their basic needs	<a href="http://www.mosa.pna.ps/ar/content/%D8%A8%D8%B1%D9%86%D8%A7%D9%85%D8%AC-%D8%A7%D9%84%D8%AA%D8%AD%D9%88%D9%8A%D9%84%D8%A7%D8%AA-%D8%A7%D9%84%D9%86%D9%82%D8%AF%D9%8A%D8%A9">http://www.mosa.pna.ps/ar/content/%D8%A8%D8%B1%D9%86%D8%A7%D9%85%D8%AC-%D8%A7%D9%84%D8%AA%D8%AD%D9%88%D9%8A%D9%84%D8%A7%D8%AA-%D8%A7%D9%84%D9%86%D9%82%D8%AF%D9%8A%D8%A9</a>	EU	MOSD, World Bank	Funding: - Palestinian Authority - EU - World Bank	<b>MOSD:</b> Ayman Sawalha aasawalha@gmail.com <b>EU:</b> ROUSSEAU Stephanie (EEAS-EAST JERUSALEM) <Stephanie.ROUSSEAU@eeas.europa.eu>
Social Protection Enhancement Project (SPEP)	1. Cash Transfer Program support 2. Social Registry 3. Case Management System	<a href="http://projects.worldbank.org/P160674?lang=en">http://projects.worldbank.org/P160674?lang=en</a>	World Bank	MOSD, EU	US\$ 15 million (World Bank)	Samira Ahmed Hillis shillis@worldbank.org
Early Childhood Development	The new "Improving Early Childhood Development" project directly addresses the challenges identified in the National ECD Strategy. The project objective is to improve the coverage and quality of early childhood development services for Palestinian children from gestation until age 5. This project has some alignment to the UNICEF project for ECD which is focused on Children with Disabilities and Developmental Delays.	Not yet available	World Bank	MOSD, MOE	US\$ 9 million (World Bank)	Samira Ahmed Hillis shillis@worldbank.org
UNICEF Improving early detection and interventions for Palestinian children with disabilities and developmental delays (to 2020)	1. Developing national capacity for early detection and intervention for disability and development delays in children 2. Improving national and local capacity to provide care and support services to children identified as having disability or developmental delay 3. Communication to reduce stigma and discrimination towards persons with disability		UNICEF	MOSD, MOH, MOE	US\$ 4.5 million (Government of Japan funding)	Etona Ekole, <a href="mailto:EEKOLE@UNICEF.ORG">EEKOLE@UNICEF.ORG</a>

	4. Improving neonatal services in government hospitals					
Disability – Secondary Analysis of 2017 Census data	Assess the situation of PWD through secondary analysis of the census data including to look at access to basic social services	n/a	Palestinian Central Bureau of Statistics	n/a	US\$ 50,000 (est.)	HALEEMA SAEED <a href="mailto:HALEEMA@pcbs.gov.ps">HALEEMA@pcbs.gov.ps</a> Head of International Relations
Disability Capacity Building	n/a	n/a	Italian Cooperation	NGO network	n/a	Cristina Natoli, Head of Office Italian Cooperation <a href="mailto:Cristina.natoli@aic.s.gov.it">Cristina.natoli@aic.s.gov.it</a>
UN Partnership for the Rights of Persons with Disability (UNPRPD)	Support disability rights in the State of Palestine (details tbc)	Not yet available	Not yet defined		US\$200,000 (UNPRPD)	Ola Abu Alghaib, Manager, UNPRPD Technical Secretariat

## D. ANNEXES

### Annex 1. List of related initiatives

### Annex 2. Overall Results Framework

#### 2.1. Targets for Joint SDG Fund Results Framework

**Outcome 1:** Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Indicators	Joint Programme targets	
	2020	2022
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope <sup>5</sup>	0	2 (on PwD and OP)
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale <sup>6</sup>	0	2 (on PwD and OP)

<sup>5</sup>Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

<sup>6</sup>Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

**Outcome 2:** Additional financing leveraged to accelerate SDG achievement

Indicators	Joint Programme targets	
	2020	2022
2.1: Ratio of financing for integrated multi-sectoral solutions leveraged in terms of scope <sup>7</sup> (disaggregated by source)	n/a	n/a
2.2: Ratio of financing for integrated multi-sectoral solutions leveraged in terms of scale <sup>8</sup> (disaggregated by source)	n/a	n/a

**Output 3:** Integrated policy solutions for accelerating SDG progress implemented

Indicators	Joint Programme targets	
	2020	2022
3.1: # of innovative solutions that were tested <sup>9</sup> (disaggregated by % successful-unsuccessful <sup>10</sup> )	0	2 (PwD pilot and database)
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	0	2
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	1	1

**Output 4:** Integrated financing strategies for accelerating SDG progress implemented

Indicators	Joint Programme targets	
	2020	2022
4.1: # of integrated financing strategies that were tested (disaggregated by % successful / unsuccessful)	n/a	n/a

<sup>7</sup>Additional resources mobilized for other / additional sector/s

<sup>8</sup>Additional resources mobilized for the same multi-sectoral solution.

