

Joint SDG Fund
PORTOFLIO ON INTEGRATED POLICY AND LNOB

Joint Programme 2021 Annual Progress Report

Template

Cover page

Country: State of Palestine

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

Short title: Social Protection Floor for PwD and OP in Palestine

Start date (day/month/year): January 2020

End date (day/month/year): August 2022

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List of PUNOs: WFP, UNICEF and ILO

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Budget (Joint SDG Fund contribution): USD 2,000,000

Overall budget (with co-funding): USD 2,639,500

Total estimated expenditure (in USD, for the whole JP by 31 Dec 2021):

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Total: USD 458,708

Total estimated commitments (in USD, for the whole JP by 31 Dec 2021):

- Total: 599,884.7

Short description of the Joint Programme (max 1 paragraph):

The Palestinian Authority (PA)'s Ministry of Social Development (MoSD) is considering options for adopting Social Protection Floor (SPF) and adapting the national social protection (SP) system to address the specific needs of particularly vulnerable groups, notably Persons with Disabilities (PwD) and Older Persons (OP). While ongoing SP reform efforts are centered on building the infrastructure for a modern SP system with a focus on improved targeting taking account of multi-dimensional poverty considerations, and related delivery mechanism, no explicit effort has been dedicated so far to enhancing the relevance, adequacy of coverage and comprehensiveness and impact of SP on the lives of - especially female - PwD and OP. The Joint Programme (JP) aims to address this gap which can then 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 focusing on PwD 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. While the Joint Programme was initially developed based on analysis undertaken through the Mainstreaming, Acceleration and Policy Support (MAPS) mission, as well analyses undertaken by the World Bank, WFP and ILO, the JP has been modified to take the COVID-19 crisis into consideration and to reflect the PA's studies and assessments of socioeconomic impacts of COVID-19. The modified JP is in line with the PA's COVID response plan and its updated Social Development Sector Strategy 2021-2023. With the three UN agencies supporting through this JP, the MoSD will lead efforts towards effective reinforcement of rights-based SP policies and interventions for PwD and OP as a key step towards a universal and holistic SPF in the SoP.

Executive summary

UN Joint Programme (JP), ILO, UNICEF and WFP continued supporting MoSD towards reform of the national social protection system to map out and collect data on needs of PWD and OP, as well as services present and required, and efforts to enhancing targeting under the National Social Safety Net Programme (NSSNP) to ensure that it reaches the poorest, most vulnerable and food-insecure households. In so doing, a questionnaire on persons was embedded into a comprehensive national data collection exercise being undertaken by the MoSD from late 2021 through to the middle of 2022. That will update information on the caseload eligible for the National Cash Transfer Programme, as the key form of social assistance in the country, and also inform the creation of a national social registry being undertaken by the MoSD and World Bank, for social protection programme targeting. Efforts under the JP to build a database on PDW are being linked to the social registry. Concurrently, a mapping was undertaken of social service providers for PWD and OP in Palestine, to identify gaps requiring address, as well as inform legislation and communication of entitlements enabling improved support to those groups. Efforts under the JP have seen some delays due to the impact of the COVID-19 pandemic and associated scale-up of response efforts, with the JP activities being extend through to August 2023.

Result 1: Data Analysis and Evidence Generation

Estimated rate of completion as of 31 Dec 2021:

70% Noting the extension of the Joint Programme to end August 2022 to enable completion of the activities

Result 2: Policy and Legislation

Estimated rate of completion as of 31 Dec 2021:

50%

Result 3: System and Service Provision

Estimated rate of completion as of 31 Dec 2021:

70%

Result 4: Demand Generation and Capacity Building

Estimated rate of completion as of 31 Dec 2021:

70%

I. Overall progress and priority, cross-cutting issues

I.1 Context and the overall approach

Ensuring an adaptive and strategic JP

The Joint Programme saw a number of contextual changes that caused delays in some of the activities and required a no-cost time extension of the programme through to end August 2022 to enable completion of the planned activities, while concurrently realigning some of the activities in order to address new challenges that have arisen in the Palestinian context. Specifically:

- The Palestinian Authority (PA)'s capacity was significantly limited in 2020 during the onset of the COVID-19 crisis. 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 themselves suffering from the virus. The Government priorities also changed to accommodate for the immediate humanitarian needs arising due to the pandemic and focused more on 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 the Israeli authorities withholding 80% of the PA's revenues from May to November 2020, with civil service salaries unable to be paid and further constraining the Government's capacity to act.
- The PA announced legislative and presidential elections in early 2021; the first elections in more than a decade. In anticipation of the Palestinian Legislative Council, the Government recommended that the JP pause the policy and legislation-related activities, such as approval of the PwD law, until the new council is active. A Presidential Decree was subsequently issued in May 2021, postponing legislative elections with a new date as yet unclear. This has knock-on implications for the JP; however, the JP scoping alternate means to enable legislative progress.
- 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 the immediate humanitarian needs rising from the crisis.
- The requested extension will grant sufficient time for the JP to implement all the planned activities and deliver the expected results – ultimately extending national focus of the social protection system to the vulnerable population of the PwD and OP.
- The JP team and Government partners devised ways to adapt to working under the COVID-19 context, for example, by conducting data collection remotely or organizing consultations in a hybrid manner (both online and in-person).
- Key sizeable activities such as the development of the PwD database, mapping of social service providers, action plans for both PwD and OP and steps towards their implementation, as well as development of services packages for PwD and OP were launched and continued through 2021.
- While most key activities remained the same, they required some additional time to be implemented and, some activities were reprogrammed (less than 25 percent) to reflect changes on the ground and for the JP to adapt to needs and requirements of the new context. The key changes included:
- The assessment of needs among PwD and OP were updated as a precursor to the definition and costing of services packages tailored to the two groups. This additional work was designed to capture new needs and vulnerabilities emerging out of the two crises and to adapt the diagnosis being made with respect to services offerings to new realities. This request has come from MoSD to reflect the impact of COVID and recent escalation on poor people. It is estimated that the needs assessment phase will continue until December of 2021, pushing subsequent work on packages definition and costing into Q1 of 2022.
- Recognizing delays, especially on the policy front, and with the crises demonstrating the need for the social protection system to become more flexible and shock responsive, the JP adapted some of its activities and developed a cash pilot to test the shock responsiveness of the social protection system for PwD and to generate lessons for future policy and programming. This amended approach to the initial pilot, will target around 1,500 households with PwD in the Hebron governorate of the West Bank. The pilot aims to test categorical approaches through targeting households with PwDs registered in three different lists and provide differentiated transfer value depending on the number of PwD per households. By targeting different categories of potential beneficiaries and providing

