

**Country:** **State of Palestine**

<b>Joint programme title:</b>	<b>Sawasya III – Reinforcing equal access to justice for all Palestinians</b>	
<b>Overall goal</b>	<b>People in the State of Palestine, especially women and children, have access to justice in a protective, inclusive and responsive system that promotes, respects, and fulfils human rights and gender equality</b>	
<b>Programme outcomes</b>	<p><b>Outcome 1:</b> People, particularly those at-risk, have improved access to high-quality services relating to their legal, psychosocial, protection, and security needs</p> <p><b>Outcome 2:</b> People are served by responsive institutions that have strengthened capacity to operate in an effective, efficient, people-centred, and accountable manner</p> <p><b>Outcome 3:</b> Societal and institutional behaviours and attitudes that uphold human rights, gender equality, and equity principles are embraced</p> <p><b>Outcome 4:</b> Women's access to gender responsive and inclusive justice, security and protection services is strengthened</p>	
<b>UNSDCF outcomes</b>	<p><b>UNSDCF Outcome 2:</b> Palestinians, including the most vulnerable, have equal access to sustainable, inclusive, gender responsive and quality social services, social protection, and affordable utilities.</p> <p><b>UNSDCF Outcome 3:</b> Palestinian governance institutions, processes, and mechanisms at all levels are more democratic, rights-based, inclusive, and accountable.</p>	
<b>Duration</b>	<b>5 years</b>	
<b>Anticipated start and end date</b>	Start: 01 January 2024	End: 31 December 2028
JP Team		
Lead PUNO	UNDP	
PUNOs	UN Women/UNICEF	
Funding modality	Pass through	
Administrative Agent	MPTFO - Name of responsible office and email tbc	
<b>Total estimated budget<sup>1</sup></b>	USD 55,000,000	
Out of which:		
>> Funded		
>> Un-funded	USD 55,000,000	
<b>Source of funds</b>		
>> Government		

The **legal basis** for the joint programme is the Legal Annex for the signed United Nations Sustainable Development Cooperation Framework (2023-2025). It refers to the cooperation or assistance agreements or other agreements that are the existing legal basis for the relationship between the Government of Palestine and each Participating UN Organization.

#### **Declaration of commitment and signatures**

By signing this Joint Programme document, all signatories commit to work together in a spirit of partnership to achieve the results identified in the **results framework, work plan and budget**.

<sup>1</sup> Includes programme costs and indirect support costs

**Chair of Steering Committee****United Nations Country Team**

*Ms. Lynn Hastings*

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Date:*

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<i>H.E Mr. Issa Abu Sharar</i>	<i>H.E. Dr. Mahmoud Al Habash</i>
<i>Chief Justice</i> <i>Date:</i>	<i>Supreme Judge</i> <i>Date:</i>
<i>H. E Mr. Akram Ismail Khatib</i>	<i>H.E. Dr. Mohammad Shalaldeh</i>
<i>Attorney General</i> <i>Date:</i> <i>H.E. Mr. Ahmad Majdalani</i>	<i>Minister of Justice</i> <i>Date:</i>
<i>Minister of Social Development</i> <i>Date:</i>	

**UN Organizations**

<i>Ms. Sarah Poole</i>	<i>Ms. Maryse Guimond</i>
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<i>Special Representative UNICEF</i> <i>Date:</i>	

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## ABBREVIATIONS

<b>AA</b>	Administrative Agent
<b>AGO</b>	Attorney General's Office
<b>AICS</b>	Italian Agency for Development Cooperation
<b>CCA</b>	Common Country Analysis
<b>CAT</b>	Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment
<b>CEDAW</b>	Convention on the Elimination of All forms of Discrimination Against Women
<b>COGAT</b>	Coordination of Government Activities in the Territories
<b>COM</b>	Council of Ministers
<b>CRPD</b>	Convention on the Rights of Persons with Disabilities
<b>CRC</b>	Convention on the Rights of the Child
<b>CSO</b>	Civil Society Organization
<b>DIM</b>	Direct Implementation Modality
<b>EUPOL COPPS</b>	EU Police Coordinating Office for Palestinian Police Support
<b>FACE</b>	Funding Authorization and Certificate of Expenditure
<b>FJPU</b>	Family and Juvenile Protection Unit (PCP)
<b>FPB</b>	Family Protection Bill
<b>GDP</b>	Gross Domestic Product
<b>GBV</b>	Gender Based Violence
<b>GEIA</b>	Gender Equality and Intersectional Analysis
<b>HACT</b>	Harmonized Approach to Cash Transfers
<b>HDP</b>	Humanitarian-Development-Peace (reference to Nexus)
<b>HJC</b>	High Judicial Council
<b>HRP</b>	Humanitarian Response Plan
<b>ICHR</b>	Independent Commission for Human Rights
<b>JAL</b>	Judicial Authority Law
<b>JSWG</b>	Justice Sector Working Group
<b>JSS</b>	Justice Sector Strategy
<b>LHC</b>	Legal Harmonization Committee
<b>M&amp;E</b>	Monitoring and evaluation
<b>MENA</b>	Middle East and North Africa
<b>MEPP</b>	Middle East Peace Process
<b>MOI</b>	Ministry of interior
<b>MOJ</b>	Ministry of Justice
<b>MOSD</b>	Ministry of Social Development
<b>MOWA</b>	Ministry of Women's Affairs
<b>OHCHR</b>	United Nations Office of the High Commissioner for Human Rights
<b>NDP</b>	National Development Plan
<b>NPA</b>	National Policy Agenda
<b>oPt</b>	Occupied Palestinian Territory
<b>PA</b>	Palestinian Authority
<b>PBA</b>	Palestinian Bar Association
<b>PCBS</b>	Palestinian Central Bureau of Statistics
<b>PCP</b>	Palestinian Civil Police
<b>PJI</b>	Palestinian Judicial Institute
<b>PLC</b>	Palestinian Legislative Council
<b>PMF</b>	Palestinian Maintenance Fund
<b>PMO</b>	Prime Minister's Office
<b>PPMU</b>	Planning and Project Management Unit
<b>PNSA</b>	Palestinian National School of Administration
<b>PSL</b>	Personal Status Law
<b>PUNOs</b>	Participatory United Nations Organizations
<b>PWD</b>	People With Disabilities
<b>SDG</b>	Sustainable Development Goal
<b>SJD</b>	Supreme Judge Department
<b>SSWG</b>	Security Sector Working Group
<b>UNCITRAL</b>	United Nations Commission on International Trade Law

<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNFPA</b>	United Nations Population Fund
<b>UNICEF</b>	United Nations International Children's Emergency Fund
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>UNDP</b>	United Nations Development Programme
<b>UNODC</b>	United Nations Office on Drugs and Crimes
<b>UNSCO</b>	Office of the United Nations Special Coordinator for the Middle East Peace Process
<b>UNSDCF</b>	United Nations Sustainable Development Cooperation Framework
<b>VAC</b>	Violence Against Children
<b>VAW</b>	Violence Against Women

## 1. Executive summary

Recognizing the paramount importance of equitable access to justice for all Palestinians, particularly women and children, *Sawasya III* is a comprehensive United Nations (UN) joint programme that aims to advance the promotion, respect for, and fulfilment of human rights and gender equality across the occupied Palestinian territory for the period 2024-2028 (five years).

By maximizing the UN's impact through a "delivering-as-one" approach, *Sawasya III* utilizes the combined strengths of the United Nations Development Programme (UNDP) in rule of law and human rights, the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) in mainstreaming gender equality standards, and the United Nations Children's Fund (UNICEF) in protecting and advancing the rights of children.

The *Sawasya III* programme adopts an integrated approach that seeks to promote intersectionality, gender justice, and child justice principles that leave no one behind. Acting as an expertise multiplier, the programme offers much-needed flexibility to holistically address access to justice barriers. Therefore, its focus is put on empowering individuals with the knowledge and capacity to access whole-of-justice provision when in situation of vulnerability, including for women victims/survivors of violence and children, whether as victims, witnesses or charged with a crime.

While seeking transactional cost reduction and increased convenience for citizens, *Sawasya III* recognizes that the existing legislative, legal, and policy framework often leads to discriminatory outcomes of justice and siloed service provision that do not effectively meet the tailored needs of people. To address these issues, the programme focuses on operationalizing international standards within judicial systems and procedures in a manner that tangibly realizes human rights, including through scaled-up professionalization, judicial integration, use of e-justice solutions, and quality legal education as well as evidence-based advocacy.

Seeking holistic justice gains, the programme aims to address social stereotyping that manufactures and perpetuates the marginalization of women and children. By doing so, it emphasizes the need for positive knowledge and attitudes, leverages good regional practices, and creates incentives based on people's experiences to increase the use of alternative justice mechanisms. This integrated approach tackles the pervasive climate of impunity surrounding women and children who are victims and survivors of violence and systemic obstacles to understand, convey, and respond to their needs, through the strengthening of safe pathways and representativeness.

Building on the achievements of *Sawasya I*, *Sawasya II* and other development initiatives,<sup>2</sup> *Sawasya III* centres around people's needs for providing higher quality services within more responsive institutions and fostering inclusiveness, while addressing resistance to change. The aim is to reinforce equal justice for all, with a particular emphasis on the most at-risk groups, which serves as a critical measure of progress towards a cohesive, democratic, and inclusive society that respects human rights.

To ensure long-lasting effects, *Sawasya III* mobilizes state institutions, civil society, and relevant actors. With broad-based commitment from justice, security and protection institutions, civil society and development partners, *Sawasya III*'s shift towards people-centred justice fully aligns with the UN Sustainable Development Cooperation Framework's (2023-2025)<sup>3</sup> vision of realizing equal opportunities and human rights for all Palestinians through the progressive achievement of the 2030 Agenda and its Sustainable Development Goals (SDGs) intersecting with all pillars of the National Policy Agenda (2017-2023), the National Development Plan (2021-2023) and sectoral strategies. *Sawasya III* is a key vehicle to advance the 2030 Agenda, and particularly its SDGs 16

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<sup>2</sup> UNDP Access to Justice Programme in the oPt (2010-2014), UNDP/EUPOL COPPS joint programme on Strengthening police accountability, anti-corruption, and civilian oversight (2012-2014), and UN Women's Mehwar Centre for the Protection and Empowerment of Women and Families project (from 2004 onwards).

<sup>3</sup> The programme overall contributes particularly to Outcome 3 of the UNSDCF "Palestinian governance institutions, processes, and mechanisms at all levels are more democratic, rights-based, inclusive, and accountable."

(Peaceful and Inclusive Societies) and 5 (Gender Equality) by promoting the rule of law, equal access to justice, accountable and transparent institutions, and non-discriminatory policies aimed at ending discrimination, violence, impunity and harmful practices against women and children, including through leveraging key development and UN partnerships for multiplied effect.

## 2. Situation analysis

According to projections, the 2023 Palestinian population is estimated at about 5,483,450 (49 per cent women) in the occupied Palestinian territory (oPt)<sup>4</sup>, with 2,226,544 located in Gaza<sup>5</sup> and 3,256,906 present in the West Bank,<sup>6</sup> including East Jerusalem (estimated at 317,675).<sup>7</sup> Despite the partial transfer of competencies by the Israeli Military Government and its Civil Administration following the Oslo I (1993)<sup>8</sup> & II (1995)<sup>9</sup> Accords, Palestinians' capacity to exercise their rights is severely constrained by a highly fragmented territory (West Bank, including East Jerusalem and Area C, and the Gaza Strip) as the Palestinian Authority (PA) retains limited self-governance prerogatives.<sup>10</sup> While the movement of goods and persons is relatively facilitated to and from the West Bank, people in Gaza have been under permanent land, sea, and air blockade since 2007, leading to low gross domestic product (GDP) growth, high unemployment (44 per cent in Gaza compared to 23 per cent nationally),<sup>11</sup> increased poverty and food insecurity that breed recurrent cycles of violence in the context of a halted Middle East Peace Process (MEPP). The COVID-19 pandemic has further exacerbated these pre-existing vulnerabilities, leading to a sharp GDP decline in both the West Bank and Gaza, with a slow-paced recovery.<sup>12</sup> This is compounded by a global climate crisis that increases pressure on already scarce resources and leads to environmental degradation.<sup>13</sup>

The Common Country Analysis (CCA) for the oPt finds that the Israeli occupation, territorial fragmentation, and limitations placed on the PA to efficiently exercise governmental functions primarily determine the extent to which the State of Palestine can fulfil its human rights obligations. This impacts service delivery, access to justice, the promotion of women's rights, and the protection of vulnerable groups, including those at risk of being further left behind. Multiple duty-bearers subject Palestinian citizens to layered jurisdictionality with separate systems co-existing in East Jerusalem, the West Bank<sup>14</sup> and Gaza, resulting in a widening gap between parallel Palestinian justice institutions since 2018, with no tangible prospect for reintegration and reconciliation and a further jeopardized judicial independence. Palestinian citizens are also subjected to military laws for broadly defined security offences, and decisions rendered by Palestinian tribunals in Area A do not automatically produce enforcement effects in other parts of the West Bank due to systematic access restrictions. Furthermore, the continuation of detrimental patriarchal socio-cultural norms and the multi-layers of insecurity and discrimination due to the ongoing Israeli occupation, especially when aggravated by disability, put many women, girls, and boys at even greater risk, while affecting men's lives and their well-being.

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<sup>4</sup> In this programme document the terms "Palestine," the "State of Palestine," and "Occupied Palestinian Territory" are used depending on context. The term "Occupied Palestinian Territory" refers as a whole to the geographical area of the Palestinian territory occupied by Israel since 1967. The terms "Government of Palestine," "Palestinian government," and "Palestinian Authority" have been used interchangeably. Consequent to the adoption of resolution 67/19 by the United Nations General Assembly on 29 November 2012, Palestine was accorded the status of nonmember observer State in the United Nations. As a result, Palestine can be referred to as a State or Country, and its authorities can generally be identified as the Government of Palestine.

<sup>5</sup> "Gaza" and the "Gaza Strip" are used interchangeably throughout the document.

<sup>6</sup> Palestinian Central Bureau of Statistics (PCBS) (2023), *Estimated population in Palestine Mid-Year by Governorate, 1997-2006*, Consulted on [20 January 2023], Available at [https://www.pcbs.gov.ps/statisticsIndicatorsTables.aspx?lang=en&table\\_id=676](https://www.pcbs.gov.ps/statisticsIndicatorsTables.aspx?lang=en&table_id=676)

<sup>7</sup> PCBS (2023), *Projected Mid-Year Population for Jerusalem Governorate by Locality 2017-2026*, Consulted on [20 January 2023], Available at [https://www.pcbs.gov.ps/statisticsIndicatorsTables.aspx?lang=en&table\\_id=707](https://www.pcbs.gov.ps/statisticsIndicatorsTables.aspx?lang=en&table_id=707)

<sup>8</sup> Government of Israel and Palestine Liberation Organization, *Declaration of Principles on Interim Self-Government Arrangements* (Oslo I), Washington D.C., 13 September 1993.

<sup>9</sup> Government of Israel and Palestine Liberation Organization, *Israeli-Palestinian Interim Agreement on the West Bank and the Gaza Strip* (Oslo II), Washington D.C., 28 September 1995.

<sup>10</sup> Particularly in relation to border control, security-related matters, residency rights, customs collection, immigration as well as planning, zoning and resource management in Area C.

<sup>11</sup> See PCBS (2022), *About One Fourth of the Participants in the Labour Force in Palestine are Unemployed in the Fourth Quarter of 2022*, Consulted on [1 March 2023], Available at <https://www.pcbs.gov.ps/site/512/default.aspx?lang=en&ItemID=4419#:~:text=The per cent20number per cent20of per cent20unemployed per cent20persons.persons per cent20in per cent20the per cent20West per cent20Bank.>

<sup>12</sup> Ad Hoc Liaison Committee (18 September 2022), *Coordinated efforts are required to avoid a worsening economic and fiscal outlook in the Palestinian territories*.

<sup>13</sup> United Nations Country Team (2022), *Factsheet environment*

<sup>14</sup> Excluding East Jerusalem

Against this background, clear pathways towards protective, inclusive, and responsive justice are yet to be established. This is in line with the United Nations Sustainable Development Cooperation Framework's (UNSDCF) vision to provide access to equal opportunities for all Palestinians to prosper and realize their human rights in a cohesive, democratic, and inclusive society through the progressive achievement of the 2030 Agenda and the Sustainable Development Goals (SDGs). The focus is on people-centric systems that efficiently respond to the needs of individuals, particularly in terms of gender (women), age (children, elderly), abilities (with persons with disabilities/PWDs), prioritized under all pillars of the National Policy Agenda (NPA) (2017-2023) and the National Development Plan (NDP) (2021-2023) of independence, quality service provision, sustainable development, and best interest of the child, reintegration and restorative justice. It is also consistent with the objectives of the Justice Sector Strategy (JSS) (2017-2023), which emphasize institutional consistency, complementarity, and effective fair trial guarantees for all, as well as the National Strategy on Juvenile Justice (2018-2023).