<sup>9</sup>Each Joint programme in the Implementation phase will test at least 2 approaches. It is estimated that each Joint programme in the Implementation phase will cost 6 million USD on average, and will be implemented over a period of 3 years.

<sup>10</sup>Success implies that the proof of concept is endorsed by the government and other stakeholders.

4.2: # of integrated financing strategies that have been implemented with partners in lead <sup>11</sup>	n/a	n/a
4.3: # of functioning partnership frameworks for integrated financing strategies to accelerate progress on SDGs made operational	n/a	n/a

### Operational Performance Indicators

- Level of coherence of UN in implementing programme country<sup>12</sup>
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
  
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
  
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of “Leaving No One Behind”
- Joint programme featured gender results at the outcome level
- Joint programme undertook or drew upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities
  
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

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<sup>11</sup> This will be disaggregated by (1) government/public partners (2) civil society partners and (3) private sector partners

<sup>12</sup> Annual survey will provide qualitative information towards this indicator.

## 2.2. Joint programme Results Framework

Result / Indicators	Baseline	Target (1 <sup>st</sup> year)	Target (2 <sup>nd</sup> year)	Means of Verification	Responsible partner
Outcome 1: All Palestinians, especially the most vulnerable, have greater access to a unified, integrated, and shock-responsive protection and social protection systems [where this Joint Programme will focus on People with Disabilities (PwD) and Older Persons (OP)] in line with vision for Social Protection Floors in oPt					
Outcome 1 indicator: Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable	TBC (of the 5.8%, 255,224 disabled in SoP – 129,590 Male and 115,634 female) where 127,262 are in the West Bank as target area (67,165 M and 60,097 F)	TBC (20%)	TBC (40%)	Census, PCBS data	PCBS, MoSD
Outcome 1 indicator: Proportion of population living below the national poverty line, by sex and age	29.2	TBC	TBC		
Output 1.1					
Output 1.1 indicator: A consolidated dataset on PwD is developed	Multiple datasets exist	Data set consolidated	N/A	Data findings reports	MoSD, PCBS
Output 1.1 indicator: National Comprehensive database of PwD established and integrated with the NCTP and other relevant databases	No database in place	Database architecture agreed	Database Built and piloted in for one governorate	Database reports	MoSD, PCBS
Output 1.2					
Output 1.2 indicator: Integrated policy, and programming framework for OP and PwD is developed	No integrated framework	Vision and financing framework for SP reforms based on SPF assessment developed	Integrated programming and financing framework for PwD and OP developed	Framework and roadmap documents	MoSD
Output 1.2 indicator: A progressive legal framework and national action plan for OP and PwD is available	Legal/strategic framework incomplete	Disability by-laws developed	Action plan for PwD and OP developed	Action plan	MoSD
Output 1.3					

Output 1.3 indicator: Rights-based approach for identification and selection of OP and PwD into non-contributory social protection developed and tested	Concerns with exclusion errors of current targeting model	Alternative selection and identification model designed	Alternative selection and identification model piloted	Output report	MoSD
Output 1.3 indicator: Service package for PwD and OP scoped and costed	No service package defined	Service package for PwD and OP scoped	Service package for PwD and OP costed	Output report	MoSD
<b>Output 1.4</b>					
Output 1.4 indicator: Capacity and awareness of citizens and non-state actors to represent and advocate for SP for PwD and OP enhanced	TBC	TBC	TBC	Knowledge Attitude Practice (KAP) results	MoSD