differentiated transfer value, the pilot aims to generate learnings on multiple aspects of shock responsiveness of the system and also on the impacts of this cash transfer. The pilot will also provide an opportunity for the MoSD to revisit its lists of beneficiaries, update the data and expedite verification and cross-check process. The practice can better prepare the Ministry and relevant stakeholders for future emergencies. The details of the activity were agreed through extensive consultation with the relevant stakeholders and pulling together of a related concept note, with the activity to be implemented through Q1 and Q2 of 2022.

Link with UNDAF/ UNSD Cooperation Framework

This joint programme is linked with the current UNDAF through Strategic Priority 4 which is focused on Social Protection and Protection

The JP contributed to the UNDAF Strategic Priority 4 on Leaving No One Behind (LNOB): Social Development and Social Protection and its Outcome 4.2 that all Palestinians, especially the most vulnerable, have greater access to a unified, integrated, and shock-responsive social protection systems through its on-going effort to

- Develop a comprehensive and integrated database for PwD which will inform evidence-based policy making and programming;
- Develop a medium-term vision and financing framework for SP reform building on SPF assessment;
- Review sensitivity of current Cash Transfer Programme design from the perspective of PwD and develop rights-based approach for identification and selection of PwD and OP for SP programmes;
- Increase awareness of SP rights and participation in SP systems implementation amongst OP and PwD.

The JP is in line with the updated Social Development Sector Strategy (SDSS) 2021-2023 which highlights the importance of a rights based approach to social protection. The PUNOs have been participating actively in the Social protection Sector Working Group (SPSWG) to ensure that the JP remains relevant and that it contributes to and stays in line with new key strategic developments on the ground. The PUNOs have also consulted bilaterally with other key stakeholder such as the EU and the World Bank. The PUNOs confirmed that the JP is also in line with the EU's nexus strategy which highlights social assistance as one of its four key pillars.

COVID-19 impact

The JP faced significant delays in implementation of some activities in 2020 due to COVID-19 and with government efforts being focused on addressing the impacts of COVID. The JP responded quickly by adding some activities to support the Palestinian government to better assess and address the impacts of COVID-19 through Socio-Economic Impact Assessment and Social Impact Analysis. The JP did not formally re-purpose its budget in 2020, but it decided to reprogramme some of the activities as elaborated above taking contextual changes into consideration.

The JP is also aligned to the UNCT COVID-19 Development System Response developed under the leadership of the UN Resident Coordinator's leadership in support of the Government of Palestine. Social protection is one of the five major areas of focus for the UNCT and the Response Plan highlights that the "UNCT will assist the Government of Palestine in modernizing its social protection systems and promoting the transfer of technology, including effective identification and registration of beneficiaries, etc."

The impact of the COVID-19 pandemic continued to affect a number of activities under the JP throughout 2021, in particular due to the movement restrictions into Israel which limited the capacity to bring in the best international expertise on some of the specialised subject matters covered by this project, such as on the Functional Assessment of disability. While the UN agencies have pressed ahead with the project regardless of these limitations some activities have had to be postponed to allow the required international expertise to be brought on board. While this has delayed the delivery of the project, this strategy has been thought to be more effective in the longer-term with the policy shifts targetted not time-critical, enabling adjustments to be undertaken in line with the evolving situation and needs on the ground, and enabling discussions with the EU on the potential to scope out options for continuing to fund the activities that commenced under the JP in future.

I.2 Update on priority cross-cutting issues

UN Development System reform - UN coherence at the country level

The UN Joint Programme has continued to place a priority on the UN working together and is a key example of UN Joint Programming under the UNDAF Outcome Strategic Priority on Social Protection/ LNOB. The success of bringing the three UN agencies together on joint programming on social protection policy work is highlighted by the interest shown in the agencies' work by the EU, with current scoping underway to look at options to continue to fund activities under the JP to support the future ongoing efforts at social protection policy reforms with the Palestinian Authority.

Going beyond "business as usual" to produce catalytic results at scale

The work of the JP enabled taking forward priorities outlined in the updated MoSD Social Development Sector Strategy (SDSS) 2021-2023 to fast-track means by which to ensure that some of the most vulnerable groups, namely PWD and OP, can receive services and support in line with their needs, through enabling collection of evidence to inform action, and supporting efforts at improving legislation, delivery systems and programming in support of these groups.