Despite the advanced *Mizan II* management system (including *Mizan* AGO)<sup>15</sup> and highly digitalized prosecutorial and court operations – including in the area of mediation for juveniles as well as clear progress in strengthening protection for children, access to justice is not fully realized and the main pre-conditions for a viable rule of law system in Palestine are not established yet.<sup>16</sup> While the creation of specialized services for women victims/survivors of violence and children in contact with the law, which strengthens restorative prosecutorial, judicial and diversionary measures, is a step in the right direction, important gaps remain, including the absence of a comprehensive legal aid system and high costs associated with obtaining justice that produce additional barriers for those who need it most. This often leads to informal dispute resolution, which can worsen gender-based vulnerabilities and compromise the protection of children. The psycho-social barriers that stem from inadequate service provision, which often revictimizes women and cause harm to children, further compound these challenges. The existence of parallel ecosystems reinforces this inadequacy and a mismatch between justice resolution needs that are rapid, efficient, and community-based and top-down institutional responses. It also tends to strengthen a normative and behavioural environment that manufactures vulnerability and marginalizes women and children.

Notwithstanding that the Palestinian judicial system has foundational pieces of legislation, such as the Basic Law and Judicial Authority Law, there are still gaps that need to be addressed to align with international standards. The prolonged absence of elections and of a functioning Palestinian Legislative Council (PLC) has led to a lack of transparency, accountability, and democracy, resulting in alterations outside of international norms that weaken the independence of the judicial system and hinder future reintegration prospects. This compromised legislative function has significant consequences for Palestinian citizens, particularly women and children, who experience discrimination and gaps in protection due to the failure to harmonize core international human rights treaties. Furthermore, the adoption of the Family Protection Bill (FPB) is still pending. Despite progress to improve the litigation environment, presence of discriminatory provisions in national legislation deeply affect the lives of Palestinians, resulting in legal and policy instruments that obstruct realized human rights.

Efforts have been made to improve justice delivery under *Sawasya II*,<sup>17</sup> *Sawasya I*<sup>18</sup> and various programming,<sup>19</sup> such as the development of cutting-edge e-Services, the establishment of separate enforcement departments in family Shari'a courts, the expansion of inspection

<sup>15</sup> References to *Mizan* reflect the case management system utilized in courts as well as within the Attorney General's Office (*Mizan* AGO).

<sup>16</sup> There is no universally agreed-upon definition of rule of law. However, the World Justice Project is proposing a working definition premised upon four principles: accountability, just law, open government, accessible and impartial justice. However, the protracted Israeli occupation as well as the absence of a functioning Palestinian legislature particularly compromise the realization of such principles as the pre-conditions for the design of clear, publicized, and stable laws and the delivery of competent, ethical and independent justice cannot be fully established. See World Justice Project, *What is the Rule of Law?*, available [here](#).

<sup>17</sup> The joint UNDP, UN Women, UNICEF *Sawasya II* programme: Promoting the Rule of Law in Palestine (2018-2023).

<sup>18</sup> The joint UNDP, UN Women *Sawasya I* programme: Strengthening the Rule of Law in the oPt: Justice and Security for the Palestinian People (2014-2018).

<sup>19</sup> UNDP Access to Justice programme in the oPt (2010-2014), UNDP/EUPOL COPPS joint programme on Strengthening police accountability, anti-corruption and civilian oversight (2012-2014), and UN Women's Mehwar Centre for the Protection and Empowerment of Women and Families project (from 2004 onwards).

mechanisms, and the centralization of e-Learning capacity through the Palestinian Judicial Institute (PJI). The standardization of monitoring and evaluation (M&E), planning, and management training across government has also contributed to the development of a community of practice that is spearheading institutional innovation. However, citizens, particularly those in need of protection, continue to face siloed justice service provision and nascent professionalization that do not meet their tailored needs within a context of limited rule of law development capacity that limits judicial independence and the role of the legislature in furthering societal progress. This is especially true for both women and children, who often experience gender-based violence (GBV), stigmatization, impunity, inadequate representation in service provision, and a lack of effective and institutionalized channels to have their voices heard in proceedings. This is also true for children, who despite being increasingly diverted from criminal and carceral systems, continue to lack concrete prevention and integration prospects.

Addressing these challenges requires concerted efforts by all stakeholders, which will demand flexibility and reflectiveness, particularly in addressing the normative and behavioural underpinnings of unequal access to justice as highlighted by UN treaty bodies. *Sawasya III* presents a tailored response strategy and outcomes based on a coherent theory of change (*Section 3*). The integrated results framework, work plan and budget is outlined in *Annex A* and is supported by steering and management arrangements (*Section 4*) that have been carefully crafted to enable integrated delivery of the intended results, as elaborated further in the programme document.

### 3. Rationale and theory of change

The *Sawasya III* programme places the rights, needs and experiences of individuals, particularly women and children, at the heart of people-centred justice interventions. In this regard, it is shifting away from a rule of law dominated approach primarily focused on legislative reform, institution building and direct service provision to one that further addresses the concrete barriers to accessible and impartial justice people face from an end-user perspective, through greater emphasis placed on access to high quality services, more responsive and accountable institutions, unpacking resistance to change and fostering inclusive justice for women and children. This shift fully aligns with the UNSDCF (2023-2025) vision that seeks the realization of equal opportunities and human rights for all Palestinian citizens in a cohesive, democratic, and inclusive society, through the progressive achievement of the 2030 Agenda and its SDGs.

In line with this, *Sawasya III* will specifically contribute to sustainable, inclusive, gender responsive, quality social services and protection (**UNSDCF/Outcome 2**). It prioritizes strengthened institutional frameworks, legislation, and basic systems to deliver inclusive, fair, and gender-responsive social services and protection (*Output 2.1*). Additionally, the programme aims at improved access to and utilization of quality protection, social and essential services to eliminate GBV (*Output 2.4*), as well as empowered communities and individuals to adopt positive practices and address systemic barriers (*Output 2.8*). This aligns with the implementation of the NPA (2017-2023) and the NDP (2021-2023) by promoting justice reform and service delivery that conform to international standards, including within the framework of the Palestine Government Excellence Programme. It also supports the implementation of the Justice Sector Strategy's (JSS) objectives (2018-2023), including through prioritizing fair access to justice services and integral provision for women and juveniles (JSS - Policy 4). Furthermore, it will support the Palestinian government in addressing the concluding observations for the Convention on the Rights of the Child (CRC).

*Sawasya III* will also directly contribute to the **UNSDCF's Outcome 3**, by working to enhance the capacities of rule of law institutions, civil society organizations (CSOs), and the legal aid system to ensure greater access to justice and security for the most vulnerable groups (*Output 3.1*). It also aims at strengthened capacities and policy/regulatory frameworks, including through e-Governance and digital transformation (*Output 3.3*) and seek reinforced adherence to human rights (*Output 3.4*) and the protection of civic spaces (*Output 3.6*) to promote governance institutions, processes, and mechanisms that are more democratic, rights-based, inclusive, and accountable at all levels. Moreover, by further reaping the benefits of e-Justice and of an empowered civil society, *Sawasya III*'s work intersects with all pillars of the NPA and NDP and supports the JSS and other sectoral policies,<sup>20</sup> particularly in ensuring integrity and independence of the judicial system (JSS Policy 2), ensuring effective judicial system and the enforcement of judicial rulings (JSS Policy 3), enhancing the justice sector's institutional and organizational structures (JSS - Policy 5), as well as enforcing human rights legislation (JSS -Policy 1).

This fully aligns with the UNDP Palestinian Programme Framework (2023-2025), which aims to reinforce the socio-economic resilience of the Palestinian people through greater self-reliance, enhanced ownership and leadership, and cohesive identity. Its Outcome 1 prioritizes access to justice, based on principles of human rights and rule of law, as a cornerstone of improved democratic governance in alignment with the UNSDCF (Outcome 3). Therefore, *Sawasya III* will adopt adaptive approaches and decision-making practices that can more directly contribute to integrated and targeted governance progress, particularly in the context of a protracted transparency, accountability, and democratic deficit. *Sawasya III* is also fully aligned with the UN Women Palestine Country Office Strategic Note (2023-2025) for the promotion of gender equality and the empowerment of women and girls to fully enjoy their human rights, including those who are in a situation of greater exclusion. It will specifically contribute to gender-responsive governance and ending violence against women (VAW) (Impact 1 & 3). *Sawasya III* also fully supports the implementation of the Guidance Note of the Secretary-General on Child Rights

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<sup>20</sup> This includes the security sector strategy (2017-2023), the national strategy to combatting violence against women (2023–2029) and the national inter-sectoral violence against children strategy in the context of COVID-19 (2021-2023).

Mainstreaming,<sup>21</sup> UNICEF's Area Programme Document (2023-2025)<sup>22</sup> and contributes to enhancing the protection of vulnerable girls, boys, and adolescents in the State of Palestine from violence, including conflict-related violence, and ensuring that they benefit from inclusive, resilient, gender-responsive and child-friendly protection and justice systems (Outcome 4).

*Sawasya III*'s people-centred approach also closely relates to actions undertaken under the Humanitarian Response Plans (HRP), particularly in Gaza, Area C and East Jerusalem. In this regard, the programme constitutes a main instrument for strengthening coherency and complementarity among development, humanitarian, and peacebuilding efforts, including through contributing to gender equality objectives across the Humanitarian-Development-Peace (HDP) nexus and within the ongoing alignment process of the UNSDCF and HRP planning cycles. Therefore, *Sawasya III* is well-positioned to reduce UN programmatic fragmentation and represents a unique vehicle for advancing the 2030 Agenda and its SDGs, primarily **SDG 16** (Peaceful and Inclusive Societies) and **SDG 5** (Gender Equality)<sup>23</sup> by promoting the rule of law, equal access to justice, accountable and transparent institutions, and non-discriminatory policies aimed at ending discrimination, violence, and harmful practices against women and children and empowering them. Both SDGs are closely interlinked in the implementation of the 2030 Agenda with gender equality constituting an essential precondition for peace and justice. In parallel, the people-centred approach will put more focus on enabling communities that respect and promote gender equality to take the lead in shaping their own development, and ensuring that their rights, needs, and perspectives are at the forefront of policy making, while working towards eliminating discrimination laws, policies and practices and promoting appropriate legislation (SDG10).<sup>24</sup> Cognizant that the revitalization of the Global Partnership (SDG 17) is crucial to ensure that cutting-edge innovation is accessible to all in a fair manner, knowledge and good opportunities will be further explored under *Sawasya III*.

While building on the acknowledgement of the interconnectivity of the SDGs, *Sawasya III* is also highly cognizant that progress on access to justice, women's rights and child justice is the product of collective work undertaken by a variety of actors. This includes UN Good Offices that *Sawasya III* will engage continuously with on issues of relevance, especially the Office of the UN Special Coordinator for the Middle East Peace Process (UNSCO) to best align the programme with high-level political dialogue and developments. Technical coordination with specialized UN Agencies will also be a primary focus, with emphasis placed on service access for GBV/VAW survivors/victims and behavioural change, particularly within the framework of the Joint UN Women, UN Population Fund (UNFPA) and UN-Habitat and UN Office on Drugs and Crime (UNODC) *Haya* programme: "*Eliminating Violence Against Women in the West Bank and Gaza Strip*." In line with its people-centred approach, *Sawasya III* aims to build upon gains made under *Haya* to systematize access to services tracking for VAW/GBV survivors, elevate women's voices and disseminate good practices. The programme will also capitalize upon knowledge generated on masculinities and male attitudes in order to promote gender-sensitive behaviours and norms in society. *Sawasya III* will also seek to foster synergies with UNFPA with an aim to widen service mobility coverage, both substantively and geographically. Close synergies with PUNOs' programmes will also be cultivated, including the UN Women Shaml programme: "*Enhancing the Protection and Reintegration of Furthest Left Behind Groups of Women and Girls Victims and Survivors of Violence in Palestine*", with a focus on policy-level advocacy for access to essential services by the furthest left behind groups of women and girls victims and survivors of violence. Whenever relevant, expert support from UNODC will also be sought, particularly in the fight against cyberviolence perpetrated against women and children. Synergies will be further forged by *Sawasya III* with the Office of the High Commissioner for Human Rights (OHCHR) to identify priority human rights areas and contribute most efficiently towards the realization of human rights treaties the State of Palestine is a party to. A key forum for coordination will be the regular meetings of the UNSDCF's working groups, particularly the Outcome 3 working group under the joint leadership of UNDP/OHCHR, as well as the Outcome 2 working group, which is co-chaired by UNICEF and the World Health Organization

<sup>21</sup> United Nations Secretary General (2023), *Guidance Note of the Secretary General on Child Rights Mainstreaming*.

<sup>22</sup> The Area Programme Document is not country-based; hence, factoring in the specificities of programming in the Palestinian context, it was not signed by the Government of Palestine.

<sup>23</sup> Specifically, SDG5.1; 5.c, SDG 16.3; 16.6; 16.10; 16.b.

<sup>24</sup> SDG10 strictly refers to target 10.3 and the programme's role in eliminating discrimination laws, policies and practices and promoting appropriate legislation, policies, and action.

(WHO). Coordination with the EU Coordinating Office for Palestinian Police Support (EUPOL COPPS), the Office of the Middle East Quartet, the Italian Agency for Development Cooperation in Jerusalem (AICS) and the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ) will also be fostered within the framework of the Justice Sector Working Group, its sub-thematic groups, as well as the Security Sector Working Group (SSWG) and the Informal Donor Group. This will be in addition to more targeted collaboration in key identified areas, including, but not limited to, judicial professionalization, accountability, gender mainstreaming and gender-responsive policing as well as child justice and court mapping. The identification of areas of collaboration will be ensured on a rolling basis and further streamlined within the annual work plan exercises.

In addition to the signatories to this programme document (Ministry of Justice (MOJ), Ministry of Social Development (MOSD), High Judicial Council (HJC), Attorney's General Office (AGO) and Supreme Judge Department (SJD)), partner CSOs and educational institutions that constitute *Sawasya III*'s primary counterparts, the programme will engage a variety of key governmental partners, including, albeit not limited to, the Prime Minister's Office (PMO), the Palestinian Civil Police (PCP), the Palestinian Judicial Institute (PJI), and the General Personnel Council (GPC). Finally, the renewed emphasis placed on SDG 16 from a people-centred standpoint will make *Sawasya III* seek the further linking of private sector initiatives, particularly within the legal community, in support of sustainable networks.

## **Lessons**

Factoring in concerns emanating from multilateral forums, such as the Ad Hoc Liaison Committee (AHLC) and drawing upon the experiences of other political, development and humanitarian actors, *Sawasya III* acknowledges the progress realized under *Sawasya II* and by other partners in strengthening the capacity of institutions and civil society to deliver justice services, including through coalition building and increased connectivity. As highlighted by the final evaluation, the programme's emphasis on improving the speed and reducing the cost of use of the formal justice system represents highly sensible efforts to address real issues faced by people. Statistics extracted from the *Mizan II* court management system show that this has coincided with an increasing number of people bringing claims into the formal justice system with each passing year. However, in the absence of a functioning legislature and progress on the reconciliation front, legal reform and harmonization efforts have stalled and have impinged upon judicial independence. Compounded by continuous political and financial constraints, this is resulting in numerous gaps that continue to hamper access to justice for many Palestinians who already bear the brunt of a protracted human rights crisis and a transparency, accountability, and democratic deficit, which requires integrated UN interventions.

While the final evaluation of *Sawasya II* stressed the need to maintain a high degree of continuity with the previous phase, *Sawasya III* recognizes that despite the obstacles mentioned above, there lies greater opportunities to further build the foundation for a people-centred culture with respect for the rule of law, fair treatment, the protection of fundamental rights, and the independence of the judicial power at its core, that concretely addresses the bottlenecks faced by Palestinians when seeking justice.<sup>25</sup> The need to promote such culture, based on substantive gender equality, was made more evident during the COVID-19 crisis as highlighted by the Organisation for Economic Co-operation and Development (OECD)<sup>26</sup> and UN Treaty Bodies.<sup>27</sup> It is also in line with the mid-term strategic review concluded in 2020 and the final programmatic evaluation of 2023 as well as ongoing analysis by the *Sawasya* team.

Therefore, the *Sawasya III* programme, taking forward its people-centred approach, acknowledges the need for system-level reform efforts in a manner that enhances the quality of justice services for Palestinians and make institutions more responsive to the needs of at-risk groups, particularly

<sup>25</sup> See OECD (2022), *OECD Framework and Good Practice Principles for People-Centred Justice*, Retrieved from <https://www.oecd.org/publications/oecd-framework-and-good-practice-principles-for-people-centred-justice-cdc3bde7-en.htm>

<sup>26</sup> *Id.*

<sup>27</sup> Committee Against Torture (2022), *Concluding Observations on the Initial Report of the State of Palestine*, CAT/C/PSE/CO/1, Retrieved from <https://www.un.org/unispal/document/committee-against-torture-concluding-observations-on-the-initial-report-of-the-state-of-palestine/>

women and children. It also recognizes the need to more efficiently address resistance to change – particularly in the area of gender justice and child rights, while better empowering civil society to drive change and broadening catalyzing knowledge capabilities.