### Annex 3. Theory of Change graphic

<b>Vision</b>	<b>SDG 1: End poverty in all its forms</b>			
Long-term goal (UNDAF Strategic Priority 4.2)	All Palestinians, especially the most vulnerable, have greater access to a unified, integrated, and shock-responsive protection and social protection systems [where this Joint Programme will focus on Persons with Disabilities (PwD) and Older Persons (OP)] in line with vision for Social Protection Floors in oPt			
Medium-term changes (outputs)	1. Improved data and evidence is available to inform policy-making and programming	2. A comprehensive Social Protection policy, legal, programming and financing framework is developed to enhance response to multidimensional needs of PwD and OP in line with vision for Social Protection Floors in oPt (supply side change)	3. Increased access to Social Protection through on a more adequate information basis and rights-based systems (facilitated by enhanced supply)	4. Increased awareness of Social Protection rights and participation in Social Protection systems implementation amongst PwD OP, and the administration (demand-side change)
Shorter-term changes	-A consolidated national dataset structure on PwD is developed -Disability assessment tool developed and piloted in one governorate	-Vision, roadmap and financing framework Social Protection reforms based on the Social protection Floors in oPt, developed -Integrated policy & programme framework for OP and PwD developed	-Service delivery package for PwD and OP scoped and costed -Disability Card piloted -Inclusive selection and identification model for social	-Capacity of citizens and non-state actors to represent and advocate for SP for PwD and OP enhanced building -Public awareness raising campaign on SP rights,

	-A database on PwD is developed for a nationwide dataset	-Costed Action Plan for PwD and OP developed -Legal Framework for PwD developed	assistance for PwD and OP developed and piloted -MoSD (national and subnational in targeted areas) and Higher Council are capacitated to support the operationalization of Law	entitlements and procedures, with a focus on PwD and OP - Grievance and Redress Mechanism strengthened in support of PwD and OP
Strategies	Data and evidence generation to inform policy and programming	Policy/ Legal/ Programming / Financing Framework	Systems and capacity development (capacity for the supply/ service provision side)	Demand generation/ capacity development of stakeholders, CSOs and Population
Catalyzing approach	Use of a more inclusive better integrated and multidimensional and holistic service delivery response, that looks both at service demand (from right-holders) and supply (by duty-bearers). (Joint SDG Fund: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale)			
Evidence-based assumptions	Under-reporting currently on number of PwD due to stigma; behavior change efforts aim to contribute to reducing stigma Current system is not responsive to the individual needs of PwD and OP and needs to be supplemented by services specific to the needs of PwD (based on a new assessment method that goes beyond medical classifications) and OP. The system will have to move from looking at purely household level, to looking at both the needs of individuals and the household (mixed targeting approach). The assumption is that if a more conducive legislative framework is put in place to enable addressing the specific needs of PwD and OP (supply side), and the specific populations are surveyed to better understand their needs (demand-side), and then specific services with a strong monitoring and grievance redress mechanism are put in place and PwD and OP are made more aware of their entitlements, then PwD and OP will be better able to access and utilize appropriate services for their needs.			
Problem	In the State of Palestine (SoP) almost one third of the population (29.2%) lives below the national poverty line and is food insecure (32.5%). Economic stagnation, external and internal conflicts related to the occupation, and a decline in external donor support risk leading to a spiraling increase in social and economic vulnerability. There are particular concerns regarding the exclusion of PwD and OP - amongst the most socially excluded groups and particularly vulnerable to the deteriorating social and economic landscape - from existing social assistance mechanisms and the lack of a holistic care support system.			

## Annex 4. Gender marker matrix

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
<i>N°</i>	<i>Formulation</i>			
1.1	Context analysis integrate gender analysis	<b>2</b>	Context analysis includes data disaggregation including by gender	Data analysis of target population

1.2	Gender Equality mainstreamed in proposed outputs	<b>2</b>	Outputs look at the specific needs of different groups amongst PwD and OP, including by gender and age	M&E data report
1.3	Programme output indicators measure changes on gender equality	<b>1</b>	Indicators disaggregate data by specific groups, including by gender	M&E data report
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	<b>2</b>	Detailed in Government plans and the project document	JP report
2.2	PUNO collaborate and engages with women's/gender equality CSOs	<b>1</b>	JP document details consultations with CSOs	JP report
3.1	Program proposes a gender-responsive budget	<b>2</b>	Budget includes needs of specific groups	Budget
<b>Total scoring</b>		<b>2.1</b>		

## Annex 5. Communication plan

### 1) Overall narrative of the joint programme is:

“Social Protection is a fundamental universal and national right and practice that should be guaranteed for People living with Disability (PwD) and elderly persons (OP) to integrate socially and economically on an equal footing. PwD and OP are entitled to access more adequate and cost-effective Social Protection services to improve their socio-economic wellbeing and to avert poverty and marginalization. In the SoP, the ultimate goal of establishing a reformed holistic SP for PwD and OP requires enhancing the capacity and awareness of both government (service supply side) and citizens (service demand side). Collaboration between development partners and the government, namely the MoSD, can lead effective reinforcement of rights-based social protection policies and interventions towards Leaving No One Behind. Efforts towards enhancement of the national Social protection system will be piloted in Hebron for subsequent scale-up. As part of these efforts, PwD and OP in Hebron Governorate, directly and/or through their civil society organizations, actively engage and enhance their knowledge of SP rights, available SP services and tools. Making their voice heard, citizens will play an essential role in mainstreaming their needs to inform the design and implementation of the government SP policies and interventions, and subsequently continue to strengthen them through monitoring and feedback/grievance regress mechanisms.”