In so doing, the PUNOs worked closely with key counterparts to accelerate joint objectives. For example, efforts to create a database of PwD in order to better enable an understanding of and catering to their needs, have been combined together with efforts by the MoSD and Ministry to put in place a social registry, and thereby accelerate the availability of an integrated dataset to enable better targeting of the most vulnerable.

Additionally, efforts at testing more shock-responsive targeting and transfers to the most vulnerable, through a pilot of PWD in the Hebron governorate come at a time when the PA's financial constraints have seen only one of four possible quarterly cash transfers occur in 2021 to the most vulnerable populations. The National Cash Transfer Programme targets 115,000 households, of which some 40 percent are accounted for by households with PWD and a further 40 percent with OP. The pilot to test shock-responsiveness, will not only provide much needed to PWD as one of the most vulnerable groups at a time of multiple crises, but also enable a shift towards rights-based social protection benefits and more specifically to look at ways to improve the shock-responsiveness of social assistance at a time of sizeable socioeconomic shocks to vulnerable households due to the COVID-19 pandemic and other shocks. In so doing, this pilot will use disability status, in some cases exclusively, for eligibility determination and the use of the number of PwD in a household as a factor in the calculation of the benefit amount. This is a departure from the typical use of the proxy-means test formula used by the NCTP and goes beyond the traditional approach of using monetary poverty indicators as it adopts a non-monetary poverty indicator to determine the eligibility for the benefit, and will enable the capture of policy implications and recommendations for introducing and administering right-based social protection benefits and enabling more shock-responsive mechanisms within the national social protection system, with a view to taking these to scale in the country.

Efforts under the JP also reinforce and are being implemented in conjunction with the following ongoing projects in support of the Ministry of Social Development's Social Protection reform agenda: Social Protection Enhancement Project (SPEP) under World Bank Funding; Strengthening nexus coherence and responsiveness in the Palestinian social protection sector under EU funding; Monitoring and Evaluation through EU technical support. Given the importance and relevance of this work to ensure that the social protection system targets and supports the most vulnerable groups, discussions are currently underway with the EU to look at the possibility for building on and scaling up these efforts with support from the EU from 2023.

Given the increase in needs arising from the pandemic, the JP has also enabled and supported efforts to accelerate response under the UNCT COVID-19 Development System Response developed under the leadership of the UN Resident Coordinator's leadership in support of the Government of Palestine. Social protection is one of the five major areas of focus for the UNCT and the Response Plan highlights that the "UNCT will assist the Government of Palestine in modernizing its social protection systems and promoting the transfer of technology, including effective identification and registration of beneficiaries, etc."

SDG acceleration

The JP aimed to contribute primarily 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
- 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
- Goal 5: Gender equality; 5.1: End all forms of discrimination against all women and girls everywhere
- 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
- 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
- Goal 16: Peace, Justice, Strong Institutions; 16.6 Develop effective, accountable and transparent institutions at all levels
- 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

Instead of taking conventional steps, the JP aims to accelerate progress towards these SDGs by tackling the challenges on the sides of both the duty-bearers and rights holders and by supporting capacity strengthening of both. In 2020, the JP has focused on strengthening the supply side of social protection mechanisms for PWD and OP, by generating necessary evidence on the needs of PWD and OP and so laying groundwork to develop policies, systems and practices for integrated service delivery and on mainstreaming them in the design of social protection system. Concurrently, it is supporting efforts at data systems strengthening. In 2021, also stepped up efforts to strengthen the demand side through public awareness raising campaigns and workshops. Through tackling both sides at the same time, the JP hopes to support Palestine adopt more inclusive and rights-based social protection system and accelerate progress towards achieving the SDGs.

Policy integration and systems change

- As part of efforts to look at cross-cutting issues in support of PDW and OP, consultations have been undertaken with a variety of Government institutions and civil society organisations, as well as development partners across the UN, World Bank and EU. Findings will be summarised in a consultation report for validation with Government counterparts and to inform policy considerations.

Contribution to improvement of the situation of vulnerable groups

The JP aims to address the specific needs of the most vulnerable – mainly the Persons with Disabilities (PwD) and the Older Persons (OP). The PwDs and OPs in Palestine face challenges in accessing social protection and their situation has been exacerbated with COVID-19. Recognizing these difficulties, the JP has been trying to take a rights-based approach and put the needed system in place to enhance the understanding on the specific needs of the PwD and OP and to make the needed services more accessible to them.

- Estimated number of individuals that were reached through JP efforts in 2020-2021:

Total number 3,489

Percentage of women and girls: 53%

Mainstreaming Gender equality and women empowerment

The JP aimed to mainstream gender throughout all dimensions of the JP analysis, implementation and monitoring, ensuring a gender marker of 2.1. The database on PwD being developed by the JP will have disaggregated data on gender. On top of having a contextual gender analysis, the JP is consulting and involving organizations working directly with female PwDs and OPs to support them in strengthening their capacity. In addition to that, a direct technical support to MoSD and the relevant national committee, has been given to develop the National Social Development Sector Strategy 2021-2023, which is a gender sensitive document that has disaggregated data on gender and promotes policies and interventions with gender sensitivity.