More specifically, *Sawasya III* acknowledges that:

- **The prioritization of system-level reform cannot solely rest on a legislation-focused approach and requires multi-track efforts that progressively operationalize Palestine's human rights commitments in justice practices (Recommendations 7/8).** During the past programmatic period, the legal harmonization committee pursued its efforts. However, legal harmonization has not been holistic and legislative production has been highly sensitive to obstructive dynamics, while guarantees of judicial independence remain to be fully established. Despite this, access to justice gains were made over the past years, with the development of specialized services for VAW survivors as well as for children in conflict with the law,<sup>28</sup> and steps taken to institutionalize legal aid in front of Ecclesiastical Courts, develop legal aid standards for children and establish a legal incubator that strengthens practical aspects of legal education and contributes to increasing community level support for legal aid. This progress is key to accompanying the professionalization of the judicial corps and the production of more independent outcomes of justice. It took place even as a legal aid law and the FPB are yet to be adopted. Such work also crucially underpins the development of and advocacy efforts for responsive legislation. They closely respond to the needs of Palestinians and concretely increase access to justice, particularly for GBV survivors and children in contact with the law, a need that was reemphasized by the Committee Against Torture<sup>29</sup> and the Committee on Rights of the Child.<sup>30</sup> While support to responsive legislation is central, such efforts need to more closely align with initiatives that operationalize human rights in justice practices and use the experiences of people as the starting point for expanded applications, including in the area of alternative dispute resolution and legal education/professionalization. Therefore, such approach is geared towards restorative justice with a focus on prevention and diversion that build upon the successful implementation of penal and carceral diversionary measures in the area of child justice and the progress made at the institutional level, including by the MOJ.
- **There is a need to pair legislative reform efforts with the promotion of behaviours and norms that promote human rights, gender equality, and equity principles (Recommendation 7):** Legislative reform is a crucial aspect of promoting human rights, gender equality, and equity. However, despite committed efforts made over the past decade to advance legislative reform and legal harmonization, progress has been slow, and results have been modest, particularly on gender justice. The alignment of national legislation with international standards is still pending, while judicial and societal practices that marginalize the most vulnerable, particularly women and girls, persist. Alarmingly, reform attempts on this front have been met with growing opposition in a context where only 33.5 per cent of Palestinians believe that decision-making is inclusive and responsive.<sup>31</sup> If child justice has seen some progress<sup>32</sup>, children are still subjected to critically high rates of violence, which feed into early delinquency patterns and a lack of integration prospects. Therefore, to truly advance on this front, it is essential to improve the state of the debate around women's and children's rights and invest in interventions that empower society and institutions to adopt approaches that address structural barriers to justice, including through good-practice exchanges. This requires a shift from a high-level advocacy approach to one that places equal emphasis on promoting human rights and gender justice in communities and institutions. It includes making greater use of *Mizan II*'s high capabilities to empower citizens with knowledge on their rights or work to develop

<sup>28</sup> The establishment of specialized services was initiated prior to the adoption of the Juvenile Protection Law of 2016.

<sup>29</sup> *Id.* Para 51 (a)

<sup>30</sup> Committee on the Rights of the Child (2020), *Concluding Observations on the Initial Report of the State of Palestine*, CRC/C/PSE/CO/1, Para 59 (d), Retrieved from <https://digitallibrary.un.org/record/3862650?ln=en#record-files-collapse-header>

<sup>31</sup> PCBS, *Online database of SDGs indicators*, Indicator 16.7.2.3. Available at: <https://www.pcbs.gov.ps/SDGs.aspx?pageId=16>

<sup>32</sup> While the CRC has been issued in the Official Gazette, its alignment with national laws still needs further enhancement, particularly in penal laws, cybercrimes law, personal status laws.

alternative dispute resolution mechanisms that are informed by informal justice experiences, as well as seeking human rights adherence beyond the formal justice sector.

- **There is a need for expanded support to CSO coalitions to connect evidence-based analysis to meaningful policy change (Recommendations 6/10/11):** Successful interventions, particularly in relation to court monitoring, have highlighted the important role played by strengthened CSO coalitions in generating evidence on access to justice. As highlighted by the final evaluation, the variety of CSO partners and the different roles they played under *Sawasya II* provided a complex set of opportunities to make linkages and address issues jointly. While this is crucial, more support is needed to leverage such opportunities and connect evidence-based analysis to meaningful policymaking that drive holistic change, not only legally (i.e., legislative, legal and regulatory change) but also operationally (i.e., activation of service provision mechanisms, especially multi-sectoral service provision for children, donor dependency reduction) in a sustainable manner.
- **There is a need to further catalyze *Sawasya*'s role as a knowledge hub (Recommendations 2/3/4/5):** The *Sawasya* vehicle remains a great catalyst for knowledge generation and dissemination, particularly in view of the wealth of data generated by the *Mizan II* court management system and the programme's extensive research capability. This is the case at the technical, political, and organizational levels. While the further integration of actors across the justice chain requires prioritization, there is also a need to align programme learning systems to strengthen their impact, particularly in linking evidence analysis and policy/programmatic initiatives through expanding *Sawasya III*'s knowledge hub capacity, including at the level of the Justice Sector Working Group (JSWG) and through the further systematization of linkages with development actors,<sup>33</sup> political sections and teams, around regular thematic briefs. Therefore, the programme requires a more explicit focus on knowledge governance to strengthen *Sawasya*'s position in this area but also on learning processes, through further building upon existing monitoring and reporting structures. *Sawasya II* has also adopted a good balance of strengthening internal monitoring and oversight capabilities within the agencies, while also supporting external oversight through mechanisms involving CSOs as well as the digitalization of monitoring processes and the development of a planning community of practice, which could be expanded, capitalized upon and result in the dissemination of good practices, including among UN agencies.
- **Strong financial capacity and participatory development approach (Recommendation 9):** The programme's sound financial capacity under *Sawasya* highlights the validity of the fund management arrangements, its risk-based monitoring approach and capacity to mainstream and adapt best joint programming practices.<sup>34</sup> As highlighted by the *Sawasya II*'s evaluation team, this has been underpinned by inter-agency integration and adapted resource allocation to the programme's core team. In addition, the strong participatory approach to developing annual work plans has fostered stakeholder engagement, but there is a need for greater formalization within the programme's structures under the new phase.
- **Coherence of the joint programme approach (Recommendations 1/5/9):** One of the key lessons pointed out in the final evaluation relates to coherence of the joint programme approach, which continues to be a foundation of *Sawasya*'s success. More specifically, the final evaluation points out that many UN joint programmes, unfortunately, are unable to manage interagency competition, thereby often resulting in misalignment of approaches or objectives. The effectiveness of *Sawasya* in minimizing inter-agency competition is enabled by a number of fundamental decisions on approach, which include:
  - Ensuring suitable staffing levels from all three UN agencies
  - Staff co-location: having their staff co-locating in the same office

<sup>33</sup> See page 12 for more information on *Sawasya III*'s intended coordination with other actors.

<sup>34</sup> United Nations Sustainable Development Group (2022), *Guidance Note on a New Generation of Joint Programmes*, Consulted on [19 February 2023], available at <https://unsdg.un.org/resources/guidance-note-new-generation-joint-programmes>.

- Consistent programme leadership and management to provide continuity of vision, fostering a spirit of cooperation and partnership
- Commitment and guidance from the three UN senior management teams to facilitate problem-solving and support higher level political interventions when needed.

The recommendation from the evaluators is that *Sawasya* should be further reviewed by the UN system to identify and validate the factors that have enabled a successful and truly joint approach. The UN should look to standardize such approaches and promote approaches that enable more effective joint programmes.

### Theory of change

Building on the situation analysis (Section 2) and above lessons learned, *Sawasya III* identifies the following **PROBLEM**: Not all Palestinians, particularly women and children, are able to equally access protection, remedies, and reparation within a justice system that offers adequate guarantees for the realization and fulfilment of human rights. The protracted Israeli occupation, a long-drawn out national division, a profoundly fragmented legal environment, social stereotyping, and a protracted human rights crisis and democratic deficit, all affect Palestinians' capacity to access impartial justice within independent institutions. This is compounded by costs and length of proceedings that further create impediments for vulnerable litigants, including revictimization and psychosocial barriers, and who, in the absence of a national system of legal aid, frequently resort to informal justice pathways, which are considered to deliver quicker results. Litigants seeking redress within a formal justice system face additional challenges, as the legal and policy frameworks in place can lead to discrimination and harm, particularly for women, children, and PWDs, in a context of deficient institutional capacity and limited professionalization. Although important strides were made over the past years, the justice system remains characterized by siloed service delivery that often falls short of meeting the needs of Palestinians. These shortcomings also reflect broader discriminatory norms and behaviours rooted in social stereotyping that manufacture and perpetuate the marginalization of vulnerable groups, while breeding a detrimental patriarchal climate of impunity, including in institutions, where the existence of gender-responsive processes of accountability are rarely made available to users and in which women only marginally take part in justice provision.

The below figure describes the theory of change (ToC) that articulates *Sawasya III*'s people-centred and gender-sensitive approach to implementation and its whole-of-justice methodology.<sup>35</sup> It describes the change pathway that starts from the current manifestation of deprivation, in which not everyone can access high-quality services, institutions do not meet the needs of citizens, and where discriminatory attitudes and social stereotyping manufacture the marginalization of vulnerable Palestinians and breeds a climate of impunity, particularly for women and girls survivors of violence, and moves to the desired end goal where "**People in the State of Palestine, especially women and children, have access to justice in a protective, inclusive, and responsive system that promotes, respects and fulfils human rights**".

To achieve the desired state, four critical and interlinked preconditions must be met:

1. People, particularly those at-risk, have improved access to high-quality services relating to their legal, psychosocial, protection, and security needs.
2. People are served by responsive institutions that have strengthened capacity to operate in an effective, efficient, people-centred, and accountable manner.
3. Societal and institutional behaviours and norms that uphold human rights, gender equality, and equity principles are embraced.
4. Women's access to gender responsive and inclusive justice, security and protection services is strengthened.

The ToC pathway that will lead to the scenario described above is:

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<sup>35</sup> See OECD (2021), *OECD Framework and Good Practice Principles for People-Centred Justice*

**IF** the provision of legal and psychosocial services is strengthened, and, **IF** women are able to access improved specialized services that are responsive, survivor centred and prevent revictimization, and, **IF** specialized services for children that are responsive, friendly, and geared towards reintegration are reinforced, and, **IF** e-Justice services that are accessible, people-centred, safe, and user friendly are further developed.

**THEN** people, particularly those at-risk, will have improved access to high-quality services relating to their legal, psychosocial, protection, and security needs.

**AND**

**IF**, legislative, legal, and policy frameworks are adopted and/or revised in line with international standards and best practices, and, **IF** judicial systems and procedures are strengthened in a manner that is inclusive, people centred, delivery oriented, accountable, and provides protection, and, **IF** justice sector and protection actors' capacities are further developed and professionalized, and, **IF** digitalization and digitization are further strengthened to create greater efficiencies in the justice sector, and, **IF** quality of legal education in the State of Palestine is enhanced,

**THEN** people are served by responsive institutions that have strengthened capacity to operate in an effective, efficient, people-centred, and accountable manner.

**AND**

**IF** knowledge and attitudes in society and communities that promote people centred, gender responsive, and protective child friendly behaviours are strengthened, and, **IF** knowledge and attitudes of justice sector actors that foster respect and protection for human rights and gender equality are reinforced, and, **IF** knowledge and best practices exchanges are strengthened, particularly to increase and encourage greater south-south triangulation and cooperation, and, **IF** formal justice mechanisms are developed,

**THEN** societal and institutional behaviours and norms that uphold human rights, gender equality, and equity principles are embraced.

**AND**

**IF**, governmental and non-governmental service providers have improved capacity to deliver gender responsive and accessible services to women victims and survivors of violence, and, **IF** female duty bearer representation within front line and decision-making positions in the justice and security institutions is increased, and, **IF** women's awareness of their rights and means to access justice is increased, and, **IF** stakeholders' capacity to produce, collect and document comprehensive, accessible and gender sensitive data is developed,

**THEN** women's access to gender responsive and inclusive justice, security and protection services is strengthened. If all of these conditions are achieved, then people in the State of Palestine, especially women and children, will have access to justice in a protective, inclusive and responsive system that promotes, respects, and fulfils human rights and gender equality.

See figure below for a visual representation of the ToC assumption No2



This ToC is anchored in the UNSDCF, including its risks (*Palestinian conflict escalates; internal political divide deepens; access restrictions increases; deterioration of PA fiscal and budgetary situation; economic and banking collapse; decline in donor support; new pandemic; climate hazards*) and assumptions (*policies supporting private sector investment; financial support to Palestine; continued progress for economic and governance reforms; political horizon maintained/progress towards political solution*).

In addition, *Sawasya III* has identified a series of risks<sup>36</sup> and assumptions as they specifically relate to the joint programme. The assumptions include:

- The availability of high-quality legal aid and awareness as well as pre – and post – litigation support underpinned by a strong community-led justice culture increases the likelihood of vulnerable people bringing claims into the formal justice system.
- Services that respond to the needs of all, including marginalized people, that are geared towards restorative justice and are underpinned by professionalized service provision incentivize people to use formal justice pathways more.
- Most Palestinians are proficient in and equipped to use digitalized services that increase accessibility for citizens and efficiency and effectiveness for institutions.
- Legislation and policy frameworks that more closely align with international standards will increase impartial and accountable justice delivery and protection for vulnerable groups and guarantees of human rights.
- Behaviours and norms that better promote human rights and gender equality and that showcase Palestinian accumulated judicial expertise abroad have a trickle-down virtuous effect on service provision, policy development, legislative production, and the use of formal justice mechanisms.
- If women hold leadership and decision-making positions within justice institutions that are able to better collect, monitor and analyse evidence, the justice needs of women will be better identified and responded to.
- Institutional and civil society partners are committed to increasing access to justice for all Palestinians if supported through integrated, strategic, and more sustainable partnerships.

#### Specific programme strategies, division of labour, and comparative advantages

The *Sawasya III* programme and its ToC have a solid programmatic foundation, anchored in the UNSDCF, its theory of change (including risks and assumptions), SDGs-country priorities defined in the NPA, NDP, and sectoral strategies as well as the participatory UN organizations (PUNOs) corporate priorities. This joint programmatic approach leverages the strengths of UNDP in deploying its networks and developmental rule of law and human rights expertise, UN Women and its critical gender equality and women's empowerment mandate, and UNICEF in advancing the rights and protection of all children. While all UN components are responsible for gender and child justice mainstreaming,<sup>37</sup> in-house expertise in these areas is essential for developing effective access to justice interventions that leave no one behind.

The work undertaken under the *Sawasya* framework, first established in the Joint UNDP/UN Women *Sawasya I* programme (2014-2018) and expanded in the Joint UNDP/UN Women/UNICEF *Sawasya II*

<sup>36</sup> Risks, which would block the change pathway from occurring in the event of their happening, have been identified separately.

<sup>37</sup> As outlined in the Executive Boards of UNDP/UNFPA, UNICEF, UN Women and WFP (4<sup>th</sup> and 7<sup>th</sup> February 2011) and under the UNSG (2008), *UN Common Approach to Justice for Children*, retrieved from [https://www.unodc.org/pdf/criminal\\_justice/Guidance\\_Note\\_of\\_the\\_SG\\_UN\\_Approach\\_to\\_Justice\\_for\\_Children.pdf](https://www.unodc.org/pdf/criminal_justice/Guidance_Note_of_the_SG_UN_Approach_to_Justice_for_Children.pdf)

programme (2018-2023) has shown the value of UN collaboration in implementing the 2030 Agenda and contributed directly to the UN Development Assistance Frameworks (UNDAFs) and national priorities. By bringing together the strengths of these organizations, the *Sawasya III* programme maximizes the impact of the UN, achieving economies of scale and broadening its reach that ensure the ability to deliver both financially and substantively to meet growing demand for justice, while remaining flexible enough to respond to emerging crises.

In light of the cross-cutting challenges Palestinian right holders face in accessing justice, the causes underpinning these challenges (see *Section 2. Situation Analysis*), and lessons learned from previous programming, *Sawasya III* is structured around four mutually reinforcing outcomes, designed to address the root causes, problems and bottlenecks identified in the situation analysis as outlined in Annex A.