### 2) Strategic approach to key audiences

The JP will involve the undertaking of a **public awareness raising campaign** on SP rights, entitlements and procedures, with a focus on (female) PwD and OP. This will be done through the media and use of multiple mediums already used by the MoSD. The awareness campaign will be action-oriented and aimed at activating means through which the target populations can exercise their social protection rights, while also aiming to address challenges they face in doing so.

In parallel the project will support the establishment of specific **engagement platforms** aimed at enhancing the knowledge and capacity of citizens and non-state actors to represent and advocate on access to SP for (female) PwD and OP (including through relevant representative bodies of PwD), and to enable participation in a social dialogue around SPF for (female) PwD and OP. Organizations representing (female) PwD and OP will be engaged in critical dimensions of the project engagement to ensure structured entry points across the policy cycle: assessment of SP gaps and needs and formulation of the vision of the SPF, development of programming, legal and financing framework, development of the service packages and manuals, design and piloting of identification and assessment tools.

Awareness raising **across government and amongst development partners** will be made through summary publications and meetings and, be complemented by advocacy efforts to garner further support and financing for reform of the SP system.

**Communication for Development interventions** will be rolled out in the pilot location to reach community members to raise awareness of their rights and take up the services which will be piloted as part of the Service Package roll out. Various channels will be leveraged building upon the existing work that UNICEF has undertaken through the Knowledge, Attitudes and Practices (KAP) survey to ensure that people are reached through the most effective channel.

### 3) Objectives of strategic communication plan

The objective of communication efforts is to: raise awareness of social protection (SP) entitlements; of procedures, instruments and tools available for (female) PwD and OP to access / engage with the social protection system; to create a knowledge-based foundation for effective (female) citizens engagement in the development, implementation and evaluation of SP measures; and to ensure that the (female) target populations are aware of

the roll out of pilot interventions and take these up. This will shape part of broader efforts to raise awareness of efforts being undertaken to reform the SP system.

Indicators of progress include:

- Number of capacity development building/consultation/(female) citizens engagement meetings held (MOV: meeting minutes; progress reports)
- Number of awareness campaigns (MOV: campaign materials; progress reports)
- Number of women / people reached through social media channels
- Number of media reports on Disability/Old age inclusion

Communication platforms to be used will include: face-to-face interactions, such as through community and social networks and gatherings (given KAP survey findings that face-to-face was found to be the most effective channel, with declining effectiveness of mass media); social media, and, some TV, radio and press as relevant. Where possible and relevant media communications will be made accessible to persons with disability including by adding sign language to media productions.

Insofar as **project related communication** is concerned, updates for actors working in SP will be undertaken through the Social Protection Working Group, with twice-yearly meetings of the Steering Committee that will discuss any issues requiring decision. Moreover, written summary communications of the JP will be shared extensively with development partners and other sector actors, to both raise awareness of the JP and to garner additional funds for SP efforts, building on the JP. The six-monthly reports prepared will also be made available to key stakeholders. Summary communication materials on the JP will also be made available through the RC Office and on UN agency websites and profiled through summary Tweets. UN Info is not available in the country, and as such web-based communications will be made available on the sites of key partners.

#### 4) Main activities

The JP will involve the undertaking of a public awareness raising campaign on SP rights, entitlements and procedures, with a focus on (female) PwD and OP. This will be done through multiple mediums already used by the MoSD and aim at enhancing the capacity of citizens and non-state actors to represent and advocate on access to SP for (female) PwD and OP (including through relevant representative bodies of PwD), and to enable

participation in a social dialogue around SPF for (female) PwD and OP. Outreach efforts will be undertaken in the pilot governorate to get Persons with Disability to apply to register on the national disability database with uptake being voluntary. Various channels will be put in place to overcome the barriers that persons with disability face