Estimated % of overall disbursed funds spent on Gender equality and Women empowerment by the end of 2021: 30%

Human rights

This joint programme builds upon Palestinian Authority's State Party reporting on the human rights treaty bodies to which it signed up in 2014 and for which the first State Party reports began to be made in 2018. The PA drafted its first State Party report to the Convention on the Rights of Persons with Disability (CRPD) in 2019 in which the PA identified many policy and operational challenges. Due to COVID-19 the CRPD Committee has not yet met to deliberate on the PA's State Party report, however this joint programme builds out from some of the areas identified including the need for better data, evidence and policy frameworks for Persons with Disability. This work will thus position the PA in a better position for a constructive dialogue with the CRPD committee in the State Party consultation expected in 2022.

The JP is built on the ideas of the following human rights mechanisms:

- Convention on the rights of persons with disabilities (CRPD)
 - The JP was developed taking the CRPD into consideration. It realizes primarily the article 28 on "adequate standard of living and social protection" which states that the "States Parties recognize the right of persons with disabilities to social protection and to the enjoyment of that right without discrimination on the basis of disability" and that the state parties "ensure access by persons with disabilities, in particular women and girls with disabilities and older persons with disabilities, to social protection programmes and poverty reduction programmes."
 - To realize and ensure the PwD's equal access to social protection, the JP has a component on developing comprehensive policy and financing framework for PwD which is in line with CRPD's article 4 on obliging the state parties to "adopt all appropriate legislative, administrative and other measures for the implementation of the rights recognized in the present Convention."
- UN Secretary General's Report on human rights of older persons and the United Nations Principles for Older Persons
 - The United Nations Principles for Older Persons outline and encourage the governments to incorporate the 18 principles into their programmes which include that the "older persons should have access to social and legal services to enhance their autonomy, protection and care" and that they should be "treated fairly regardless of age, gender, racial or ethnic background, disability or other status..."
- Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW): While the CEDAW does not specifically mention "women and girls with disabilities" or "elderly females," it is the principal mechanism promoting women empowerment and gender equality. Recognizing the intersecting inequalities, the female PwD and OPs face, the JP aims to incorporate gender mainstreaming into all aspects of its implementation.
- All human rights mechanisms highlight the importance of involving the target population (PwD, OP, females) in the development and implementation of relevant policy and legal frameworks and programmes and to actively consult them in decision-making progress. The JP has a component on enhancing awareness of social protection rights and participation in social protection systems

implementation amongst OP and PwD through workshops for relevant parties and general public awareness raising campaigns.

Partnerships

The UN agencies have continued to work with key social protection sector actors including through the Local Aid Coordination Sector Working Group, and the complementary development partners’ Social Protection coordination meeting. The three UN agencies work through this to coordinate international actors work on Social Protection including with the EU, World Bank, UNRWA and FAO, and efforts are made to link to programmes supported by such actors. For example, through work on data collection on disability needs in the country and the disability database, efforts have been aligned to and integrated with the World Bank’s support to the MoSD towards collecting updated information on mutli-dimensional poverty and to establish a social registry.

Mobilizing additional funding and/or financing

The PUNOs have mobilised funding to cofund the JP efforts as well as galvanizing additional programme engagement such as through the EU-funded programme on “Operationalising the Humanitarian Development Peace Nexus in Palestine: Joint Analysis and Approach for Social Assistance, 2021- 2024”. Discussions are also under way with the EU on the potential to take forward and continue funding the JP from 2023.

Strategic meetings

Type of event	Yes	No	Description/Comments
Annual JP development partners’/donors’ event*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<i>Donors’ meeting held 26 January 2021 with staff from local missions / global development donors to SDG-F (EU, Italy, Spain, etc.).</i>
Other strategic events	<input type="checkbox"/>	<input type="checkbox"/>	

Innovation, learning and sharing

Under the JP findings on analysis of key issues such as how to strengthen social assisatnce targeting, building on lessons from the current Proxy Means Testing approach, and more recently anslysis to define and cost service packages for OP and PWD have been documented and multi-stakeholder events held to discuss the findings and ways forward.

II. Annual Results

Overall progress

- On track (expected annual results achieved)
 - Satisfactory (majority of expected annual results achieved)
 - Not-satisfactory (majority of expected annual results not yet achieved)
- Please, explain briefly:

Contribution to Fund's global results

- ⇒ **Contribution to Joint SDG Fund Outcome 1 (as per annual targets set by the JP)**
 - Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale
- ⇒ The work of the Joint SDG-Fund project has contributed to wider policy dialogue on social protection systems development giving the UN agencies a platform with which to discuss alongside the World Bank and the European Union which have been the biggest donors to the Social Protection sector in the State of Palestine. The World Bank is rolling out a Social Protection Enhancement Project (SPEP) which MOSD sees as the central pillar of Social Protection reforms with the PA. The work which the UN agencies are undertaking through the SDG-Fund is complementing the work of the SPEP project, with a focus on persons with disabilities and the elderly (identified as priority groups). This work includes in service package design, case referral systems and data generation and management. All of these are essential pillars as the PA, and specifically the MOSD, move towards the concept of a more holistic Social Protection system.
- ⇒ **Contribution to Joint SDG Fund Output 3 (as per annual targets set by the JP)**
 - Integrated policy solutions for accelerating SDG progress implemented
- ⇒ The work of the Joint SDG-Fund builds upon work (not funded through the SDG-Fund) in other sectors/ programmes. This work is complementary to build an holistic response for persons with disability across sectors. UNICEF is building upon work on Early Childhood Development (ECD) and Early Childhood Intervention (ECI) for children with disabilities and developmental delays. In 2021 UNICEF worked with the MoH, the Ministry of Education, the Ministry of Social Development, and the World Bank to leverage resources for strengthening ECD and Early Childhood Intervention (ECI) systems. Building on previously developed models for parenting education and ECI, UNICEF supported the three sectoral ministries to roll out and implement the Palestinian national multi-sectoral Developmental-Behavioural Scales tool. The work on the Functional Disability Assessment in 2022 will build upon this best practice. In addition, a costing analysis of the package of ECD services was conducted and the development of an ECD investment case, including the action plan for the scale-up of the ECD services. The ECD investment case was validated and recommendations were endorsed by the three sectoral ministries for action, informing the ongoing revision and update of the national sectoral strategies including health, education and social development. In 2021, about 631 children with disabilities, benefited from the early detection of developmental delays and intervention services including assistive devices, in West Bank and the Gaza Strip.