#### **SAWASYA III: PROGRAMME OUTCOMES**

- OUTCOME 1: People, particularly those at-risk, have improved access to high-quality services relating to their legal, psychosocial, protection, and security needs**
- OUTCOME 2: People are served by responsive institutions that have strengthened capacity to operate in an effective, efficient, people-centred, and accountable manner**
- OUTCOME 3: Societal and institutional behaviours and norms that uphold human rights, gender equality, and equity principles are embraced**
- OUTCOME 4: Women's access to gender responsive and inclusive justice, security and protection services is strengthened.**

These four outcomes are underpinned by a coherent ToC (see above) and by strategies that capitalize on previous gains and deploy all-tackling approaches that include; empowering people with knowledge and capacity to navigate justice proceedings; strengthening the quality of comprehensive services; simplifying and digitalizing service provision; stimulating bottom-up driven legal and policy change through human rights operationalization within justice practices; replicating and scaling up restorative justice initiatives developed in the area of child justice with a focus on prevention and diversion; incentivizing change in norms and behaviours that manufacture and perpetuate the marginalization of women and children, including in laws and policies; applying gender transformational and human rights-based approaches across programmatic interventions to holistically promote human rights, women's rights and substantive gender justice and equality at all levels; empowering civil society, including women's human rights actors, to link knowledge production to policy interventions; supporting the organization of sustainability-focused networks that involve the broad legal community; reinforcing knowledge production and stimulating knowledge sharing; strengthening political and expert analysis on key topics throughout programme implementation; reinforcing people-centred capacity-building aimed at professionalization; increasing women's and justice users' representativeness in service provision, particularly victims/survivors of violence.

The whole-of-justice methodology<sup>38</sup> utilized to tackle the problems, root causes and barriers hindering access to justice for vulnerable Palestinian citizens involves the engagement of a wide range of stakeholders, including state actors, civil society, community-based organizations, community leaders and the broad legal community to improve services for the most vulnerable, particularly women and children who face multiple forms of discrimination and violence. Legal issues are viewed holistically, in consideration of their relationship to society and communities. By aligning with the ultimate goal of justice - to satisfy citizens - and prioritizing aspects of prevention and diversion, this methodology aims to increase efficiency, cost-effectiveness, and trust in an independent justice system. Its focus on vulnerable groups serves as a critical measure of progress towards equal access to justice for all. This approach is aimed at reinforcing the social contract and respect for human rights as foundational to the State of Palestine. This is in line with the international community calling for approaches of

<sup>38</sup> See OECD (2022), Op. cit. footnote no. 25.

justice that understand and meet “*the legal and justice needs of all people as they experience them, whether or not they recognize those needs as having a legal dimension; and on generating fair outcomes and opportunities to contribute to the overall health and well-being of society, inclusive growth, and the quality of democratic governance.*”<sup>39</sup>

The implementation of this whole-of-justice programmatic methodology is envisaged through a five-year period and conceived under a Direct Implementation Modality (DIM), with responsibility for implementation and delivery resting primarily with the involved UN entities. While specialized agencies are expected to lead on expertise areas relating to their mandate, *Sawasya III* operates, by default, under an integrated modality that seeks synergies across outcomes, interventions, and activities. With capacity-building and professionalization at its core, the programme will support planned growth, particularly in relation to human rights and gender equality, wherever gaps are assessed and identified to ensure sustainable gains (see *below*). To further guarantee effective implementation, safeguards are in place to micro-assess and monitor the capacities of implementing partners and mitigate the risk of absorption failure. The [\*Harmonized Approach to Cash Transfers\*](#) (HACT) further guarantees the full optimization of resources and a streamlined approach to transfer of funds (see *Section 5. Fund management modalities*).

This focus on vulnerable groups serves as a vital metric for measuring progress towards a more cohesive, democratic, and inclusive society that promotes respect for human rights as foundational to the State of Palestine and its social contract. With this in mind, *Sawasya III* defines its overarching goal as **‘People in the State of Palestine, especially women and children, have access to justice in a protective, inclusive, and responsive system that promotes, respects, and fulfils human rights and gender equality’**.

#### Description of the joint programme expected results

Within this framework, *Sawasya III* most directly contributes to the UNSDCF through its support to improved access to sustainable, inclusive, gender responsive, quality social services and social protection (**UNSDCF - Outcome 2**) and to the promotion of governance institutions, processes, and mechanisms that are more democratic, rights-based, inclusive, and accountable at all levels (**UNSDCF - Outcome 3**). However, it cuts across all aspects of the UNSDCF through its efforts to promote decent lawyering work (UNSDCF - Outcome 1) and promoting higher adaptation to climate change (UNSDCF - Outcome 4).

This fully supports the SDGs-country priorities defined in the NDP, sectoral strategies and UN corporate priorities by focusing on improving coherency between people’s needs and the services they have access to (*Sawasya III* – Outcome 1), strengthening the regulatory, policy and operational capacity of institutions to anticipate and meet such needs (*Sawasya III* – Outcome 2), incentivizing the adoption of human-rights and gender-responsive norms and behaviours (*Sawasya III* – Outcome 3), while strengthening measures to tackle gender-sensitive bottlenecks across justice, security and protection services (*Sawasya III* – Outcome 4).

#### **OUTCOME 1: People, particularly those at-risk, have improved access to high-quality services relating to their legal, psychosocial, protection, and security needs**

Consistent with the theory of change outlined above, Outcome 1 of *Sawasya III* is premised on the principle that ***by strengthening the provision of legal and psychosocial services; by ensuring that women are able to access improved specialized services that are responsive, survivor centred and prevent revictimization; by reinforcing specialized services for children that are responsive, friendly and geared towards reintegration; and developing e-Justice services that are accessible, people-centred, safe, and user friendly; people, particularly***

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<sup>39</sup> See OECD (2022), Op. cit. footnote no. 25.

***those at-risk, will have improved access to high-quality services relating to their legal, psychosocial, protection, and security needs.***

**Outcome 1** of *Sawasya III* aims to address critical barriers to access justice that impede people, especially the most vulnerable, from approaching justice providers. For many, seeking justice services can be discouraging given a lack of trust in the ability of the system to provide them with adequate protection, remedies, or fair treatment. To address these barriers, interventions must focus on improving the ability of Palestinian citizens to assert and enforce their rights, notwithstanding the challenges posed by the Israeli occupation, the territorial fragmentation, and a protracted human rights crisis. This effort is anchored on four mutually reinforcing outputs that seek to empower them with adequate knowledge and capacity (Output 1.1) and pathways, including for women victims/survivors of violence (Output 1.2) and children in contact with the law (Output 1.3), while reducing transactional costs and increasing convenience for citizens whenever possible (Output 1.4).

Output 1.1 will prioritize the enhancement of integrated legal aid, legal awareness, and psycho-social services. When individuals, especially women and children, are preparing to make a claim in the justice system or when they are arrested, they often require specific support to foster their self-esteem and confidence to help them articulate the psychosocial barriers they face. For example, they may feel disempowered when experiencing fear of retaliation for filing for divorce, asserting their right to not self-incriminate or because they have disabilities. The strengthening of integrated provision will particularly focus on the most vulnerable Palestinian communities in Area C, Hebron H2, East Jerusalem, and Gaza, while continuing to seek the operationalization of key institutionalization elements, particularly in front of family courts – both Ecclesiastical/Shari'a courts - or through appropriate and standardized legal aid for children.

Under Output 1.2, work will aim to improve access to specialized services that cater to the needs of and strengthen the agency of women survivors of violence. This output will hence focus on responsive lawyering practices, which can help enhance jurisprudential responses through strategic litigation, including for women's rights defenders. It will also emphasize improving the litigation environment, with interventions to strengthen the gender-responsiveness of the family (Shari'a) prosecution, social services and strengthen the One-Stop-Centre (OSC) model. This model provides a comprehensive range of services, including 24-hour medical care, legal aid, temporary shelter, and police protection, all under one roof. This is critical to building trust in reporting channels for victims and survivors of violence – including those with disabilities, as well as collecting sound evidence that often determine their trajectory within the criminal justice system. Expanding these services is essential for women's ability to access survivor-centered services that prevent revictimization. Therefore, work will also focus on replicating specialization across the criminal justice chain, including through the expansion of the VAW court model, first introduced in Nablus in 2022.

A more responsive justice environment for children is also prioritized under Output 1.3 with a focus on fostering the integration of holistic systems that contribute to effective and child-friendly-services, including through improved reporting and referral channels for child victims and witnesses and special provisions for children in conflict with the law, the operationalization and digitalization of a case management system for child protection. In line with UNICEF's Child Protection Strategy (2021-2025), a comprehensive approach to child justice entails shifted emphasis on prevention, early detection, promotion of alternative measures and care facilities and reintegration/probation as the emergence of at-risk behaviours often closely relate to early exposure to violence in homes, schools as well as in institutional spheres. This will translate into programmatic support to the further establishment of specialized multi-disciplinary child protection services, including family and community-based reintegration services and to a wide range of child protection and social interventions, including primary, secondary, and tertiary preventive activities. Cognizant of the need to move away from approaches that construct children as passive subjects in legal proceedings, a greater focus will be put on ensuring that they are more legally empowered, including the most vulnerable among them,

through enhanced access to friendly and disability-sensitive material for child victims and strengthened child protection social services.

Recognizing the potential of digital transformation to significantly increase the specialization and quality of justice services, focus will be put on improving remote accessibility and informational availability of the *Mizan* court management system under Output 1.4. Building on further integration of the *Mizan* system through its transition into phase III, e-Service development will accelerate and focus on its further linking with e-Government services, the dematerialized payment of fees, fines and deposits, online complaint filing and electronic follow-up of cases across the justice chain.

## **OUTCOME 2: People are served by responsive institutions that have strengthened capacity to operate in an effective, efficient, people-centred, and accountable manner**

Consistent with the theory of change outlined above, Outcome 2 is premised on the principle that ***by ensuring that legislative, legal, and policy frameworks are adopted and/or revised in line with international standards and best practices; by strengthening judicial systems in a manner that is inclusive, people-centred, delivery oriented, accountable and that [provides] protection; by further developing and professionalizing the justice sector and protection actors' capacities and; by enhancing the quality of legal education in the State of Palestine; people will be served by responsive institutions that have strengthened capacity to operate in an effective, efficient, people-centred, and accountable manner.***

**Outcome 2** of *Sawasya III* aims to address critical barriers to access justice, such as legislative, legal and policy frameworks that produce discriminatory outcomes of justice, siloed justice service provision and a nascent professionalization capacity that do not relate to the tailored needs of people. To address these barriers, interventions must focus on empowering duty-bearers to provide more adapted and tailored services. This effort is anchored in five mutually reinforcing outputs that seek to remove legislative, legal, and policy obstacles to the realization of human rights (Output 2.1) and strengthen judicial systems and procedures that contribute to realizing them (Output 2.2), including through professionalization (Output 2.3), judicial integration (Output 2.4) and quality legal education (Output 2.5).

Under Output 2.1, *Sawasya III* will provide support to legislative, legal and policy reform efforts, with a priority of focus on legal aid, the FPB, Family Laws, the Penal Code, the Police Law, and Criminal Procedures Law and the Civil, Commercial Procedures Law, Labour Law, as well as alternative dispute resolution (both civil and criminal). This multi-faceted approach seeks to revitalize harmonization efforts, with an emphasis on the prevention of torture and arbitrary detention, including for women victims/survivors of violence. It will also focus on early representation/intervention, the treatment of women and children victims/survivors of sexual offences and accused of moral misconduct, while targeting accelerated digitalization of legal proceedings and improved accountability frameworks that contribute to a more independent justice. This will be accomplished by the strengthening of CSO-led coalitions and strategic institutional partnerships that most directly contribute to advancing responsive legislation, while leveraging policy changes in implementation of the recommendations formulated by the Committee Against Torture<sup>40</sup> and the Committee on Rights of the Child.<sup>41</sup> To further strengthen this work, the programme will support conducting regular costing assessments in relation to introduced or envisaged change and the development of joint communication and advocacy strategies.

Under Output 2.2, *Sawasya III* will support a wide range of interventions aimed at strengthening judicial systems and procedures in a manner that is inclusive, people centred, delivery oriented,

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<sup>40</sup> *Id.* Para 51 (a)

<sup>41</sup> Committee on the Rights of the Child (2020), *Concluding Observations on the Initial Report of the State of Palestine*, CRC/C/PSE/CO/1, Para 59 (d), retrieved from <https://digitallibrary.un.org/record/3862650?ln=en#record-files-collapse-header>

accountable, and [provides] protection. This will include support to the development of people-oriented gender responsive judicial inspection mechanisms, through continuous capacity building as well as seeking synergies between inspection, planning stakeholders in justice institutions and CSOs to operationalize court monitoring recommendations, particularly for women and children. This will be complemented by interventions that seek to enhance the predictability of justice outcomes, through increasing the mobility of duty-bearers, fostering digital integration among all notification/enforcement stakeholders and enhancing physical accessibility, including for PWDs. A strong focus will also be put on supporting technical offices in building jurisprudential consistency, through increasing the use of *Mizan*-generated data and the identification of crimes affecting the most vulnerable categories, including environmental crimes. Strengthening the role of technical offices will also emphasize building linkages and synergies with local prosecution offices and courts. Under *Sawasya III*, support will continue to be provided for the strengthening and expansion of the court monitoring model to family (Shari'a) and administrative courts. It will also pursue the development of robust evidence-based planning and M&E processes, with SDG integration at their core, through digitalization and community of practice. In line with this, work will support actionable accountable mechanisms, through support to child-friendly and gender responsive complaint systems and the expansion of the prison monitoring model to all places of detention, including using digitalization. The development of protocols to protect human rights defenders and activists linked to procedural safeguards will also be prioritized. Increasing service integration across the justice sector will also be supported, with a focus on justice and social systems for child protection services and referrals using digitalization.

Under Output 2.3, *Sawasya III* will seek to further develop and professionalize the capacities of an independent justice sector and protection actors using a three-pronged approach. In close collaboration with key stakeholders, it will consist of increasing programmatic support to the PJI to become the main platform for the recruitment and advancement of judges. This will include support to the PJI's policy-making role, the development of a diploma programme and continuous training programme, including training related to justice for children and women's rights as part of curricula, but also the development of a comprehensive e-Learning management system that links training with promotion systems and continuously expand its offer. In parallel, support will focus on the development of certifying, practice-oriented and multidisciplinary training in partnership with specialized educational institutions, with a focus on children's rights – including those with disabilities, national case management and referral systems for child protection and gender responsive and inclusive services to women and children victims and survivors of violence (including online violence). Finally, an increased focus will be put on developing cross-cutting communities of practice, building on the Planning and Project Management Unit (PPMU) model supported during the previous programmatic phase, with a thematic prioritization of human rights and legal harmonization and a focus on gender units, human rights units, and legal advisors.

Under Output 2.4, *Sawasya III*'s interventions will focus on harnessing Palestine's digital transformation potential to foster judicial integration. This will include the broad digitization of justice records and will accompany the digitalization of justice proceedings that will help build additional linkages between social and protection actors, including for cases involving children and women victims/survivors of violence.

Finally, under Output 2.5, *Sawasya III* will seek to support the diversification and the mainstreaming of whole-of justice approaches into law school curricula. This will include further institutionalization of the child protection diploma and the development of human rights courses – including e-Course, the expansion and linking of gender-sensitive clinical programmes across universities as well as targeted support to vulnerable students for continued education/bar placement. The prioritization of support will also focus on the development and expansion of the legal incubator model in Gaza and the West Bank, and on building synergies with the broader lawyering community to further operationalize institutionalized legal aid.

### **OUTCOME 3: Societal and institutional behaviours and norms that uphold human rights, gender equality, and equity principles are embraced**

Consistent with the theory of change outlined above, Outcome 3 is premised on the principle that ***by strengthening knowledge and attitudes in society and communities that promote people-centred, gender-responsive, and protective child friendly behaviours; by reinforcing knowledge and attitudes of justice actors that foster respect and protection for human rights and gender equality; by strengthening knowledge and good-practice exchanges; by further developing formal justice mechanisms; societal and institutional behaviours and norms that uphold human rights, gender equality, and equity principles will be embraced.***

**Outcome 3** of *Sawasya III* aims to address critical barriers to access justice that lie in discriminatory norms and behaviours and are rooted in social stereotyping that manufacture and perpetuate the marginalization of vulnerable groups. This effort is anchored in four mutually reinforcing outputs that seek to challenge the processes by which the vulnerable are marginalized through strengthening positive knowledge and attitudes in society/communities (Output 3.1) and among justice actors (Output 3.2), leveraging good regional practices (Output 3.3) and creating incentives for the utilization of formal justice systems that are accessible and understandable to the most vulnerable (Output 3.4).

Under Output 3.1, *Sawasya III* will provide support to evidence-based knowledge that identifies geographical differences and customized approaches and focus on masculinities and male attitudes towards women's rights and gender justice. Based on this, *Sawasya III* will support the promotion of change at the societal level through educational material revision and nation-wide campaigns against violence. The programme will also support the promotion of change at the local level, with a focus on positive forms of discipline for children, incentivizing the utilization of specialized services, peer-group work on positive masculinities, community-based mobilization on women's rights and the fight against harmful practices and detrimental patriarchy through innovative collaboration with the educational community.

Under Output 3.2, *Sawasya III* will also provide support to evidence-based knowledge with a focus on perceptions of vulnerable groups by justice providers. Based on this, *Sawasya III* will support the development of gender-positive masculinity and child-friendly approaches in service provision. It will specifically focus on violence against children (VAC) and VAW prevention strategies, but also on further empowering female justice providers and agents of change across service provision, including through the strengthening of and expansion of existing platforms. Programmatic support will also emphasize the need for child and gender sensitive attitudes among justice sector actors and awareness raising on rehabilitative responses of justice that mainstream gender and human rights, particularly for women in conflict with the law and children affected by violence.

