



Joint Programme Document and Fund Transfer Request

- Template -

Development Emergency Modality – Response to the Global Crisis on Food, Energy, Finance

Eligibility Check

Does the proposal address one or more of the following sectors affected by the global crisis? Select all relevant sectors.	<input checked="" type="checkbox"/> Food <input type="checkbox"/> Energy <input checked="" type="checkbox"/> Finance
What are the areas of intervention that will be implemented by this proposal? Select all relevant intervention areas.	<input checked="" type="checkbox"/> Data collection/analytics <input checked="" type="checkbox"/> Analysis and forecasting <input checked="" type="checkbox"/> Help devise comprehensive preventative package of response measures <input checked="" type="checkbox"/> Testing / catalysing new integrated policies, financing solutions, programmes
Is the proposal developed under the RC leadership to mobilize the UNCT to effectively and efficiency respond to the crisis?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the proposal contribute to results in the UNSDCFs?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the proposal building on and topping up an existing joint programme supported by the Joint SDG Fund?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No <i>(If yes, please follow the specific guidance as per communications from the Secretariat)</i>

Cover-page

MPTFO Project Reference Number	<i>(Leave blank, for automatic population in Atlas)</i>
Country	State of Palestine (SoP)
Region	MENA region
Joint programme title:	Strengthening livelihoods and social protection in response to rising food prices, rising energy prices and tightening financial controls
Outcomes(s): <verbatim from CF>	Outcome 1: Empowering women’s cooperatives and strengthening the enabling environment for improved livelihoods and resilience (WFP and ILO), Outcome 2: Enhancing and diversifying financing for shock responsive social protection systems (ILO)
Duration:	Maximum 6 months, no later than 31 December 2022
Anticipated start and end dates:	07/2022 to 12/2022 (for Top-ups, extensions to no later than 31 December 2022)
Short description	<p>Max 300 words</p> <p>Along with countries in the region, the state of Palestine has been adversely affected by the consequences of the Ukraine crisis – for instance, during the month of April 2022, the cost of food basket rose 7%. Moreover, the Palestinian territories have been suffering from a shortage of supply and soaring local wheat and flour prices, both the main source of imports, since the outbreak of Russia-Ukraine conflict. Only 12% of the wheat demand is produced locally. Production is hampered by the fragile socio-economic conditions as well as climate-driven fluctuations in rainfall that affect production quality. Fresh vegetables are another key commodity experiencing pricing pressures. Consequently, rising prices will impact on the already struggling social protection system in the SoP. Recent analysis on the perspective of establishing a social protection floor in oPt has revealed significant gaps in coverage and adequacy of the social assistance system and limitation with the adoption of a PMT (Proxy Means Test) methodology for beneficiary identification and benefit determination.¹</p>

¹ International Labour Organization (ILO) Report, "On the road to universal social protection: A social protection floor assessment in the Occupied Palestinian Territory", October 2021. Accessible online: https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_831347.pdf

The diversification of social protection financing through the establishment of a contributory social security system is also a crucial element to sustainably protect households in SoP, particularly given the unreliability of both government revenues and donor funding. Through this project, analysis will be conducted to improve the design of social protection in the context of the Ukraine crisis; and technical support will be provided to better diversify the social protection funding base.

Women in the State of Palestine are generally more adversely affected by the context than men (51% of families headed by women have an income below the poverty line compared to 40% for males). As such, this project has been designed to directly target women by supporting women’s cooperatives, and indirectly through strengthening the social protection system.

Resident Coordinator	George Willcoxon, willcoxon@un.org
UN Joint Program RCO focal point	Celia Richardson richardson2@un.org
PUNO Lead agency JP Focal point	WFP, Salah Lahham, salah.lahham@wfp.org
Other PUNOs JP focal point	ILO, Badarna, Momin, badarna@ilo.org
Total budget:	\$250,000
Source of funds:	
• UN Joint SDG Fund	up to \$250,000 (\$400,000 for MCOs)
• PUNO 1 WFP	\$125,000
• PUNO 2 ILO	\$125,000
SDG Targets directly addressed by the Joint Programme	Min 2 max 5 SDG targets SDG 2, SDG5, SDG17, SDG1
<u>Gender Marker</u>	Select only one from the options below <input type="checkbox"/> GEN3: Have gender equality/women empowerment as the primary or principal objective. <input checked="" type="checkbox"/> GEN2: Make a significant contribution to gender equality/women empowerment. <input type="checkbox"/> GEN1: Make a limited contribution to gender equality/women empowerment <input type="checkbox"/> GEN0: Make no contribution to gender equality/women empowerment

JOINT PROGRAM DESCRIPTION

Situation Analysis

Max 500 words. A brief, evidence-based situation analysis of the development challenges to be addressed. It is connected to country analytical work as relevant. Apply a gender lens to the analysis and description of the problem.

In the State of Palestine (SoP) almost one third of the population lives below the national poverty line (29.2%) and is food insecure (32.5%). Rising food prices will likely increase the monetary value of the poverty line, subsequently also increasing the number of households below this threshold.