JP Outputs and Outcomes

- ⇒ **Achievement of expected JP outputs**
- ⇒ Under Output 1 (data analysis and evidence generation), the JP has progressed toward:
 - Creation of a database for persons with disabilities – the project has competitively selected and hired a local company to implement the PWD database. Efforts towards this are being coordinated with the MoSD and World Bank's efforts to build a social registry, to ensure interoperability. Concurrently a questionnaire to collect data on PWD was developed that will inform the database. Data collection is currently underway towards this and is expected to be finalised by April 2022. These efforts were undertaken using a highly participatory approach during the preparation processes with the different related management units at MoSD considering all related previous efforts, ongoing and planned activities, including complementary streams of technical assistance being provided to the ministry.
 - Conduct of a needs assessment for OP and PwD – A comprehensive needs assessment for PwD and OP is under to inform the identification of gaps in availability and quality of social services essential to the well-being of these two target groups. In Q3 of 2021, an Engagement and Inclusion Panel was formed, consisting of civil society organizations including elderly and disability rights advocates, and held a first meeting virtually in September 2021 among members from the West Bank and Gaza. The panel will continue to

- inform the design and conduct of the needs assessment and the eventual, combined with inputs from the below mapping of social service providers, articulation of priority areas for and amounts of additional investments needed to ensure a minimum package of essential social services to the two target groups.
- o Mapping of social service providers - Mapping of social service providers in the State of Palestine is progressing: i) a comprehensive database of social service providers in Palestine, especially those providing services to PwD and OP, has been finalized, ii) a profile for each service provider has been developed and finalized, and iii) analytical report on the available services for PwD and OP, including regional and service gap analysis has been finalized in both English and Arabic. The three deliverables of this activity will support building the unified national social registry and the case management system development that MoSD is working on through support from the World Bank.
 - o Review of poverty targeting approaches - In Q4 2021, a draft assessment of the proposed proxy-means test revision (PMT-F v2) was completed and presented to MoSD staff and development partners for review. The report assesses the impact on coverage of proposed revisions to the formula and provides an evaluation of its fitness in achieving the cash transfer programme (CTP) objectives. It also contains a brief review of a proposed Multi-dimensional Poverty Index (MPI) adopted by the government in January 2020. The review will inform the design of more inclusive and rights-based targeting approaches for social protection benefits in activities under Output 3.
- ⇒ Under Output 2 (policy and legislation), the JP has made progress toward
- o Development of a feasibility study for key components of the Strategic Plan for PO – As part of the project’s support to implementation of the National Strategic Plan for Older Persons (2021-2026), a feasibility study was completed in 2021 Q4 to examine options for implementing a key priority under the Plan: the introduction of a social pension for older Palestinians. An inception report was delivered in September 2021 and a final draft feasibility report delivered in December 2021, which provides several scenarios for the design coverage (age requirements, potential means testing) and transfer values, in line with provision of existing labour and pension law. The study will be supplemented with a review of regional and international social pension experiences by HelpAge International. Together, the studies will provide government with costed options for achieving this output under the new Strategic Plan.
 - o Creation of an Action Plan for implementation of the Strategic Plan for PwD – The work on the Action Plan for PwD 2022-2023” is on-going. The inception report has been developed in close consultation with MoSD and other relevant partners and has been finalized in both English and Arabic. The action plan will be developed through a first round of a wide consultation process with national and international partners including PwD to develop the action plan has been done and a consultation report developed. A draft action plan for PwD has been developed and will be finalized after a second round of consultations to take place. The draft action plan has been developed to be linked to the National Social Development sector Strategy 2021-2023, the National Development Plan 2021-2023 and the SDGs.
- ⇒ Under Output 3 (system and service provision), the JP has progressed toward:
- o Consultants for the shift to the functional model of disability assessment have been identified. UNICEF has worked with the MOSD and MOH to discuss the objectives of the work to define the objectives of the work within the current models of disability assessment. However, the process to start the work was delayed in 2021 due to the need to bring the consultants to the country and the prolonged restrictions on travel to Israel. This work requires for the consultants to work with the national counterparts which in turn requires face-to-face work to be the most effective. UNICEF has consulted with MOSD and MOH to coordinate the start dates and workplan for the consultants and this is now planned to start in Q1 2022 based upon the lifting of most restrictions in Israel.
 - o Development of inclusive, right-based targeting approaches for key social assistance programmes – In late 2021, an international modeling expert was contracted to simulate effects on reach and coverage of social assistance programmes using alternative, more inclusive targeting modalities for essential cash and other benefits. The study commissioned will, specifically, examine options for “affluence testing” approaches based on existing

instruments and/or other administrative data/income markers such as administrative “cross checks” currently used by MoSD in addition to the PMT-F. It will also include analysis of anticipated operational feasibility issues of alternative approaches, including with respect to the availability of necessary data on household applicants.