Under Output 3.3, *Sawasya III* will provide support to exchanges particularly focused on e-Justice and court management systems. An emphasis will also be placed on knowledge transfer and peer-exchange opportunities with countries of similar cultural background that have the potential to advance women's rights and child justice.

Finally, under Output 3.4, *Sawasya III* will focus on informal justice success stories with high replication potential into alternative dispute resolution solutions across the civil and criminal fields.<sup>42</sup> It will also focus on alternatives to detention and underpin the establishment of a dedicated taskforce and a strengthened partnership with civil society for awareness-raising and training of public and key actors.

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<sup>42</sup> The programme acknowledges the important gaps that informal justice provision entails, particularly in terms of child protection and women's rights.

## **OUTCOME 4: Women's access to gender responsive and inclusive justice, security and protection services is strengthened**

Consistent with the theory of change outlined above, Outcome 4 is premised on the principle that ***by improving the capacity of governmental and non-governmental service providers to deliver gender-responsive and accessible services to women victims and survivors of violence; by increasing female duty bearer representation within front line and decision-making positions in the justice and security institutions; by increasing women's awareness on their rights and means to access justice and; by developing stakeholders' capacity to produce, collect and document comprehensive, accessible and gender-sensitive data; women's access to gender responsive and inclusive justice, security and protection services will be strengthened.***

**Outcome 4** of *Sawasya III* aims to address critical barriers to access justice, particularly the detrimental patriarchal climate of impunity that surrounds women who are victims and survivors of violence and justice delivery. The lack of female decision-makers and service providers and understanding of women's justice needs further compounds these barriers. This effort is anchored in four mutually reinforcing outputs that seek to make access to services safer for women (Output 4.1), increase women's representativeness in justice provision (Output 4.2), provide a tailored range of understandable legal information and a space where survivors can synergize on efficient justice strategies (Output 4.3) and develop the capacity of stakeholders to document women's experiences (Output 4.4).

Under Output 4.1, *Sawasya III* will support governmental and non-governmental service providers to enhance referral coordination and make facilities safer, particularly for women victims and survivors of violence. In line with this, support will be provided to the establishment of remote and mobile services, for women victims/survivors of violence, particularly in marginalized areas (Area C, Bedouin communities, Hebron H2).

Based on a preliminary assessment on the level of representation of women as front liners and decision makers, *Sawasya III* will support, under Output 4.2, the adoption of a sectoral gender strategy and the development of an association/network for women judges and female police officers with a focus on mentoring, lobbying and advocacy, while strengthening leadership's capacity to mainstream women's experiences in justice work.

Under Output 4.3, *Sawasya III* will support targeted awareness support, informed by women's experiences and levels of knowledge on available services, the challenges they face in accessing them and the coping strategies they have developed. Based on this, work will focus on supporting stakeholders to improve procedures and on women's capacity to advocate for their rights, through peer-to-peer interventions where women survivors of violence can synergize together as well as tailored nation-wide campaigns.

Under Output 4.4, *Sawasya III* will support stakeholders in producing, collecting, and documenting women's experiences with the justice and protection actors, whether as victims or offenders. This will include strengthening their M&E capacity from a gender-justice perspective and to develop gender responsive plans, reports, and evidence-based policy documents, including through the Violence Against Women Observatory.

### **Sustainability plan and exit strategy**

*Sawasya III* acknowledges that the prerequisites for sustainable development are still lacking in the context of a persistent Israeli occupation, national division, and fragmented legal framework (as outlined in *Section 2. Situation Analysis*). The State of Palestine faces significant barriers to sustainability in the form of limited access to political, economic, monetary, and geographic levers,

with ongoing limitations to democratic processes and an inflation of legislation that has weakened the institutional edifice and its independence.

Despite these challenges, *Sawasya III* aims to tackle the issue of sustainability through a people-centred sustainability plan that focuses on community sustainability, financial sustainability and institutional sustainability and involve institutional as well as non-institutional actors. This plan is based on the UNSDCF and its alignment with national priorities as well as emphasis on the development of national capacity. It contains the following elements:

- **Community and institutional sustainability through elevated focus on prevention, diversion, and accountability:** One of the sustainability issues faced in ensuring long-term access to justice for all Palestinians is the lack of guarantee of state funds' availability for the continuation of services supported by development partners. Cognizant of this, *Sawasya III* will prioritize accessibility to services for those in need, and will enhance triage, referral, and prevention mechanisms, and further pursue the integration of accountability processes into the work of service providers. Building upon the progress made under *Sawasya II*, these mechanisms will be made more efficient and cost-effective, with an eye on the vulnerabilities exposed by the COVID-19 pandemic. Informal justice remains an integral part of daily justice for the people of Palestine, and *Sawasya III* will place renewed emphasis on alternative forms of dispute resolution that can mirror existing systems, expanding such efforts to include criminal law. To do so, work will be invested to rethink procedural laws and principles from a users' perspective, which may be informed by successful informal justice interventions. Pathways for more restorative outcomes of justice, which still prevent impunity, will be favoured. Additionally, *Sawasya III* will continue to support accountability pathways, but in a more impact-focused way, building upon the advancements made in judicial and prosecutorial inspection, court monitoring, and prison monitoring among others, while further developing institutional capacities in these areas. Example of interventions: support to evidence-based knowledge; support to strategic litigation; support to the digitalization of the case management system for child victims and children at-risk; support to the National Referral Guidelines for Child Protection; support to life-skills training for children; support to the National Referral System for Women Victims of Violence; development of online/mobile services for women victims and survivors of violence; support to alternative dispute resolution mechanisms in the civil and criminal fields, including alternatives to detention for all and other diversionary measures and awareness raising/training on informal and alternative dispute resolution (ADR) mechanisms.
- **Community, financial and institutional sustainability through the incremental and multi-track operationalization of human rights standards:** One of the sustainability issues faced in ensuring long-term access to justice for all Palestinians is guaranteeing their ability to realize their rights within compelling frameworks. Cognizant of this, the operationalization of human rights standards is crucial in the current context where the legislature is not functioning, and the rule of law framework has, as a result, been weakened. Despite advocacy efforts to pin legislative reform on the agenda of duty bearers, little progress has been made in the implementation of human rights treaties that the State of Palestine is a party to. A whole-of-justice methodology is needed to identify and explore pockets of incremental institutionalization and operationalization of human rights standards. This should go beyond traditional justice actors and include all relevant ones. For example, legal aid can be incrementally operationalized through coherent sustainable mechanisms and reinvestment by the broad legal community, with links across the board aimed at building a culture of access to justice. Additionally, the deepening and anchoring of specialized and targeted services beyond primary service provision is expected to create lasting access to justice gains and support legislative progress. Example of interventions: support to targeted legislative/policy reform efforts; support to the operationalization of institutionalized legal aid, with a focus on self-sustainable financing mechanisms (e.g., notary bonds, etc).

- **Community and financial sustainability through the development of sustainability-focused networks:** One of the sustainability issues faced in ensuring long-term access to justice for all Palestinians is ensuring that state structures maintain high-quality services beyond initial donor support. While *Sawasya II* has contributed to significant progress in enhancing the capacity of institutional actors to provide quality justice services and collaborate for improved justice provision, this key progress has not however yet amounted to a whole-of-justice service provision, and more work is needed to connect different providers of legal aid, awareness, and dispute resolution services and link with other sectors, such as health, social welfare, and employment. Cognizant of this, sustainability-focused networks need to be activated to not only respond to such people-centred needs, but also to integrate and diversify resources that reduce donor dependency. This could be piloted with networks promoting a legal aid culture and expanded to Palestinian universities, legal incubators, and legal practitioners who have received clinical training among others and be designed as both a 'learning by doing' and a primary advocacy platform for institutionalized legal aid. If successful, this approach could be deployed across other areas where important access to justice bottlenecks remain. Example of interventions: support to the establishment of legal aid and awareness networks with a focus on self-sustainability (e.g., development of linkages with legal incubators' beneficiaries, involvement of the private legal community).
- **Institutional sustainability through strengthening deep learning:** One of the sustainability issues faced in ensuring long-term access to justice for all Palestinians is to retain, transfer and expand knowledge among service providers and policy makers. The *Sawasya* programme is largely viewed as a knowledge hub in the rule of law sector through its expanded capacity to centralize, cross reference and link evidence together. As such, it offers opportunities for appropriating deep learning internally and externally with a large audience. Many of these opportunities have been created through the *Mizan* court management system, which not only transformed justice habits, but is generating, on a rolling basis, a wealth of data. Complemented by high-quality qualitative information, sustainability gains can be made by establishing linkages between knowledge and strategic input and managerial decisions. Externally, training and capacity building interventions focused more explicitly on professionalization and deep learning, ideally through community of practices, integrated judicial corps and increased gender representativeness, will be key to sustained action. The strengthening of deep learning also entails journeying outside of Palestine to learn from similar contexts and utilizing the Palestinian expertise through structured knowledge and good-practice exchanges. Example of interventions: support to the predictability of justice outcomes; support to increased service integration across the justice chain; support the role of the PJI as the main vehicle for the recruitment and promotion of judges.
- **Community, financial and institutional sustainability through cohesiveness, self-reliance, and ownership:** One of the sustainability strengths in ensuring long-term access to justice for all Palestinians is the transformative resilience of Palestinian communities, particularly re-emphasized during the COVID-19 crisis. In furtherance of cohesiveness, self-reliance, and ownership, efforts will continue to focus and capitalize on strengthening resilience management into the work of partners, using key enablers such as scalable digital solutions and survivors-centred interventions. The whole-of-justice methodology adopted by *Sawasya III* relies on multi-stakeholder engagement and closely relates to the above-mentioned elements of sustainability, particularly as massive state-building constraints tend to translate into declining prospects for long-term access to justice. Example of interventions: support to judicial integration in line with existing referral systems.

As part of the exit strategy, the Joint Programme Steering Committee (SC) and team will remain operational for a minimum of three months after operational closure of the joint programme to offer advice, and support transition efforts and capacity development. The joint programme team will consider the use of UN Volunteers to carry-out sustainability and transition arrangements.

## 4. Steering and management arrangements

The governance, management, and coordination arrangements of *Sawasya III* draw extensively on the successful streamlined practices established under *Sawasya II*, both formally and informally. In addition, these arrangements incorporate standard global best practices for joint programming to ensure effectiveness and efficiency.<sup>43</sup> While comprehensive in nature, the structures outlined in this joint programme document do not replace the organization-specific arrangements that may be required by the PUNOs and their respective internal policies. Modalities regarding fund management arrangements can be found in Section 5 of this programme document.

### Programme governance

A Joint Programme Steering Committee will be established in accordance with the terms of reference attached to this programme document as Annex B. The Steering Committee,<sup>44</sup> which will be chaired by the UN Resident Coordinator, continues to represent the main governance entity of the joint programme, responsible for guiding the overall strategic direction of the programme, reviewing implementation progress and results, and endorsing annual work plans. The Steering Committee will be convened annually, and will include the programme's main national stakeholders, the participating UN entities, and development partners.

### Programme management

Under the supervision of the three UN implementing entities of the joint programme, the Joint Programme Manager will be responsible for the overall management of *Sawasya III*, based on streamlined procedures established under *Sawasya II*. This includes ensuring that the programme delivers the expected results outlined in the programme document and annual work plans, as well as producing joint narrative and financial reports to account for the allocation of resources and achieved results.

To support the Joint Programme Manager, a Joint Programme Management Team will be established, which will include 'second-tier' programme management composed of heads of components from the three UN implementing entities. This team will oversee the day-to-day management of agency-specific teams. Heads of components will report directly to the Joint Programme Manager and have a secondary reporting line to their respective UN organizations.

The Joint Programme Manager will be further supported by a Joint Secretariat. Based on lessons learned from *Sawasya II*, the Joint Secretariat will provide evidence-based advisory capacity on key aspects of programme implementation in addition to common support functions.

In terms of staffing levels, emphasis will be placed on consistency with previous phases to maintain efficiency as highlighted by the final evaluation.

### Internal management and coordination

To enhance effective interagency cooperation and ensure successful programme implementation, the Representatives of the participating UN entities will convene as an agency coordination committee, meeting bi-monthly with the Joint Programme Manager. Additionally, and based on informal management practices established under *Sawasya II*, the Joint Secretariat will hold weekly meetings to discuss matters requiring common strategizing and falling under the purview of the Joint Programme Manager.

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<sup>43</sup> See United Nations Sustainable Development Group (2022), *Guidance Note on a New Generation of Joint Programmes*.

<sup>44</sup> Also referred as Programme Board.

To account for geographical fragmentation, *Sawasya III*'s management arrangements will take into consideration the physical location of programme capacities. The programme will prioritize in-country physical exchanges and leverage digital communication channels to ensure programmatic coherency. This approach aims to foster collaboration and overcome the challenges presented by geographical fragmentation.

### **External coordination**

*Sawasya III* will continue to ensure close coordination and cooperation with the various international assistance providers (bilateral and multilateral) working in the areas of rule of law, gender justice, child justice and human rights. Annual work plans will be developed in a participatory manner from the inception phase, and Memorandums of Understanding will be established to support coordination and collaboration with other stakeholders invested in concerned areas. The programme will remain actively engaged in the Justice Sector Working Group and the Security Sector Working Group, as well as with the Protection Cluster, including the Legal Task Force and GBV sub-cluster, the UNSDCF's results groups, and the broader UNCT. Furthermore, briefs to political sections and teams, around thematic areas of concern, will be organized at least bi-annually by the *Sawasya* team.

### **Development partner coordination**

The Standard Administrative Arrangement sets out the legal framework governing the formal relationship between bilateral development partners and the participating UN entities of the joint programme administering the contribution. As per programmatic practice, the policy discussions will continue to catalyse collective engagement between the joint programme and its development partners, without prejudice to the provisions stipulated in the respective Standard Administrative Arrangements. Therefore, under the leadership of the Joint Programme Manager, *Sawasya III* will convene policy discussions meetings at least six times a year. This approach aims to facilitate collaboration and dialogue among donors and the joint programme, promoting effective implementation of the programme's objectives.

## **5. Fund management modalities**

As per prior programmatic phases, the *Sawasya III* joint programme uses a pass-through fund management modality where the UNDP Multi-Partner Trust Fund Office (MPTFO) will act as the Administrative Agent (AA) under which the funds will be channelled for the programme through the AA. Each participating UN organization receiving funds through the pass-through will sign a standardized Memorandum of Understanding with the AA.

The AA will:

- Establish a separate ledger account under its financial regulations and rules for the receipt and administration of the funds received from the development partners pursuant to the Standard Administrative Arrangements. This joint programme account will be administered by the AA in accordance with the regulations, rules, directives, and procedures applicable to it, including those relating to interest.
- Make disbursements to participating UN organizations from the joint programme account based on instructions from the Steering Committee, in line with the budget set forth in the joint programme document.

The participating UN organizations will:

- Assume full programmatic and financial responsibility and accountability for the funds disbursed by the AA.

- Establish a separate ledger account for the receipt and administration of the funds disbursed to it by the AA.
- Each UN organization is entitled to deduct their indirect costs on contributions received according to their own regulation and rules, taking into account the size and complexity of the programme. Each UN organisation will deduct 7 per cent as overhead costs of the total allocation received for the agency.

The MPTFO will charge an administrative agent fee of 1 per cent of the total contributions made to the joint programme.

UNDP/PAPP, as 'lead agency' will consolidate narrative reports provided by the PUNO. As per the MoU:

- Annual narrative progress report and the final narrative report, to be provided no later than four months (30 April) after the end of the calendar year to the MPTFO, upon specific yearly coordination with MPTFO.<sup>45</sup>

The MPTFO will:

- Prepare consolidated narrative and financial progress reports, based on the consolidated narrative report prepared by the lead agency and the financial statements/reports submitted by each of the participating UN organizations in accordance with the timetable established in the Memorandum of Understanding.
- Provide those consolidated reports to each development partner that has contributed to the joint programme account, as well as the Steering Committee, in accordance with the timetable established in the Administrative Arrangement.
- Provide the donors, Steering Committee, and PUNO with:
- Certified annual financial statement ("Source and Use of Funds" as defined by UNDG guidelines) to be provided no later than five months (31 May) after the end of the calendar year.
- Certified final financial statement ("Source and Use of Funds") to be provided no later than seven months (31 July) of the year following the financial closing of the joint programme.

**Budget preparation:** The Joint Programme Manager will prepare an aggregated/consolidated budget, showing the budget components of each participating UN organization.

**Accounting:** Each UN organization will account for the income received to fund its programme components in accordance with its financial regulations and rules.

#### **Administrative fees and indirect costs:**

- AA: The AA (UNDP) shall be entitled to allocate 1 per cent of the amount contributed by the development partner, for its costs of performing the AA's functions.
- Participating UN organizations: Each UN organization participating in the joint programme will recover indirect costs in accordance with its financial regulations and rules and as documented in the Memorandum of Understanding signed with the AA.