Activity	Methods and channels	Responsible organization(s)	Timeline/ Deadlines
Citizens engagement strategy on SPF framework development, development of legal, programming and financing framework, development of service packages, design of national PwD database	Structured national consultation dialogue with Platform of non-state organizations representing PwD and OP	All agencies	2020-21
Citizens engagement for accountability of service providers in the SP space, including through the strengthening of Grievance Redress Mechanisms	Community score cards; Platform of non-state organizations representing PwD and OP; MoSD Grievance Redress Mechanisms	ILO, WFP	2021
Awareness raising campaign on SP rights for PwD and OP	Behavioral change campaign; TV, radio, print, social media, community and social networks	ILO, UNICEF	2020-21
Awareness raising campaign on disability assessment tool and registration procedures	TV, radio, print, social media, community and social networks	UNICEF	2021

Focal points include the below, with overall coordination being undertaken by WFP (Salah Laham):

- World Food Programme (WFP), Lahham, Salah, VAM Officer, salah.lahham@wfp.org
- United Nations Children's Fund (UNICEF), Murray, Iain, imurray@unicef.org
- International Labour Organization (ILO), El Shurafa, Rasha, elshurafa@ilo.org

Some \$100,000 will be put towards public awareness campaigns by ILO and UNICEF, while all agencies will support communication efforts at raising awareness about the JP amongst their stakeholders. Communication efforts to the public will focus on the second half of the first year and through the second year, as progress is made on entitlements and services.

## **Annex 6. Learning and Sharing Plan**

- 1) Strategic approach to learning and sharing

Capture of learnings will be done through Monitoring & Evaluation efforts, and communications efforts at the capture of human-interest stories. These will be documented and shared both through six monthly reports and in summary publications. The JP partners will also utilize existing coordination platforms within government, the UN and other partners (such as the Social protection Working Group) to share learnings. Country-level efforts will be coordinated with regional advisers who will share learnings with regional counterparts (such as through the Regional UNSDG working group on Social Protection). The MoSD and PUNOs are also active participants in regional learning forums facilitated by the Regional Economic Commission, ESCWA, such as the Arab Forum for Sustainable Development and participate in the production of associated publications.

## 2) Objectives of learning and sharing

The objective of learning efforts is to ensure that learnings are utilized to inform further efforts at reform of the SP system as well as to enable cross-fertilization of learnings with neighboring countries that are undertaking similar reforms.

Progress will be measured through the documenting and sharing of learnings in six-monthly reports and through the JP evaluation.

## 3) Main activities

The learning activities will include data capture of the profile and requirements of (female) PwD and OP through analysis reports, to enable evidence-based policy and programme formulation, including shaping of services. Learnings on the policy formulation and capacity building will be done through stakeholder discussions and feedback sessions on what has worked well and what can be improved, to feed into the SP working group and Steering Committee meetings in order to inform future direction.

Focal points include the below, with overall coordination being undertaken by WFP (Salah Laham):

- World Food Programme (WFP), Lahham, Salah, VAM Officer, salah.lahham@wfp.org
- United Nations Children's Fund (UNICEF), Murray, Iain, imurray@unicef.org
- International Labour Organization (ILO), El Shurafa, Rasha, elshurafa@ilo.org

Some \$209,000 will be put towards monitoring, evaluation and learning capture efforts, to be captured on a six-monthly basis with a final external evaluation at the end of the two-year period.

## Annex 7. Budget and Work Plan

### **4.1 Budget per UNSDG categories**

The table below details the requirements for policy and programme framework, and service development for PwD and OP, including government and civil society capacity building and public awareness raising. As such the bulk of this will go to contracting specialized services in direct support of and to work with the MoSD, including for: data gathering (including for labour intensive house-to-house data gathering of the specific needs on individuals with disabilities); policy development; service package development and costing; database building; and awareness-raising campaigns). This will also include working with local partners that will support the MoSD in taking the work forward. Support to these efforts will be provided through supplies and travel. The bulk of PUNO staff costs will be covered by agencies themselves with some additional capacity brought on to support the JP.