- ⇒ Under Output 4 (awareness and capacity building), the JP has progressed toward:
 - o Capacity building of MoSD Disability Department and the General Union for PwD in Palestine - Partnership agreement with a national NGO to undertake the “Capacity Building of the MoSD Disability Department and the General Union for PwD” has been developed, an assessment for the capacity of the national NGO selected has been conducted including procurement and PSEA. The capacity building implementation will start in February 2022 for 5 months period.
 - o Building capacities of elderly advocates and raising awareness -The project has engaged with HelpAge International to develop a programme of support to the capacities of Palestinian affiliate organizations advocating for elderly rights throughout the West Bank in Gaza. Through this partnership, the project will develop training curricula and materials needed to raise awareness on elderly rights in OPT, including social protection rights found in international conventions and national legislation, where appropriate.

⇒ **Achievement of expected JP outcomes**

- ⇒ The expected JP outcomes of increasing social protection coverage among the target groups and reducing poverty remains ambitious in the dual context of continued COVID-19 outbreaks and recurrent annual fiscal crises experienced by the Palestinian Authority. While no new empirical data on poverty is currently available (over the 29% 2017 baseline), poverty incidence is anticipated to have risen substantially as a result of the pandemic. Meanwhile, in 2021, government budget constraints coupled with the suspension of external support provided by international donors to the country’s flagship social protection programme (PNCTP) forced the cancellation of 3 of the 4 planned quarterly payments. In 2021, only a minimum payment of NIS 750 was transferred to standing beneficiary households. International support to the sector is, however, anticipated to resume in early 2022, with the potential to bolster progress under the JP before its conclusion in August 2022.

⇒ **Monitoring and data collection**

Standard monitoring approaches have been utilised, with flexibility added under current covid-19 conditions to enable remote monitoring which is working well. As preparations are underway for the Hebron pilot, post-distribution monitoring will be undertaken to monitor and document lessons learned.

Lessons learned and sustainability of results

The participatory approach adopted by the JP is aimed at ensuring sustainability and is yielding positive results of engagement and buy-in from the MoSD and other key stakeholders. Consistent and regular engagement with the MoSD in deciding on priorities, the way forward and sharing of learnings with discussions on how to use findings to inform policy thinking, as well as with efforts being undertaken by other Development Partners is enabling sustainable and consistent moving forward of enabling improved support for OP and PWD through the national social protection system.

III. Plan for the final phase of implementation

Towards the end of JP implementation

Finalization of the database for persons with disabilities data collection with the MoSD on PwD will be finalized in April 2022, after which there will be a joint effort with the MpSD to upload the information into the database and analyse findings. Concurrently there is ongoing coordination with the MoSD and World Bank at linking the database with the social registry that is being developed for the MoSD.

Completion of social service assessment (availability/quality gap with minimum packages established) –

Throughout Q1 2022, interviews and focus group discussions will be conducted to complete the needs assessment phase. Coupled with a completed supply-side review of social service availability, gaps in availability and service quality will be assessed and recommendations made for making key investments in the social services offering for OP and PwD to ensure access to a minimum “packages” standard to be integrated into MoSD’s case management system.

Piloting of inclusive, rights-based targeting approach – to be conducted among PwD in Hebron governorate, lessons from which will be documented as part of a learning exercise intended to inform policy deliberations within MoSD and among development partners to move towards more rights-based approaches to social protection provision.

Creation of integrated policy and programmatic framework for social protection for OP and PwD – On the basis of the assessment, “On the Road to Universal Social Protection: A social protection floor assessment in the Occupied Palestinian Territory” developed with contributions from the JP, a policy dialogue will be conducted throughout Q1 and Q2 2022 to inform the development of an integrated framework for social protection programming. This activity will also benefit from contributions under a new EU-funded project that focuses on operationalizing the ‘nexus’ between government and non-governmental social protection programming.

Development of rights-based, functional disability assessment - Consultants for the shift to the functional model of disability assessment have been identified. This work requires for the consultants to work with the national counterparts which in turn requires face-to-face work to be the most effective. UNICEF has consulted with MoSD and MOH to coordinate the start dates and workplan for the consultants and this is now planned to start in Q1 2022 based upon the lifting of most travel restrictions in Israel.

Test the shock responsiveness of the social protection system for PwD through a cash pilot to PwD - This activity aims to generate lessons for future policy and programming. The pilot will target around 1,600 PwDs in the Hebron governorate of the West Bank. The pilot aims to test categorical approaches through targeting households with PwDs registered in three different lists and provide differentiated transfer value depending on the number of PwD per households. By targeting different categories of potential beneficiaries and providing differentiated transfer value, the pilot aims to generate learnings on multiple aspects of shock responsiveness of the system and also on the impacts of this cash transfer. The details of the activity have been finalized through extensive consultation with the relevant stakeholders and the concept note is available. The activity will be implemented throughout Q1 and Q2 of 2022.

Review the relevant sector strategies from a disability perspective – Upon discussions and initial request by MoSD, a review of all relevant sector strategies of 2021-2023 from a disability perspective to learn lessons and to develop recommendations and sectoral policies and programmes to enhance services for PwD to be included in the coming sector strategies of 2024-2026. The activity will be implemented in Q1 and Q2 of 2022.

Capacities built for awareness of social protection rights among OP and PwD - The project has engaged with key experts to develop a programme of support to the capacities of Palestinian civil servants and NGOs responsible for advocating for and ensuring elderly and disability rights throughout the West Bank in Gaza. Through these partnerships, the project will develop training curricula and materials needed to raise awareness on social protection rights in OPT, including those found in international conventions and national legislation.