**Interest on funds:** Interest will be administered in accordance with the financial regulations and rules of each UN organization and as documented in the Standard Administrative Arrangement signed with the development partner.

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<sup>45</sup> While joint programmes, generally submit progress narrative reports by 31 March, *Sawasya* in yearly coordination with MPTFO is due submission by 30 April.

**Balance of funds:** The disposition of any balance of funds remaining at the end of programme implementation will be in accordance with the agreements between the participating UN organizations and the implementing partners as well as development partners where applicable.

**Audit:** The AA and participating UN organizations will be audited in accordance with their own Financial Regulations and Rules and, in case of multi-donor trust funds, in accordance with the Framework for Joint Internal Audits of United Nations Joint Activities, which has been agreed to by the Internal Audit Services and endorsed by the United Nations Development Group in September 2014.

### **Transfer of cash to national implementing partners**

Prior to programme implementation, an agreement will be reached regarding the transfer of cash to national implementing partners. This will include determining the appropriate cash transfer modalities, disbursement size and frequency, and the scope and frequency of monitoring, reporting, assurance, and audit. The capacity of implementing partners will be taken into consideration during these discussions. These arrangements may be adjusted as necessary during the course of the programme, in compliance with applicable policies, processes, and procedures of the participating UN organizations.

All partner agreements will include programmatic and financial monitoring in compliance with the HACT.<sup>46</sup> The following PUNOs apply HACT: UNDP, UN Women and UNICEF. All cash transfers to an implementing partner are based on the joint programme work plan, in accordance with the agreed arrangements in the Legal Annex of the approved UNSDCF and/or arrangements in the respective country programme documents of PUNOs.

## **6. Monitoring, learning, and reporting**

Drawing upon best practices and lessons learned from *Sawasya II*, a joint Monitoring and Evaluation (M&E) Framework has been developed (see Annex A). These indicators have been carefully selected for their ability to track key changes envisaged by the programme. A combination of qualitative and quantitative indicators, they provide evidence against the ToC that underscores the programme, as described in *Section 3. Strategy*. At the impact and outcome level, indicators have been fully aligned with the SDGs, UNSCDF, NDP as well as corporate frameworks. In addition to joint programme indicators, PUNOs will develop activity or project level performance indicators as part of more regular monitoring against the annual work plan throughout the year.

### **Monitoring and learning by the joint programme team**

This is done under the coordination and programmatic leadership of the lead PUNO, and includes data collection, reviews or studies, and joint field visits. In terms of knowledge management and given the breadth of the programme and its ability to generate a wealth of data, it is necessary to establish effective knowledge governance processes to strengthen *Sawasya*'s position as a knowledge hub within the justice sector and beyond. To achieve this, it will be important to develop separate and robust knowledge processes for the management of data generated through the *Mizan* system. Additionally, cross-cutting internal focus policy groups should be established on priority themes of the programme, such as gender justice and enforcement, to facilitate effective knowledge sharing and management. In terms of quality control, the frequency of monitoring visits and financial spot checks will be based on a micro assessment of each partner, with financial spot checks conducted in line with HACT and Funding Authorization and Certificate of Expenditure (FACE) requirements. The results of monitoring visits will determine the level of technical/administrative engagement required from PUNO to ensure optimal project achievement. The main implementers will participate in formal bi-annual

<sup>46</sup> UNDP, UNICEF, and UN Women will be responsible for submitting the progress reports (narrative and financial) as well as the final report at the end of the project period.

reviews. The frequency of monitoring visits and financial spot checks will be based on a micro assessment of each partner. Financial spot checks will also be conducted in line with HACT and FACE requirements.<sup>47</sup> The Implementing Partners will accommodate monitoring visits of UN agencies and development partners, as necessary for programme monitoring. Furthermore, the implementing partners will establish and maintain a system for monitoring progress of the implementation of their specific programme document using the defined results, including outcomes, outputs, indicators, and targets set out in the logical framework. Updates on indicators will be submitted through quarterly reports to the PUNO, with emphasis placed on facilitating digital reporting.

## **Reporting and communications**

Reporting on programme implementation will follow the guidelines as set forth by the MPTFO, and as stipulated in the Standard Administrative Arrangements.

An annual report on the joint programme will be prepared that will present analysis of progress and results against indicator targets, and analysis of challenges, lessons learned, and risks. Produced by the Joint Programme Secretariat with inputs from the PUNOs, it will reflect progress and achievements of the three implementing agencies in an integrated manner. In addition, the programme will produce regular updates on progress for dissemination to stakeholders, and/or as required by development partners.

External communication about the joint programme will be joint, harmonized and streamlined through Sawasya's communication guidelines.

## **Annual progress reviews**

Building on *Sawasya II*'s lessons learned, *Sawasya III* will strengthen its review system with:

- Report against results framework indicators and participatory review of the ToC: A review will occur annually and will serve as the basis for reporting to development partners and other stakeholders. The Joint Secretariat M&E and research/reporting functions will be responsible for this process, including coordinating data collection and progress tracking against the established targets. The team will receive support from the joint programme staff of the participating UN entities. Following the production of annual report, a joint programme dialogue will be organized during which the programme's ToC and will be revised as necessary.
- Monitoring of progress on annual work plan implementation: This involves a more detailed tracking of progress at the activity level, and individual agencies will be responsible for drawing on their corporate M&E systems as they deem appropriate. However, the Joint Secretariat M&E will conduct joint regular reviews to ensure continued cross-agency coordination and coherence between the various interrelated implementation frameworks.

## **7. Evaluation**

- Mid-term evaluation: After two years of implementing *Sawasya III* (during the third year of implementation), a comprehensive mid-term evaluation will be carried out by an independent party to assess the progress made towards the planned objectives. The evaluation will provide recommendations for adjustments to the programme's strategy and implementation and inform, where necessary, the review of programmatic strategies and planning of the second

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<sup>47</sup> The result framework for this programme is reflected in the attached logical framework. This includes the main indicators used to measure progress against the four planned outcomes. The means of verification will inform monitoring and reporting for this programme.

half of the programme. Progress made in implementing the recommendations will be reported to all stakeholders, including development partners.

- Final evaluation: Additionally, a final impact evaluation will be conducted no later than three months before the completion of the programme to assess its overall impact.

## Annex A: Integrated results framework and work plan

Joint programme: Integrated results framework, work plan and budget	
Years: 2023-2028	
<b>National Development Plan 2021-2023:</b>	
Pillar 1: Path to independence	
National priority 1.2: Ending the divide and achieving national unity	
National policy 1.2.1: One land; one people	
National policy 1.2.2: Upholding democratic principles	
National priority 1.3: Strengthening Palestine's international status	
National policy 1.3.1: Broadening Palestine's international participation	
National policy 1.3.2: Expanding Palestine's bilateral relations	
Pillar 2: Excellent public service provision	
National priority 2.1: Citizen-centred government	
National policy 2.1.1: Improving services to citizens	
National priority 2.2: Effective government	
National policy 2.2.1: Strengthening integrity, accountability, transparency, and fight against corruption	
National policy 2.2.2: Strengthening the efficiency of public institutions	
Pillar 3: Sustainable Development	
National Priority 3.1 Economic disengagement from the occupation and cluster development	
National policy 3.1.2: Creating decent job opportunities for all	
National Priority 3.2: Social justice and rule of law	
National policy 3.1.2: Strengthening social protection	
National policy 3.1.3: Improving access to justice	
National policy 3.1.4: Gender equality and women's empowerment	
National Priority 3.5: Resilient communities	
National policy 3.5.1: Ensuring community security, public safety, and the rule of law	
<b>Justice Sector Strategy (2017-2023):</b> Objective (1): Justice sector capable of ensuring fair trial effectively and efficiently; Objective (2): Capacities, regulatory, and institutional structures of the Justice sector institutions are consistent and complementary to each other.	
Policy 1: Enhancing and enforcing the legislations regulating human rights	
Policy 2: Ensuring integrity and independence of the judicial system	
Policy 3: Ensuring effective judicial system and enhancing enforcement of judicial rulings	
Policy 4: Fair access to justice services and integral provision of these services, mainly for women and juveniles	
Policy 5: Enhancing institutional and organizational structures of the justice sector	
<b>SDG 16:</b> Promote peaceful and inclusive societies for sustainable development, provision of access to justice for all, and the realisation of effective, accountable and inclusive institutions at all levels	
<b>SDG 5:</b> Achieve gender equality and empowerment for women and girls	

**UNSCDF (2023-2025):** Outcome 2: Palestinians, including the most vulnerable, have equal access to sustainable, inclusive, gender responsive and quality social services, social protection, and affordable utilities; Outcome 3: Palestinian governance institutions, processes, and mechanisms at all levels are more democratic, rights-based, inclusive, and accountable.

**SAWASYA III OVERALL GOAL:** People in the State of Palestine, especially women and children, have access to justice in a protective, inclusive and responsive system that promotes, respects, and fulfils human rights and gender equality

**Outcome 1: People, particularly those at-risk, have improved access to high-quality specialized services relating to their legal, psychosocial, protection, and security needs**

<b>Outcome indicator</b>	<b>Baseline</b>	<b>Target</b>	<b>MOV</b>							
<b>Indicator 1.1:</b> Number of individuals who accessed legal aid and psychosocial services supported by the programme. <i>Disaggregated by sex, age, geographical area, type of jurisdiction (Palestinian/Israeli) and service.</i>	2023:  Legal aid = XXX Psychosocial services = XXX	Increase of 1 percentage point (yearly)	<ul style="list-style-type: none"> <li>• Online follow up of field work</li> <li>• Bilateral meetings</li> <li>• Statistical tests of raw data</li> <li>• Attending training sessions of field workers</li> </ul>							
<b>Indicator 1.2:</b> Percentage of beneficiaries who reported that their problem was resolved through the services received. <i>Disaggregated by sex, age, geographical area, and type of service and Palestinian/Israeli jurisdictions</i>	2023:	Increase of 3 percentage point (yearly)	<ul style="list-style-type: none"> <li>• Online follow up of field work</li> <li>• Bilateral meetings</li> <li>• Statistical tests of raw data</li> <li>• Attending training sessions of field workers</li> </ul>							
<b>Indicator 1.3:</b> Percentage of public who trust that they will obtain sufficient and effective protection from the police. <i>Disaggregated by sex, age and geographical area.</i>	2023:	Increase of 2 percentage point biannually	<ul style="list-style-type: none"> <li>• Online follow up of field work</li> <li>• Bilateral meetings</li> <li>• Statistical tests of raw data</li> <li>• Attending training sessions of field workers</li> </ul>							
<b>Output 1.1</b> Provision of legal and psychosocial services is strengthened										
<b>Indicator 1.1.1:</b> Number of justice and social justice providers that have benefitted from specialized capacity development activities outside of certified programmes. <i>Disaggregated by sex, region, subject, and type of justice/social service providers.</i>	2023:	Increase of 2 percentage point (yearly)	Attendance sheet of participants							
<b>Indicator 1.1.2:</b> Percentage of public aware of the existence of legal aid services. <i>Disaggregated by sex, age, geographical area, and Palestinian/Israeli jurisdictions</i>	2023:	Increase of 2 percentage point (biannually)	<ul style="list-style-type: none"> <li>• Online follow up of field work</li> <li>• Bilateral meetings</li> <li>• Statistical tests of raw data</li> <li>• Attending training sessions of field workers</li> </ul>							
<b>Sub-outputs (activity)</b>	<b>Geo graphic</b>	<b>Timeline</b>	<b>PUN O</b>	<b>SDG target</b>	<b>Implementing</b>	<b>Source of</b>	<b>Human rights</b>	<b>Gender equal</b>	<b>QCP R</b>	<b>Funding framework</b>

	al focus	Star t	End			partn ers	fund s	marke r	ity mark er	func tion (mo dalit y)	Total requir ed (annu al)	Avail able (ann ual)	To be mobi lized
Support to strengthened legal aid and awareness provision in the West Bank (excl. East Jerusalem) for vulnerable people, including through: - Establishment of a legal aid and awareness network with referral mechanisms in the West Bank for all types of cases and with a focus on underserved/unserved areas, including Area C and Hebron H2, including for women and children - Direct service provision of legal aid and awareness, including for women and children and on prosecutorial proceedings	WB(excl. EJ)	2024	2028	All	16/5	Palestinian Bar Association (PBA), SJJD, Ecclesiastical courts, MOSD, civil society, int. and other relevant partners	DPs	3	2	6			
Support to strengthened legal aid and awareness provision in East Jerusalem for vulnerable people, with a specific focus on: - Women and children - The development of capacity of state-service providers	EJ	2024	2028		16/5		DPs	3	2	6			
Support to strengthened legal aid and awareness provision in the Gaza Strip for vulnerable people: - Further development of the AWN Access to Justice Network in the Gaza Strip, referral mechanisms, and linkages with the West Bank legal aid network - Direct service provision of legal aid and awareness, including for women and children and on prosecutorial proceedings	GS	2024	2028		16/5		DPs	3	2	6			
Support to the operationalization of institutionalized legal aid through: - Support to the legal aid fund for Ecclesiastical courts - Support to the development of legal aid mechanisms in front of family courts (Shari'a/Ecclesiastical) - Social services and legal aid standards for children	oPt	2024	2028		16/5		DPs	3	2	4/6			
- Support the provision of psychosocial services with a focus on: - Children, in care homes including using community based mechanisms - Women, including victims/survivors of violence/women in conflict with the law/women with disabilities (WwDs) when in contact with regular/family courts (Shari'a)	oPt	2024	2028		16/5		DPs	3	2	6			
- Support to target capacity building on key aspects of integrated service provision, including digitalization (incl. <i>Mizan</i> )	oPt	2024	2028		16/5		DPs	3	2	4/6			
<b>Output 1.2:</b> Women are able to access improved specialized services that are responsive, survivor centered and prevent revictimization													
<b>Indicator 1.2.1:</b> Number of women that benefited from the services of One Stop Centers. <i>Disaggregated by age and geographical area.</i>	2023				1 percentage point				Field visits				

Support evidence-based knowledge, with a focus on: longitudinal analysis on the impact of litigation on direct/parties to VAW cases, including victims, perpetrators, witnesses, and children	oPt	2024	2028	UNW UNDP	16/5	PBA, HJC, AGO, MOJ, SJD MOSD, PCP, civil society, int. partner s	DPs	3	3	3			
Support to strategic litigation in cases involving women victims/survivors of violence	oPt	2024	2028		16/5		DPs	3	3	4			
Support to the establishment of a platform for women's rights defenders and activists to synergize	oPt	2024	2028		16/5		DPs	3	3	4			
Support to lawyering responsive practices, particularly for cases involving women's rights activists/defenders	oPt	2024	2028		16/5		DPs	3	3	4/6			
Support to the strengthening of the OSC Centre model	WB (exc. EJ)	2024	2028		16/5		DPs	3	3	4			
Strengthen the capacities of the specialized prosecution, social and prison counsellors	WB (exc. EJ)	2024	2028		16/5		DPs	3	3	4			
Support to the development and expansion of VAW courts rooms, with a specific focus on WWDs.	WB (exc. EJ)	2024	2028		16/5		DPs	3	3	4			

**Output 1.3:** Specialized services for children that are responsive, friendly, and geared towards reintegration are reinforced

<b>Indicator 1.3.1:</b> Number of child protection cases referred through the National Referral Guidelines for Child Protection for which child protection services were provided. <i>Disaggregated by sex and geographical area.</i>	2023						Increase by 1 percentage point (yearly)				Sample of intake sheets			
<b>Indicator 1.3.2:</b> Percentage of children in conflict with the law who benefitted from diversion and alternatives to detention. <i>Disaggregated by sex, geographical area and type of measure.</i>	2023						Increase by 2 percentage point (yearly)				Statistical tests of the consistency of data			
Support to the operationalization and digitalization of the case management system for child victims and children at risk.	WB (exc. EJ)/Gaza	2024	2028	UNIC EF /UND P	16	MOSD, AGO, HJC, SJD, PBA, PCP (Family and	DPs	3	1	3/4/6				
Support in the adoption and practice of National Referral System for Women Victims of Violence.	WB (exc. EJ)/Gaza	2024	2028		16		DPs	3	1	3/4/6				