UNDG BUDGET CATEGORIES	PUNO 1: UNICEF		PUNO 2: ILO		PUNO 3: WFP		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	73,500	160,000	222,000	149,000	40,000	140,500	335,500	449,500
2. Supplies, Commodities, Materials	15,000	0	0	0	0	0	15,000	0
3. Equipment, Vehicles, and Furniture (including Depreciation)	0	0	3,000	0	0	0	3,000	0
4. Contractual services	333,000	0	385,000	150,000	288,000	0	1,006,000	150,000
5. Travel	24,000	0	15,000	0	10,000	0	49,000	0
6. Transfers and Grants to Counterparts	181,491	40,000	0	0	187,624	0	369,115	40,000
7. General Operating and other Direct Costs	74,000	0	20,000	0	0	0	94,000	0
<b>Total Direct Costs</b>	<b>700,991</b>	<b>200,000</b>	<b>645,000</b>	<b>299,000</b>	<b>525,624</b>	<b>140,500</b>	<b>1,871,615</b>	<b>639,500</b>

8. Indirect Support Costs (Max. 7%)	49,069		45,150		34,166			
<b>TOTAL Costs</b>	<b>750,060</b>	<b>200,000</b>	<b>690,150</b>	<b>299,000</b>	<b>559,790</b>	<b>140,500</b>	<b>2,000,000</b>	<b>639,500</b>
<b>1st year</b>	<b>329,130</b>	100,000	<b>197,950</b>	265,000	<b>224,707</b>	63,500	<b>751,787</b>	428,500
<b>2nd year</b>	<b>420,930</b>	100,000	<b>492,200</b>	34,000	<b>335,083</b>	77,000	<b>1,248,213</b>	211,000

#### **4.2 Budget per SDG targets**

The bulk of financially weighted activities will be towards SDG 1 and SDG 10, given the specific objectives of this JP in targeting (female) PwD ad OP. With efforts geared towards capacitating the MoSD and relevant government and non-government bodies that support services for (female) PwD and OP, SDG 17 sees the second largest contribution; and, in supporting efforts towards social protection reform and strengthened institutions, is supported by contributions to SDG 16. Finally, given the correlation between poverty and food insecurity, and high and growing incidence of both in the context, the JP will concurrently contribute to efforts towards zero hunger, completing assistance that WFP is providing with the MoSD to the targeted caseload.

<b>SDG TARGETS</b>		<b>%</b>	<b>USD</b>
1.3	Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable	34%	903,964
2.1	By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round	6%	130,464
5.1	End all forms of discrimination against all women and girls everywhere	6%	130,464
8.5	By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value	6%	130,464
10.2	By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status	16%	498,964
16.6	Develop effective, accountable and transparent institutions at all levels	12%	309,714
17.9	Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the Sustainable Development Goals, including through North-South, South-South and triangular cooperation	20%	535,464
<b>TOTAL</b>		<b>100%</b>	<b>2,639,500</b>

#### **4.3 Work plan, with budget per outputs**

The below workplan details the division of efforts between the four linked output areas, highlighting also the flow of activities, where initial efforts will be geared towards data and evidence generation under output 1. This will inform policy and programme considerations under the other outputs, including the development of a database for PwD required by the MoSD, that will be piloted in one governorate for future scale-up and linked to a social registry. Development of a comprehensive programming and financing framework under Output 2, will happen concurrently with the bigger bulk of the work under the JP; namely, the development of a comprehensive overview of individual needs of the (female) target populations and thus the development and costing of service packages towards these. The costing of these options will help inform policy considerations before policy options are taken forward. These efforts will be followed by efforts under Output 4 at raising awareness of the rights and entitlements of the target populations. Finally, key to capturing the findings and learnings to inform scale-up of the work is, budget put towards M&E, reporting and communications which will look to both capture progress for any course-corrective action required, as well as to document learnings that will inform future enhancement of the national SP system.