Risks and mitigation measures

The key risk to the JP continues to be through the impact of the COVID-19 pandemic and movement restrictions imposed by it that could hinder efforts at data collection and for international experts to join in-country to support efforts under the programme. All efforts are being coordinated with the authorities such as through joint data-collection which is ongoing for the JP, efforts to use locally-available expertise as much as possible, and with the most recent travel restrictions starting to ease, plans are underway for international experts to join in-country.

Annex 1: Consolidated Annual Results

1. JP contribution to global Fund’s programmatic results

Global Impact: Progress towards SDGs

Select up to 3 SDG *indicators* that your Joint Programme primarily contributed to (in relation to SDG targets listed in your JP ProDoc)

- SDG 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
- SDG 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
- SDG 17 Partnership for the Goals; 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

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

Outcome indicators	Expected 2021 target	2021 result	Reasons for variance from planned target (if any)	Expected final target
1.1: Number of integrated multi-sectoral policies that accelerated SDG progress in terms of scope ¹	0	0	N/A	1
<i>List the policies:</i>				
<ul style="list-style-type: none"> • An integrated policy, and programming framework for social protection for older persons and persons with disabilities 				
1.2: Number of integrated multi-sectoral policies that accelerated SDG progress in terms of scale ²	0	0	N/A	1
<i>List the policies:</i>				
<ul style="list-style-type: none"> • An integrated policy, and programming framework for social protection for older persons and persons with disabilities 				

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

Output indicators	Expected 2021 target	2021 result	Reasons for variance from planned target (if any)	Expected final target
3.1 Number of innovative solutions that were tested (disaggregated by % successful-unsuccessful)	0	0	N/A	1
3.2: Number of integrated policy solutions that have been implemented with the national partners in lead	0	0	N/A	1

¹Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

²Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

Did your Joint Programme contribute to strengthening of national capacities to implement integrated, cross-sectoral SDG accelerators in 2020-2021?

Yes

No

Explain briefly: The JP has laid groundwork for enhanced evidence generation, legal and policy framework and social protection system. It has worked extensively with national authorities such as the MoSD, PCBS, MoH, PMO, etc. The JP had explicit capacity building component which it aims to implement more actively in 2022.

2. Results as per JP Programmatic Results Framework

Result / Indicators	Baseline	Expected 2021 target	2021 Result	Reasons for variance from planned target (if any)	Expected final target
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 1.1 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)	TBCPwD HHs=1,879 PwD=3,489 Females=1857	Below 5%	Fiscal constraints led government to cancel three of four PNCTP payments in 2021, providing one minimum payment only.	?? Extreme poor=98,978 PwD=47,738 Number of OD=63,478 Female headed HH=48,78
Outcome 1.2 indicator: Proportion of population living below the national poverty line, by sex and age	29.2	TBC (based on data after COVID-19) Above 30%	No official reading (before completion of 2022 PECS)	Increased incidence of poverty anticipated as a result of COVID-19 impacts	Above 30%
Output 1:					
Output 1.1 indicator: A consolidated dataset on PwD is developed	Multiple datasets exist	Preparation for data collection completed	Preparation for data collection completed and data started to be collected in December 2021	Delays in data collection occurred due to movement restrictions imposed due to COVID-19	Full dataset collected and analysed to map out disability needs in oPT
Output 1.1 indicator: National Comprehensive database of PwD established and integrated with	No database in place	Database built and piloted in one governorate	Database inception report prepared with build to	Due to prioritization of the COVID-19 response, build was delayed until a way forward was agreed for data collection on PWD	Database completed and linked to MoSD efforts at social registry build

the NCTP and other relevant databases			commence in 2022		
Output 1.2:					
Output 1.2 indicator: Integrated policy, and programming framework for OP and PWD is developed	No integrated framework	Integrated programming and financing framework for PwD and OP developed	No integrated framework	Delays outlined in the granted NCE request have postponed work on this output until 2022.	Integrated programming and financing framework for PwD and OP developed
Output 1.2 indicator: A progressive legal framework and national action plan for OP and PWD is available	Legal/strategic framework incomplete	Action plan for PwD and OP developed	Feasibility study for OP Strategic Framework (SF) priorities (social pension) developed	Due to public finance crisis, a feasibility study for select OP SF priorities (a social pension) was requested in lieu of Action Plan for entire OP SF.	Action Plans / studies for implementation of SF priorities developed
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 piloted	Review of proxy-means test and multi-dimensional poverty index approach completed; methodology for pilot of disability allowances developed	Due to delays outlined in the granted NCE request, pilot activities were postponed until Q1 of 2022	Alternative selection and identification model piloted
Output 1.3 indicator: Service package for PWD and OP scoped and costed	No service package defined	Service package for PWD and OP costed	Inception phase for social services exercise completed, questionnaires developed	To better integrate with planned MoSD case management system, exercise is reoriented toward identifying priority service supply and quality gaps for needed investments	Priority social service supply and quality gaps identified and required additional investments costed
Output 1.4					
Output 1.4 indicator: Capacity and awareness of citizens and non-state actors to represent and advocate for SP for PwD and OP enhanced	Minimal awareness and capacity among citizens, NGOs on elderly issues; limited awareness/capacity for disability	Enhanced capacity and awareness among citizens, NGOs on elderly and disability issues	Disability sensitizations conducted among GUPWD members, MoSD staff and other line ministries and CSOs through the consultation	Additional awareness and capacity building activities programmed for 2022 in light of granted NCE	Enhanced capacity and awareness among citizens, NGOs on elderly and disability issues

			rocess to develop an action plan for PwD. TORs for capacity building of target NGOs on elderly affairs		
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Annex 2: Strategic documents