Support to child-friendly channels for child victims and witnesses and provision of early intervention	WB (exc. EJ)/Gaza	2024	2028		16	Juvenile Protection Units - FJPUs, civil society & relevant partners	DPs	3	1	4/6					
Support to the establishment of specialized multi-disciplinary child protection services for children at risk, in conflict with the law including provision of alternative measures to detention, diversion schemes, and community-based reintegration services (incl. <i>Mizan</i> )	WB (exc. EJ)/Gaza	2024	2028		16		DPs	3	1	4/6					
Support to a wide-range of child-protection interventions, including primary, secondary, and tertiary preventive activities	oPt	2024	2028		16		DPs	3	1	4/6					
Support children's access to life-skill trainings, educational and early prevention, and intervention programmes	oPt	2024	2028		16		DPs	3	1	4/6					
Support the design and dissemination of child-friendly and disability-sensitive material for children in contact with the law, including on special information services on child rights and responsibilities	oPt	2024	2028		16		DPs	3	1	4/6					
<b>Output 1.4</b> e-Justice services that are accessible, people-centered, safe, and user friendly are further developed															
<b>Indicator 1.4.1:</b> Percentage of judges/public prosecutors/lawyers/public/court staff who are satisfied with the performance of the <i>Mizan</i> system. <i>Disaggregated by sex, geographical area, and type of user.</i>	2023:				Increase by 1 percentage point				<ul style="list-style-type: none"> <li>Online follow up of field work</li> <li>Bilateral meetings</li> <li>Statistical tests of raw data</li> <li>Attending training sessions of field workers</li> </ul>						
<b>Indicator 1.4.2:</b> Number of users (judges/public prosecutors/lawyers/public/court staff) who accessed and utilized services provided by <i>Mizan</i> , including services provided to justice institutions. <i>Disaggregated by sex, region, and type of user.</i>	2023:				Increase by 1 percentage point				<ul style="list-style-type: none"> <li>Statistical tests of the consistency of data.</li> </ul>						
Support digital transformation, through transition from <i>Mizan II</i> desktop application to <i>Mizan III</i> web-based applications ( <i>Mizan</i> )	WB (exc. EJ)/	2024	2028	UNDP	16	HJC, AGO, MOJ, SJD MOSD, PCP, and relevant institutions	DPs	1	1	3/4/6/7					
Support digital transformation, through to the development of e-Services for the public ( <i>Mizan</i> )	WB (exc. EJ)/	2024	2028		16		DPs	2	2	3/4/6/7					
<b>SUBTOTAL OUTCOME I</b>												See Annex B			

## Outcome 2: People are served by responsive institutions that have strengthened capacity to operate in an effective, efficient, people-centred, and accountable manner

<b>Indicator 2.1:</b> Number of cases overturned on appeal. <i>Disaggregated by type of jurisdiction, level of jurisdiction, and geographical area.</i>	2023					Decrease of 1percentage point (yearly)				<ul style="list-style-type: none"> <li>• Statistical tests of the consistency of data</li> </ul>			
<b>Indicator 2.2:</b> Number of complaints raised against human rights violations, including those that led to disciplinary measures.	2023					Increase of 3 percentage point (yearly)				<ul style="list-style-type: none"> <li>• Statistical test of the consistency of data.</li> <li>• Bilateral meetings with PCP officials</li> </ul>			
<b>Output 2.1:</b> Legislative, legal, and policy frameworks are adopted and/or revised in line with international standards and best practices [to protect at-risk groups]													
<b>Indicator 2.1.1:</b> Number of legal instruments amended or adopted that operationalize international human rights standards	2023:					1 yearly				<ul style="list-style-type: none"> <li>• Annual reports of justice institutions</li> <li>• Bilateral meetings with planning units</li> </ul>			
Support legislative and harmonization reform efforts, including through CSO-led coalition advocacy, technical assistance with a priority of focus on: - Legal aid law - FPB - Labour law - Family law - Penal code - Police law - Criminal Procedures Law and the Civil and Commercial Procedures Law (remote justice survivors, including for women survivors of violence) - Mediation Bill - Legal protection of women's rights activists and accountability to perpetrators/inciters	oPt	2024	2028	All	16/5/ 10* <i>*SDG10 strictly refers to target 10.3 and the program me's role in eliminati ng discrimin ation laws, policies and practices and promotin g appropri ate legislatio n, policies and action.</i>	PMO, HJC, AGO, MOJ, SJD, MOSD, PCP, civil society, int. partner s	DPs	3	3	1/6			

Support policy/legal improvements, including through CSO-led coalition advocacy and technical assistance with a focus on: <ul style="list-style-type: none"> <li>- Arbitrary detention</li> <li>- Placement of women and children victims/survivors of violence on administrative detention under the pretext of protection</li> <li>- Prevention of torture</li> <li>- Alternative dispute resolution, practice of mediation including alternatives to detention for children and adults</li> <li>- Early representation</li> <li>- Treatment of women and children victims/survivors of sexual offences</li> <li>- Charges brought in relation to moral misconduct</li> <li>- Accountability</li> <li>- Digitalization</li> </ul>	oPt	2024	2028	16/5	DPs	3	3	1/6			
Support to the: <ul style="list-style-type: none"> <li>- Conduct of costing assessments in relation to introduced or envisaged legislative, legal, and policy change</li> <li>- Development of joint communication and advocacy strategies</li> </ul>	oPt	2024	2028	16/5	DPs	3	3	1/3			

**Output 2.2:** Judicial systems and procedures are strengthened in a manner that is inclusive, people centered, delivery oriented, accountable, and [provides] protection

<b>Indicator 2.2.1:</b> Percentage of judgements enforced. <i>Disaggregated by criminal, civil and family (Shari'a) courts.</i>	2023:	2 percentage point (yearly)						Statistical tests of the consistency of data				
<b>Indicator 2.2.2:</b> Percentage of cases that conform to optimum standards. <i>Disaggregated by criminal and civil, including family courts (Shari'a).</i>	2023:	1 percentage point (yearly)						Statistical tests of the consistency of data				
Support to service-delivery oriented inspection mechanisms, including through: <ul style="list-style-type: none"> <li>- Continuous development of inspection capacity across judicial institutions (AGO, HJC, SJD) (incl. linking with <i>Mizan</i>)</li> <li>- Support the operationalization of court monitoring recommendations, including with synergies between coalition and inspection duty bearers for the development of procedures that mainstream recommendations into institutional work</li> <li>- Institutionalization and promotion of judicial inspection in children's places of detention as per the law</li> <li>- Institutionalization and promotion of judicial inspection on gender-responsive judicial services (prosecutorial and judicial services ).</li> </ul>	WB (excl. EJ)	2024	2028	All	16/5	PMO, HJC, AGO, MOJ, SJD, MOSD, PCP, civil society, int. partners	DPs	3	2	3/6		

Support to the predictability of justice outcomes, including through: <ul style="list-style-type: none"> <li>Support to improved notification and enforcement processes, with increased mobility and further digital integration between all stakeholders (incl. linking with <i>Mizan</i>)</li> <li>Support to technical offices to build jurisprudential consistency, including through <i>Mizan</i> data and with an increased focus on crimes affecting the most vulnerable categories, including environmental crimes</li> <li>Support to local prosecution offices and courts on delivery of gender sensitive and child friendly justice practices</li> <li>Support the implementation of court monitoring, including focused on GBV and children, and the expansion of the model to family (Shari'a) and administrative courts</li> <li>Support to evidence-based planning and M&amp;E, with SDG integration, the further digitalization of processes and strengthening of community of practice (incl. linking with <i>Mizan</i>)</li> <li>Support to enhancing the accessibility of justice services, including for PwDs/elderly.</li> </ul>	oPt	2024	2028	16/5		DPs	3	2	3/6		
Support to accountability mechanisms activable by citizens, including children and through: <ul style="list-style-type: none"> <li>Support to child complaint systems for children in contact with the law and gender responsive complaint mechanisms and their digitalization</li> <li>The expansion of the prison monitoring model to all places of detention for women and children in conflict with the law, including through digitalization (incl. linking with <i>Mizan</i>)</li> <li>The development of protocols that protect human rights defenders and activists, including women's rights defenders</li> <li>Support to the further linking of complaint mechanisms and accountability safeguards and procedures, including disciplinary measures, as well as through digitalization</li> <li>Support the justice, security, and social sectors to conduct serious case reviews for cases of women victims of violence</li> </ul>	WB (excl. EJ)	2024	2028	16/5		DPs	3	2	3/6		
Support increased service integration across the justice chain, including through: <ul style="list-style-type: none"> <li>Strengthening multi-sectoral linkages between the justice and social systems for child protection services</li> <li>Ensuring the full implementation of the child protection case management and National Referral Guidelines for Child Protection, including through digitalization (incl. linking with <i>Mizan</i>).</li> </ul>	WB (excl. EJ)	2024	2028	16		DPs	3	2	3/6		

**Output 2.3:** Justice sector and protection actors' capacities are further developed and professionalized

<b>Indicator 2.3.1:</b> Number of justice and social justice providers that have benefitted from capacity development activities through certified programmes. <i>Disaggregated by sex, geographical area, subject, and type of provider.</i>	2023:						Increase of 3 percentage point (yearly)				Attendance sheets of participants			
Support strengthen the PJI as the main vehicle for the recruitment and promotion of judges:	WB (excl. EJ)	2024	2028	All	16/5	PJI, NPSA, HJC, AGO, MOJ, SJD MOSD, PCP, civil society, and relevant partners	DPs	3	2	3/6				
<ul style="list-style-type: none"> <li>Support to the institutionalization of the PJI to enhance its policy-making role and capacity to deliver basic, specialized and ongoing training programmes for judicial staff</li> <li>Support to the development of the diploma programme/continuous training programme, including training related to justice for children and women's rights as part of curriculum and quota for women judges</li> <li>Support to the transition of the PJI portal and e-Learning system into a learning management system</li> <li>Expand the e-Learning offer, including through human rights and inspection courses</li> </ul>					16/5		DPs	3	2	3/6				
Support to certifying, practice-oriented and/or multidisciplinary training with a focus on:	oPt	2024	2028											
<ul style="list-style-type: none"> <li>Children's rights, needs based on age group and adapted proceedings, for child protection and justice providers</li> <li>Case management and National Referral Systems (National Referral Guidelines for Child Protection and National Referral System for Women Victims of Violence) for social and health workers, justice and welfare staff, education staff and community workers and leaders</li> <li>Gender responsive and inclusive services to women victims and survivors of violence (Essential Services Package-including cases and women with disabilities)</li> <li>Specialized child responsive services, including for children with disabilities (CwDs)</li> <li>Specialized gender responsive services to children and women survivors of cyber/online violence</li> <li>Support the development of an accredited diploma on psychosocial counselling on violence against children and women</li> <li>Further support the development of an accredited diploma on psychosocial counselling on children and women in conflict with the law</li> </ul>														
Support to the further development of communities of practice across the justice sector, with a focus on:	WB (excl. EJ)	2024	2028		16/5		DPs	3	2	2/6				
<b>Output 2.4</b> Digitalization and digitization are further strengthened to create greater efficiencies in the justice sector and foster digital transformation														
<b>Indicator 2.4.1:</b> Number of documents digitized.	2023:	50,000 (yearly)					<ul style="list-style-type: none"> <li>Statistical tests of the consistency of data</li> </ul>							

<b>Indicator 2.4.2:</b> Number of services provided through <i>Mizan</i> and linked to the integrated database. <i>Disaggregated by type of service and end-user category.</i>	2023:							1 additional service/year				<ul style="list-style-type: none"> <li>Statistical tests of the consistency of data</li> </ul>			
<b>Indicator 2.4.3:</b> Number of laws, policies, strategies, plans developed/adopted to link the e-Learning management system with HR processes.	2023:							1 yearly				<ul style="list-style-type: none"> <li>Laws, policies, strategies, plans of justice institutions</li> </ul>			
Support to digital transformation, through judicial integration in line with existing referral systems through: <ul style="list-style-type: none"> <li>- Digitization of records (<i>Mizan</i>)</li> <li>- Digitalization of justice proceedings, and linkages with social and protection actors, including for cases involving children and women victims/survivors of violence (incl. linking with <i>Mizan</i>)</li> <li>- Support to the further digitalization of justice processes including online case management (incl. linking with <i>Mizan</i>)</li> </ul>	WB (exc. EJ)	2024	2028	All	16/5	HJC, AGO, MOJ, SJD MOSD, PCP, and relevant institutions	DPs	2	2	3/6/7					
<b>Output 2.5.</b> Quality of legal education in the State of Palestine is enhanced															
<b>Indicator 2.5.1:</b> Number of students, graduates, and practitioners who benefited from legal programmes, including clinical training. <i>Disaggregated by sex and geographical area.</i>	2023							Increase of 2 percentage point (yearly)				<ul style="list-style-type: none"> <li>Field visits</li> <li>• HACT visits</li> <li>• Attendance sheets</li> </ul>			
<b>Indicator 2.5.2:</b> Number of e-Learning courses developed.	2023							1 yearly				<ul style="list-style-type: none"> <li>PJI learning platform</li> </ul>			
Support to diversified and whole-of justice law school curriculums, including through: <ul style="list-style-type: none"> <li>- Customization of the children access to justice diploma into law school curriculums</li> <li>- Expansion and linking of clinical programmes across universities and the further mainstreaming of gender-transformative approaches</li> <li>- Targeted support to vulnerable students for continued education/bar placement</li> <li>- Development of courses on human rights law and standards, including a child justice course</li> <li>- Development of e-Learning courses</li> <li>- Development and expansion of the legal incubator model in Gaza and the West Bank</li> </ul>	oPt	2024	2028	All	16/5	Universities, MOSD, AGO, HJC, PJI, CSOs, PBA and relevant justice institutions.	DPs	2	2	6					
<b>Sub-total outcome II</b>													See Annex B		
<b>Outcome 3: Societal and institutional behaviours and norms that uphold human rights, gender equality, and equity principles are embraced</b>															

<b>Indicator 3.1:</b> Percentage of the Palestinian public who support VAW criminalization. <i>Disaggregated by sex, age, and geographical area.</i>	2023:						Increase by 1 percentage point (yearly)					<ul style="list-style-type: none"> <li>• Online follow up of field work</li> <li>• Bilateral meetings</li> <li>• Statistical tests of raw data</li> <li>• Attending training sessions of field workers</li> </ul>				
<b>Indicator 3.2:</b> Percentage of the Palestinian public who oppose corporal punishment as a form of discipline. <i>Disaggregated by sex, age, geographical area, and home/school.</i>	2023:						Increase by 1 percentage point (yearly)					<ul style="list-style-type: none"> <li>• Online follow up of field work</li> <li>• Bilateral meetings</li> <li>• Statistical tests of raw data</li> <li>• Attending training sessions of field workers</li> </ul>				
<b>Indicator 3.3:</b> Percentage of the Palestinian public who favours the use of formal justice over informal justice. <i>Disaggregated by sex, age, geographical area.</i>	2023:						Increase by 1 percentage point (yearly)					<ul style="list-style-type: none"> <li>• Online follow up of field work</li> <li>• Bilateral meetings</li> <li>• Statistical tests of raw data</li> <li>• Attending training sessions of field workers</li> </ul>				
<b>Output 3.1:</b> Knowledge and attitudes in society and communities that promote people centered, gender responsive, and protective child friendly behaviors are strengthened																
<b>Indicator 3.1.1:</b> Percentage of respondents who think that they have the necessary skills to combat gender discrimination, VAW, and VAC in their community. <i>Disaggregated by sex, age, geographical area, and type of actors.</i>	2023:						Increase by 1 percentage point (yearly)					<ul style="list-style-type: none"> <li>• Online survey of beneficiaries</li> </ul>				
Support evidence-based knowledge, with a focus on: <ul style="list-style-type: none"> <li>- Situation assessment to identify geographical differences and customized approaches</li> <li>- Analytical study on masculinities and male attitudes towards women's rights and gender justice, looking at stereotypes that underpin detrimental patriarchal views.</li> </ul>	oPt	2024	2028	All	16/5	Civil society organizations; educational institutions and other relevant partners.	DPs	3	2	3						
Support the promotion of change at the societal level, including through: <ul style="list-style-type: none"> <li>- Support the revision of educational textbooks to ensure integration of children's and women's rights into the curriculum of professional training for teachers, medical professionals, lawyers, the police, the judiciary and media workers</li> <li>- Development and implementation of national strategies, including a "changing norms and behaviours to end violence against children" national strategy (protective environment at home, in communities, and beyond) and on the prevention of violence against women</li> <li>- Launch of nation-wide communication campaigns, including on the prevention of child abuse and exposure to violence</li> <li>- Support to develop positive social norms and values that support non-violence, respectful, and nurturing positive and gender equitable relations for all children, create positive parenting and disciplining practices.</li> </ul>	oPt	2024	2028		16/5		DPs	3	2	4						

Support the promotion of change at the community level, including through: <ul style="list-style-type: none"> <li>- Support to parents, caregivers, and communities to develop knowledge of and skills to use positive and alternative healthier forms of discipline for children</li> <li>- Strengthen the capacity and confidence of individuals, families, and communities to demand and utilize available VAC and VAW-related services</li> <li>- Support the establishment of peer groups from both sexes on positive masculinities, gender-equality and VAW prevention using a gender-transformative approach</li> <li>- Build community-based support and support community mobilization on children and women's rights, harmful practices, and detrimental patriarchy by using multiple reinforcing strategies, including through awareness-raising and educational campaigns, targeting religious and community leaders, among other groups</li> <li>- Partner with teachers and communities for the dissemination of knowledge on women's rights and child rights, with a focus on VAW and VAC.</li> </ul>	oPt	2024	2028		16/5		DPs	3	3	4			
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**Output 3.2:** Knowledge and attitudes of justice sector actors that foster respect and protection for human rights and gender equality are reinforced