Output	Indicators	Baseline	Annual target/s		List of activities	Time frame								PLANNED BUDGET				PUNO invol	
			2020	2021		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)		
<b>1. Improved data and evidence is available to inform policy-making and programming</b>	A consolidated dataset on PwD is developed	Multiple datasets exist	Data set consolidated	N/A	Consolidation of existing data sets on PwD	x	x	x											
					Census - Secondary analysis for disability	x	x	x	x										
	A consolidated dataset on the elderly is developed	No complete dataset exists	Data set consolidated	N/A	Senior citizens vulnerability assessment (based on secondary data)	x	x	x											
					Review Essential Needs Assessment and its utilization to inform SP floor thinking on	x	x	x											
	A consolidated mapping of existing services for PwD and Op is developed	No mapping exists	Mapping developed	Mapping refined as required	Mapping of existing services for OP and PwD across government and non-governmental service providers. Analysis of geographic distributions of services in pilot locations	x	x	x	x										
National Comprehensive database of PwD established and integrated with the NCTP and other relevant databases	No database in place	Agree database architecture	Build and pilot database in one governorate	Merge databases and develop comprehensive and integrated databases for PwD and OP are developed (including design and data collection for the pilot areas)	x	x	x	x	x	x	x	x							
<b>2. A comprehensive SP programming and financing framework is developed to enhance response to multidimensional needs of OP and PwD (supply side change)</b>	Intergated policy, and programming framework for OP and PwD is developed	No integrated framework	Vision and financing framework for SP reforms based on SPF assessment developed	Integrated programming and financing framework for PwD and OP developed	Vision and financing framework for SP reforms developed based on SPF assessment	X	X	X	X										
					Integrated programming and financing framework to enhance synergies between SP, employment/livelihoods and food insecurity interventions, health and other social services for OP and PwD developed			X	X	X	X								
					Development and implementation of roadmap for operationalisation of SPF for elderly and PwD			X	X	X	X	X							
	A progressive legal framework and national action plan for PwD is available and is being utilized	Legal/strategic framework incomplete	Disability by-laws developed	Action plan for PwD developed, and key actions rolled out	Development of the action plan for PwD		x	x	x	x									
					Disability Byelaws					x	x	x							
					Costing of the Disability Law	x	x	x	x										
					Support to implementation of elderly strategic/action plan (or mainstreaming elderly)					X	X	X	X						
National action plan for OP is available	Legal/strategic framework incomplete	n/a	Action plan for PwD developed	Support to implementation of elderly strategic/action plan (or mainstreaming elderly protection within social development sector strategy)					X	X	X	X							

Output	Indicators	Baseline	Annual target/s		List of activities	2020			2021			2022			PLANNED BUDGET			PUNOs	MoV	Implementing partner/s involved	
1. Improved data and evidence is available to inform policy-making and programming	A consolidated dataset on PwD is developed	Multiple datasets exist	Data set consolidated	N/A	Consolidation of existing data sets on PwD	x	x	x													
					Census - Secondary analysis for disability	x	x	x													
	A consolidated dataset on the elderly is developed	No complete dataset exists	Data set consolidated	N/A	Senior citizens vulnerability assessment (based on secondary data)				x												
	service packages for different categories of citizens developed and costed				Review Essential Needs Assessment and its utilisation to inform SP floor thinking on vulnerability across the lifecycle	x	x	x													
	A consolidated mapping of existing services for PwD and Op is developed	No mapping exists	Mapping developed	Mapping refined as required	PCBS COVID-19 Socio-Economic Impact Assessment	x	x														
	National Comprehensive database of PwD established and integrated with the NCTP and other relevant databases	No database in place	Agree database architecture	Build and pilot database in one governorate	Mapping of existing services for OP and PWD across government and non-governmental service providers. Analysis of geographic distributions of services in pilot locations				x	x	x										
2. A comprehensive SP programming and financing framework is developed to enhance response to multidimensional needs of OP and PwD (supply side change)	Integrated policy, and programming framework for OP and PwD is developed	No integrated framework	Vision and financing framework for SP reforms based on SPF assessment developed	Integrated programming and financing framework for PwD and OP developed	Vision and financing framework for SP reforms developed based on SPF assessment				x												
					Integrated programming and financing framework to enhance synergies between SP, employment/livelihoods and food insecurity interventions, health and other social services for OP and PwD developed																
					Development and implementation of roadmap for operationalization of SPF for elderly and PwD																
					MoSD COVID-19 Social Impact Analysis	x	x														
	A progressive legal framework and national action plan for PwD is available and is being utilized	Legal/strategic framework incomplete	Disability by-laws developed	Action plan for PwD developed, and key actions rolled out	Development of the action plan for PwD																
					Disability Byelaws (reprog --> cash pilot to inform shock responsiveness of SP system)																
					Costing of the Disability Law	x	x	x													
				Support to implementation of elderly strategic/action plan (or mainstreaming elderly protection within social development sector strategy)																	
National action plan for OP is available	Legal/strategic framework incomplete	n/a	Action plan for PwD developed	Support to implementation of elderly strategic/action plan (or mainstreaming elderly protection within social development sector strategy)																	



## **Annex 8. Risk Management Plan**

Risk management will be managed across the three UN agencies and with implementing partners, including through the technical coordination group formed with Directors in the Ministry of Social Development. This group will monitor the risks to the program and support the identification and roll out of mitigating measures. The risk mitigation matrix will be part of the review process of this program over its lifespan.

Each of the 3 implementing PUNOs will embed risk management within their existing organizational structures.