2.1. Contribution to social protection strategies, policies and legal frameworks

Strategic documents developed or adapted by JP

Title of the document	Date when finalized (MM/YY)	Focus on extending social protection coverage (Yes/No)	Focus on improved comprehensiveness of social protection benefits (Yes/No)	Focus on enhancing adequacy of social protection benefits (Yes/No)	Focus on improving governance, administration and/or implementation of social protection system (Yes/No)	Focus on cross-sectoral integration with healthcare, childcare, education, employment, food security, etc. (Yes/No)	If published, provide the hyperlink
Study of the Social Impacts of the COVID-19 Pandemic in Palestine and its Implications on Policies and Future Governmental and Non-Governmental Interventions	07/2020	Yes	Yes	No	Yes	Yes	
Socio-economic Impact Survey of COVID-19	10/2020	Yes	Yes	No	Yes	No	
Impacts of COVID-19 Restrictions on the Formal Private Sector in the Occupied Palestinian Territory A Rapid Assessment	10/2020	Yes	No	No	Yes	No	https://www.ilo.org/beirut/publications/WCMS_770314/lang-en/index.htm

Assessing the proxy-means tests and other targeting approaches for social assistance in the Occupied Palestinian Territory	12/2021	Yes	No	No	Yes	No	N/A
Social Service Mapping	Under finalization	Yes	No	No	Yes	Yes	
Costing of Disability Law	April 2021	Yes	No	No	Yes	Yes	

Strategic documents for which JP provided contribution (but did not produce or lead in producing)

Title of the document	Date when finalized (MM/YY)	Focus on extending social protection coverage (Yes/No)	Focus on improved comprehensiveness of social protection benefits (Yes/No)	Focus on enhancing adequacy of social protection benefits (Yes/No)	Focus on improving governance, administration and/or implementation of social protection system (Yes/No)	Focus on cross-sectoral integration with healthcare, childcare, education, employment, food security, etc. (Yes/No)	If published, provide the hyperlink
Updated Social Development Sector Strategy 2021-2023	08/2020	Yes	Yes	No	Yes	Yes	
On the Road to Universal Social Protection: A social protection floor assessment in the Occupied Palestinian Territory	10/2021	Yes	Yes	Yes	Yes	Yes	http://www.ilo.org/beirut/publications/WCMS_831347/lang--en/index.htm

2.2. Focus on vulnerable populations

Strategic documents developed or adapted by JP

Title of the document	Date when finalized (MM/YY)	Focus on gender equality and women empowerment (Yes/No)	Focus on children (Yes/No)	Focus on youth (Yes/No)	Focus on older persons (Yes/No)	Focus on other group/s (List the group/s)	Focus on PwDs (Yes/No)	Included disaggregated data by disability - and whenever possible by age, gender and/or type of disability (Yes/No)

Characteristics of Individuals with Disabilities in Palestine: An Analytical Study Based on the Population, Housing and Establishments Census 2007, 2017	08/2020	Yes	Yes	Yes	Yes	Persons with disabilities	Yes	Yes
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Strategic documents for which JP provided contribution (but did not produce or lead in producing)

Title of the document	Date when finalized (MM/YY)	Focus on gender equality and women empowerment (Yes/No)	Focus on children (Yes/No)	Focus on youth (Yes/No)	Focus on older persons (Yes/No)	Focus on other group/s (List the group/s)	Focus on PwDs (Yes/No)	Included disaggregated data by disability - and whenever possible by age, gender and/or type of disability (Yes/No)

Annex 3: Updated JP Risk Management Matrix

Risks	Risk Level: (Likelihood x Impact)	Likelihood: Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact: Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	Mitigating measures	Responsible Org./Person
Contextual risks (e.g. social, environmental, security and safety risks)					
COVID-19 and its impacts	20 (High)	5	4	Reprogramme and update workplan according to the situation on ground; adjust in-person activities to virtual platforms; keep JP relevant	PA/UN
Government financial constraints* (see below)	16 (High)	4	4	Reforms enabling efficiencies; donor bolstering of salaries; SDG Fund agencies will engage key donors to promote sustainability of these interventions	PA/EU/WB
Programmatic/Operational risks					
Data protection risk through data sharing between actors	6 (Medium)	2	3	Put in place data sharing protocols, through agreement between MoSD and PCBS	MoSD/PCBS
Fragmentation of approach between Gaza and West Bank**	6 (Medium)	2	3	Continued efforts at bridging of programmes	MoSD/ILO/UNICEF/WFP
Institutional risks (e.g. political, regulatory risks)					

Staff limitations in Case Management (CM) system to handle caseload	6 (Medium)	3	2	Clear prioritization of CM support requirements within MoSD and CM embedded within the WB SPEP project	MoSD
Fragmented coordination between line Ministries	9 (High)	3	3	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	LACS
Fiduciary risks (financial risks, fraud & corruption risks)					
Fund misallocation	ILO/UNICEF/WFP	2	3	Donors undertake regular checks on fund use intended for beneficiaries	ILO/UNICEF/WFP

Annex 4: Results questionnaire

- Complete portfolio questionnaire online at: <https://forms.office.com/r/H4eZAKyx9H>