<b>Indicator 3.2.1:</b> Number of public officials who advocated to increase the use of human rights principles within justice, social welfare, and security institutions. <i>Disaggregated by sex, age, geographical area, type of actors, and type of rights.</i>	2023:		Increase by 2 percentage point (yearly)		<ul style="list-style-type: none"> <li>• Annual reports of justice institutions</li> <li>• Narrative reports of CSOs</li> <li>• Press releases</li> <li>• Bilateral meeting with human rights experts</li> </ul>								
<b>Indicator 3.2.2:</b> Number of gender champions from the justice, social welfare and security institutions who have contributed to at least one institutional change. <i>Disaggregated by sex, age, geographical area, and type of actors.</i>	2023:		2 yearly		<ul style="list-style-type: none"> <li>• Annual reports of justice and CSOs reports</li> <li>• Technical team</li> <li>• Direct observations</li> <li>• Bilateral meetings with justice and security personnel</li> </ul>								
Support evidence-based knowledge with a focus on: <ul style="list-style-type: none"> <li>- Perception assessment on the positions and attitudes towards women's rights, and women survivors of violence.</li> </ul>	oPt	2024	2028	UNW, UNICEF	16/5	HJC, AGO,	DPs	3	3	3			

Support gender-positive and child-friendly approaches in service provision, with a focus on: <ul style="list-style-type: none"> <li>- Development of prevention strategies on VAC and VAW with a gender and rights approach, reducing stigma, violence and victimization in their policies and work</li> <li>- Support to the implementation of the national strategy on combatting VAW (2023-2029)</li> <li>- Support build linkages between agents of change across service providers, including through the strengthening of existing platforms and the establishment of a female leader platform</li> <li>- Support disseminate and highlight gender sensitive attitudes and perceptions among justice sector actors</li> <li>- Awareness raising on rehabilitative responses of justice that mainstream gender and human rights, particularly for children affected by violence.</li> </ul>	oPt	2024	2028		16/5	MOJ, SJD MOSD, PCP, civil society organizations, and relevant partners	DPs	3	3	2/4			
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#### **Output 3.3: Knowledge and good-practice exchanges are strengthened**

<b>Indicator 3.3.1:</b> Number of partnerships established to transfer experiences and learnings. <i>Disaggregated by context and type of partnership.</i>	2023						1 partnership (yearly)					<ul style="list-style-type: none"> <li>• Press releases</li> <li>• MoUs</li> </ul>		
Support to good practice exchanges, particularly on e-Justice and court management systems (incl. <i>Mizan</i> ).	WB (excl. EJ)/abroad	2024	2028	All	16/17	HJC, AGO, MOJ, SJD	DPs	1	2	5				
Support to knowledge transfer and peer-exchange opportunities with countries of similar cultural background, with a focus on children and women's access to justice, VAW and VAC.	oPt/abroad	2024	2028		16/17/5	MOSD, civil society organizations, and relevant partners		3	2	5				

#### **Output 3.4: Formal justice mechanisms are further developed**

<b>Indicator 3.4.1:</b> Percentage of the Palestinian public who are aware of formal alternative dispute resolution mechanisms. <i>Disaggregated by age, sex, and geographical area.</i>	2023:						Increase by 1 percentage point (yearly)					<ul style="list-style-type: none"> <li>• Online follow up of field work</li> <li>• Bilateral meetings</li> <li>• Statistical tests of raw data</li> <li>• Attending training sessions of field workers</li> </ul>		
<b>Indicator 3.4.2:</b> Percentage of arbitration awards annulled in front of regular courts. <i>Disaggregated by geographical area.</i>	2023:						Decrease by 1 percentage point (yearly)					<ul style="list-style-type: none"> <li>• Statistical tests of the consistency of data</li> </ul>		

<b>Indicator 3.4.3:</b> Number of arbitrators and mediators who benefited from capacity development activities. <i>Disaggregated by sex and geographical area.</i>	2023:						Decrease by 2 percentage point (yearly)					• Attendance sheets					
Support to evidence-based knowledge with a focus on: - Success stories in the area of informal justice with possibilities of replication through alternative dispute resolution mechanisms, with a focus on women and children.	oPt	2024	2028	UNDP	16/5	MOJ, AGO, HJC, SJD	DPs	2	2								
Support to alternative dispute resolution mechanisms in the civil and criminal fields, with a focus on: - Establishment of an ADR taskforce - Support to the development of alternatives to detention for both children and adults - Strengthen the partnership with civil society for awareness-raising and training for public and key actors on informal/alternative justice mechanism.	WB (exc. EJ)	2024	2028		16/5	(Office of the Chief Justice for Arbitrators), and civil society organizations and relevant partners	DPs	2	2								
<b>SUBTOTAL OUTCOME III</b>														See Annex B			
<b>Outcome 4. Women's access to gender responsive and inclusive justice, security and protection services is strengthened</b>																	
<b>Indicator 4.1:</b> Number of cases on violence against women filed with the FJPU. <i>Disaggregated by age, geographical area, and type of case.</i>	2023:						Increase by 1 percentage point (yearly)					• Statistical test of the consistency of data • Bilateral meetings with PCP officials					
<b>Indicator 4.2:</b> Number of VAW cases that were transferred by the FJPU to the public prosecution. <i>Disaggregated by age, geographical area, and type of case.</i>	2023:						Increase by 1 percentage point (yearly)					• Statistical tests of the consistency of data					
<b>Indicator 4.3:</b> Number of VAW cases that were transferred by the public prosecution to courts. <i>Disaggregated by age, geographical area, and type of case.</i>	2023:						Increase by 1 percentage point (yearly)					• Statistical tests of the consistency of data					
<b>Indicator 4.4:</b> Number of VAW cases that resulted in a conviction. <i>Disaggregated by age, geographical area, and type of case.</i>	2023:						Increase by 1 percentage point (yearly)					• Statistical tests of the consistency of data					
<b>Indicator 4.5:</b> Number of female beneficiaries from established mobile and online services. <i>Disaggregated by age and geographical area.</i>	2023:						Increase by 1 percentage point (yearly)					• Intake forms of services providers • Contact details of beneficiaries					
<b>Output 4.1:</b> Governmental and non-governmental service providers have improved capacity to deliver gender responsive and accessible services to women victims and survivors of violence																	

<b>Indicator 4.1.1:</b> Number of women survivors of violence referred to specialized services from service providers supported by the programme, within the National Referral System for Women Victims of Violence and other mechanisms. <i>Disaggregated by age and geographical area.</i>	2023:	Increase by 2 percentage point (yearly)	<ul style="list-style-type: none"> <li>• Intake forms of services providers.</li> <li>• Contact details of beneficiaries.</li> </ul>								
Support to governmental and non- governmental service providers to: <ul style="list-style-type: none"> <li>- Ensure the availability of gender responsive facilities that are accessible, safe and maintain privacy and confidentiality of cases of women victims and survivors of violence</li> <li>- Enhance coordination and referral of cases of women survivors of violence between service providers (Essential Services Package - National Referral System for Women Victims of Violence)</li> <li>- Strengthen coordination between stakeholders providing services to women in conflict with the law</li> <li>- Provide distance/online services to women victims and survivors of violence</li> <li>- Provide mobile services, particularly in marginalized areas (Area C, Bedouin communities, Hebron).</li> </ul>	oPt	2024	2028	UNW	16/5	HJC, AGO, MOJ, SJD MOSD, PCP, civil society organizations, and relevant partners	DPs	3	3	6	
<b>Output 4.2:</b> Female duty bearer representation within front line and decision-making positions in the justice and security institutions is increased											
<b>Indicator 4.2.1:</b> Percentage of women employed within justice and security institutions. <i>Disaggregated by age, geographical, and position</i>	2023:	1 percentage point increase (yearly)	<ul style="list-style-type: none"> <li>• Administrative data from the General Personnel Council</li> </ul>								
Support to evidence-based knowledge, including through: <ul style="list-style-type: none"> <li>- An assessment on the level of representation of women as front liners and decision makers within the justice, security, and social sectors.</li> </ul>	WB (exc. EJ)	2024	2028	UNW/UNDP	16/5	HJC, AGO, MOJ, SJD MOSD, PCP, civil society organizations, and relevant partners	DPs	3	3	3	
Advocate for and support the development, adoption, and implementation of a gender strategy to the justice sector.	WB (exc. EJ)	2024	2028		16/5	DPs	3	3	4		
	WB (exc. EJ)	2024	2028		16/5	DPs	3	3	4		
Establish a female association/female network for judges, with a focus on mentoring, advocating and lobbying; and continue supporting the women police network.	WB (exc. EJ)	2024	2028		16/5	DPs	3	3	4		
	WB (excl. EJ)	2024	2028		16/5	DPs	3	3	4		
<b>Output 4.3:</b> Women's awareness of their rights and means to access justice is increased											

<b>Indicator 4.3.1:</b> Number of women who participated in awareness raising interventions on their rights and justice and protection services. <i>Disaggregated by age and geographical area.</i>	2023:						2 percentage point increase (yearly)					• Attendance sheets							
Support to evidence-based knowledge, including through: - A study on the level of awareness of women of available services, and challenges facing their request for services - An analytical study on coping mechanisms that women survivors of violence use to access justice - Development of knowledge products on women's experience in pursuance of justice (formal, informal justice).	oPt	2024	2028	UNW, UNDP	16/5	Civil society organizations, and relevant partners	DPs	3	3	3									
Support stakeholders to revisit and update as needed standard operating procedures, guidelines, and strategies based on women's experiences in accessing justice.	WB (excl. EJ)	2024	2028	16/5	16/5		DPs	3	3	4									
Support women's capacity to advocate for their rights, through: - Peer to peer approach among women survivors of violence - Nation-wide campaigns on the availability of services.	oPt	2024	2028				DPs	3	3	4									
<b>Output 4.4:</b> Stakeholders' capacity to document, collect and produce comprehensive, accessible and gender sensitive data is developed																			
<b>Indicator 4.4.1:</b> Number of stakeholders targeted with capacity development on documenting and producing gender-sensitive evidence-based reporting. <i>Disaggregated by sex and geographical area.</i>	2023:						20 yearly					• Attendance sheets							
<b>Indicator 4.4.2:</b> Number of gender-sensitive knowledge products developed and disseminated.	2023:						2 yearly					• Knowledge products							
Build the capacity of stakeholders in monitoring and documenting cases of women victims and survivors of violence, and in conflict with the law.	WB (excl. EJ)	2024	2028	UNW	16/5	HJC, AGO, MOJ, SJD MOSD, PCP, and relevant partners	DPs	3	3	3/4/6									
Strengthen the M&E capacity of stakeholders from a gender justice perspective.	WB (excl. EJ)	2024	2028	16/5	16/5		DPs	3	3	3/4/6									
Build the capacity of national partners in developing gender responsive plans, reports, and evidence-based policy documents.	WB (excl. EJ)	2024	2028				DPs	3	3	3/4/6									
Support data collection, including through the Violence Against Women Observatory and digitalization (incl. linking with <i>Mizan</i> ).	WB (excl. EJ)	2024	2028	16/5	16/5		DPs	3	3	3/4/6									
<b>SUBTOTAL OUTCOME IV</b>													See Annex B						
<b>Management, monitoring and evaluation and project visibility</b>													See Annex B						
<b>TOTAL</b>													See Annex B						

## Annex B: Budget

Category	Year 01	Year 02	Year 03	Year 04	Year 05	Total
Staff & Personnel Costs	\$ 1,500,000.00	\$ 1,500,000.00	\$ 1,500,000.00	\$ 1,500,000.00	\$ 1,500,000.00	\$ 7,500,000.00
Supplies, Commodities & Materials	\$ 102,300.00	\$ 102,300.00	\$ 102,300.00	\$ 102,300.00	\$ 102,300.00	\$ 511,500.00
Equipment, Vehicles, Furniture & Depreciation	\$ 204,600.00	\$ 204,600.00	\$ 204,600.00	\$ 204,600.00	\$ 204,600.00	\$ 1,023,000.00
Contractual Services	\$ 5,300,000.00	\$ 5,300,000.00	\$ 5,300,000.00	\$ 5,300,000.00	\$ 5,300,000.00	\$ 26,500,000.00
Travel	\$ 123,100.00	\$ 123,100.00	\$ 123,100.00	\$ 123,100.00	\$ 123,100.00	\$ 615,500.00
Transfers & Grants	\$ 2,000,000.00	\$ 2,000,000.00	\$ 2,000,000.00	\$ 2,000,000.00	\$ 2,000,000.00	\$ 10,000,000.00
General Operating	\$ 1,000,000.00	\$ 1,000,000.00	\$ 1,000,000.00	\$ 1,000,000.00	\$ 1,000,000.00	\$ 5,000,000.00
<b>Programme Costs Total</b>	<b>\$ 10,230,000.00</b>	<b>\$ 51,150,000.00</b>				
Indirect Support Costs Total	\$ 770,000.00	\$ 770,000.00	\$ 770,000.00	\$ 770,000.00	\$ 770,000.00	\$ 3,850,000.00
<b>Total</b>	<b>\$ 11,000,000.00</b>	<b>\$ 55,000,000.00</b>				

## **Annex C: Steering Committee - terms of reference**

### **Composition:**

The Steering Committee is Chaired by the UN Resident Coordinator (RC). Members include the participating UN agencies, government representatives and development partners. The Steering Committee composition will ensure the principles of national ownership, inclusiveness, and balanced representation, as well as the need to have a manageable size for decision-making effectiveness.<sup>48</sup> The AA will be an ex-officio member of the Steering Committee.

### **Key tasks and responsibilities:**

- Reviewing and approving its Terms of Reference and Rules of Procedures, and updating and/or modifying them, as necessary, in case of compelling requirements;
- Providing programmatic guidance, advice and oversight, and contributing to the strategic direction of the programme;
- Ensuring the programme adheres to development principles, including national ownership, empowerment, participation, and inclusion;
- Ensuring appropriate consultative processes take place with key stakeholders at the country level so as to avoid duplication or overlap between the programme and the interventions of others;
- Reviewing the Annual programmatic and financial reports and other relevant documentation pertaining to the programme;
- Providing recommendations to ensure that the agreed targets and benchmarks are produced satisfactorily and adjustments are made as necessary;
- Reviewing Annual Work Plans and approving major deviations from the programme document, if and when required;
- Providing guidance and agreeing on possible management actions to address specific risks;
- Supporting arbitration of any conflicts within the programme or negotiating a solution to any problems between the programme and external bodies including through assisting the Joint Programme Manager in managing the interface with key stakeholders, if and when required;
- Providing quality control and inputs for commissioned programme evaluations and ensure that these are used for performance improvement, accountability and learning;
- Upon completion of the programme, reviewing the final report and lessons learned report;
- Fostering constructive policy dialogue on issues of concern within the programme and providing concrete suggestions and recommendations on how to ensure achievement of the Joint Programme goals.
- To ensure appropriate consultative processes take place with key stakeholders at the country level so as to avoid duplication or overlap between the MPTF and other funding mechanisms;
- To review and approve the periodic progress reports (programmatic and financial) consolidated by the AA based on the progress reports submitted by the Participating Agencies<sup>49</sup>. To ensure consistency in reporting between clusters, consolidated annual reports should include a section on the activity of the Steering Committee.
- To review findings of the summary audit reports consolidated by the internal audit service of the AA. To highlight lessons learned and periodically discuss follow up by Participating Agencies on

<sup>48</sup> The RC will consult with participating UN Agencies on all relevant issues and the design/development of proposals for consideration by the Steering Committee will involve formal consultations with all relevant agencies. For joint programmes, the Steering Committee will include all signatories of the MOU.

<sup>49</sup> The standard reporting period is as per the Standard Administrative Arrangements and MoUs.

recommended actions that have MPTFO-wide impact;

- To agree on the scope and frequency of the independent “lessons-learned and review” of the MPTF commissioned by the SC, in consultation with the HQ Fiduciary Management Oversight Group.
- To review the draft/final reports on lessons learned, ensure the implementation of recommendations and identify critical issues for consideration by the HQs Fiduciary Management Oversight Group (to be brought to the attention of the ASG Group, if/as required).

### **Decisions:**

The Steering Committee makes decisions by consensus. Decisions of the Steering Committee shall be duly recorded.

Prior to presenting their position on a significant issue to the Steering Committee, its UN members have to make sure that it is endorsed internally by their Agencies and is in line with their Agencies' regulatory requirements.

### **Role of the UN chair of the Steering Committee:**

- To make sure that the decisions taken by the Steering Committee are in accordance with the regulatory requirements and frameworks of the PUNOs and agreements with the programme country and donors;
- To ensure that the decisions taken by the Steering Committee are duly recorded and promptly communicated to their members, including PUNOs, the programme country, and donors, as appropriate;
- To monitor the implementation of the decisions of the Steering Committee;
- To report to the MPTF Fiduciary Management Oversight Group on the evolving risks and to flag issues that may affect the implementation of the decisions of the Steering Committee or otherwise impede the operations of the Fund;
- The UN chair, representing the Steering Committee, is accountable to the Chair of the MPTF Fiduciary Management Oversight Group, representing the Committee, for the inter-agency fiduciary issues related to the PUNOs on issues related to funding through the UN for the MPTF activities.
- To provide instructions to the AA on behalf of the Steering Committee.