**September 2021 UPDATE: The COVID-19 pandemic served and continues to serve as a sizeable risk delaying the programme, with resources refocused to humanitarian response action.**

<b>Responsible Org./Person</b>	<b>Mitigating measures</b>	<b>Impact:</b>	<b>Likelihood:</b>	<b>Risk Level:</b>	<b>Risks</b>
<b>Contextual risks</b>					
PA/ MoSD/ ILO/UNICEF /WFP	<b>Introduction of more flexible ways of working and timelines in response to the COVID-19 pandemic, and some reprogramming to test more shock-responsive social protection</b>	5	5	18 (High)	<b>Focus on humanitarian response to COVID-19 pandemic and other humanitarian needs in Gaza delaying longer-term social protection efforts</b>
PA/EU/WB	Reforms enabling efficiencies; donor bolstering of salaries; SDG Fund agencies will engage key donors to promote sustainability of these interventions	4	4	16 (High)	Government financial constraints* (see below)
<b>Programmatic risks</b>					
MoSD/PCBS	Put in place data sharing protocols, through agreement between MoSD and PCBS	3	2	6 (Medium)	Data protection risk through data sharing between actors

MoSD/ ILO/UNICEF/ WFP	Continued efforts at bridging of programmes	3	2	6 (Medium)	Fragmentation of approach between Gaza and West Bank**
MOSD	Agencies have confirmation from government to be able to continue work on existing legal framework; Agencies will engage the EU Rule of Law programme to push law approval	2	4	8 (Medium)	Legislative delays in approval of new disability law
<b>Institutional risks</b>					
MoSD	Clear prioritization of CM support requirements within MoSD and CM embedded within the WB SPEP project	2	3	6 (Medium)	Staff limitations in Case Management (CM) system to handle caseload
LACS	Coordination through the Local Aid Coordination Secretariat (LACS) Social Protection Working Group including the forming of ad hoc multi-stakeholder thematic groups on disability and the elderly	3	3	9 (High)	Fragmented coordination between line Ministries
<b>Fiduciary risks</b>					
ILO/UNICEF/ WFP	Donors undertake regular checks on fund use intended for beneficiaries	3	2	6 (Medium)	Fund misallocation

\*The State of Palestine (SoP) has limited control over fiscal revenues with over 60% of revenue coming through clearance revenues (CR) collected by the Israeli government on behalf of the PA, which has largely, until recently been withheld. An agreement between the Israeli and Palestinian authorities has recently been reached allowing the PA access to a proportion of the funds to pay civil servants affected, and until further agreement is reached on more contentious issues. Furthermore, Palestine faces significant reductions in foreign aid, with assistance to the PA having declined by 20 percent per year since 2014. The current fiscal standoff deprives the Palestinian government of 65% of its revenue (15% of GDP), against which it has coped by implementing painful spending cuts and paying public employees only 50% of their salaries. Stalling of financing for national SP programmes would jeopardize efforts of the JP to accelerate policy interventions for (female) PwD and

OP. The EU and WB both have commitments to continue supporting the NCTP until 2022/23, and the JP will closely coordinate with both institutions to leverage on their ongoing efforts to ensure government continues to provide SP for the most vulnerable. In this context the PA faces the need to reform to ensure financial sustainability, and the project is seen as a critical opportunity to mainstream and better align existing interventions to enhance cost-effectiveness. As part of MoSD Mid-Term Review of the SDSS two of the key priorities that have emerged are the reform of the NCTP, and the need to focus on (female) PwD and OP. Concurrently, support from the EU has been critical in bolstering Ministry salary payments to enable continuity of the national cash transfer programme.

\*\*The internal political division and resulting segregation of government structures in Gaza Strip and the West Bank is another challenge. The UN continues to support the bridging of programmes between Gaza and the West Bank, including rolling out reforms in Gaza where the PA has less influence. The project will focus its acceleration strategy in West Bank, where established engagement with the PA and other key stakeholders can be conducive to test and refine the multi-pronged intervention approach, for subsequent scale-up.

\*\*\*There is a risk of fragmentation of intervention in the social sector, with responsibilities of multiple line ministries, and participation of several international agencies and non-state organizations. The project will make special efforts for improvement of information sharing and coordination practices in the pilot area, recognizing the opportunity to foster coordination from common practices on the ground. To ensure continued complementarity, and no contradictions, the JP implementation will be coordinated with a wider set of stakeholders through the Local Aid Coordination Secretariat (LACS) Social Protection Working Group. At national level, the JP has been designed in a way that is fully complementary (and additive) to the work of the EU and WB on Social Protection enhancement and fully aligns with existing priorities.