Women in SoP are generally more adversely affected by the context than men (51% of families headed by women have an income level below the poverty line, compared to 40% for males). Women also have fewer opportunities to move out of poverty – only 19% of Palestinian women participate in the formal labour market, the remaining 81% engage in unpaid domestic work; and the unemployment rate is much higher for women (54%) compared to men (25.5%).

The Palestinian territories have been suffering from a shortage of supply and soaring local wheat and flour prices, both an important source of imports, since the outbreak of Russia-Ukraine conflict. Only 12% of the wheat demanded is produced locally. Local production is hampered by the fragile socio-economic conditions as well as climate-driven fluctuations in rainfall that affect production quality. Fresh vegetables are another key commodity experiencing pricing pressures. In April, fresh vegetables increased in price by 10.16%, led by inflation in the price of greenhouse tomatoes (42.7% and 7.19% in West Bank and Gaza respectively). Tomatoes are a key cash crop for the Palestinian economy, making up 31% of total vegetable crop production in SoP.

This project will support women's cooperatives with basic agricultural inputs, such as plants and seeds. Focusing on tomatoes in particular is considered of economic importance in SoP, where they are grown in greenhouses, and open field (rain fed) including tomato tables, clusters, and cherry tomatoes. Because of its importance as a food source, tomatoes have been bred to improve productivity, fruit quality, and resistance to biotic and abiotic stresses. Like many other developing countries, SoP has an important agricultural sector, which has been considered the backbone of its economy. Vegetables are the most important crops grown in the country.

Social protection has become a central tool for the government and the international community in SoP to respond to poverty and to shocks like the Ukraine crisis. The Palestinian National Cash Transfer Programme (PNCTP) targets the poorest households with social assistance, with on average 44% of all female-headed households receiving a benefit, compared to 7% of male-headed households. However, the but has not made payments since 2021 due to the ongoing SoP funding crisis.

Whilst the World Bank and European Union support long-term SP reforms, the system is currently under strain to cope with increasing vulnerability, and the rising number of severely food insecure households. Meanwhile, the delay in implementing social security for private sector workers means that most households don't have another SP option to fall back on. Even if PNCTP payments start again, analysis by the ILO has shown that the value determination formula leads to significant errors and penalizes the most vulnerable families.²

² International Labour Organization (ILO) Report, "On the road to universal social protection: A social protection floor assessment in the Occupied Palestinian Territory", October 2021. Accessible online: https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_831347.pdf

Programme Strategy

Max 1000 words, summarizing the proposal, including (1) the rationale and relevance of the proposed approach; (2) the expected outputs and their contribution to addressing the impact of the global crisis, CF outcome(s), and related SDG; (3) How the JP results translate into medium-term policy and/or financing solutions; (4) Focus on vulnerable groups; (5) The role of wider UNCT and other stakeholders. Outline any potential risk you foresee in carrying out the strategy and how you plan to mitigate against such risk, if any.

As part of the UN agenda to deliver the SDGs by 2030, in particular towards SDG 1 – No Poverty, SDG2 – Zero Hunger and SDG17 – Partnerships for the Goals and SDG5 – Gender Equality, the WFP and ILO have joined together to prepare this proposal on 1) livelihoods and cooperatives and 2) social protection and shock response.

Outcome 1: Empowering women’s cooperatives and strengthening the enabling environment for improved livelihoods and resilience (WFP and ILO)

Social and Solidarity Economy enterprises such as cooperatives enable people to raise themselves out of poverty and reduce the risks of vulnerability by pooling mechanisms for their resources and building up collective approaches to social protection. Cooperatives in the State of SoP present an important means of survival and flexibility and absorb about 15 per cent of the working population.

The total members in cooperatives reached 57,621 members. Women constitute 25%, noting that the number of female members increases in the service sectors, at a rate of 64.7%.

Cooperatives are based on the values of self-help, self-responsibility, democracy, equality, equity, and solidarity. As a result of several assessments conducted by the ILO, support should aim at engaging women in a participatory business planning process, which may help them in refining their business objectives. This would entail a value chain analysis, facilitated access to inputs and markets, and the development of their cooperative management capacity to maximize the cooperatives’ effectiveness and economic performance. In addition, there is a need to promote and create awareness on the principles and values of cooperatives and stimulate the active participation of cooperative members.

Investing in women’s cooperatives pays dividends in the community because women use their resources to reinvest in the health, education, and well-being of their families.

With this backdrop, WFP, in collaboration with ILO, will support small agricultural farmers. Supporting women-owned agricultural SMEs and promotion of women agricultural cooperatives can serve as a gateway from the informal to the formal sector, making the proposed project as instrumental in helping women get the necessary capacity, skills, and support to enter to the formal economy.

The proposed project would enable WFP in cooperation with related partners mainly MOA and MOSA to provide the necessary capacity development and inputs for women cooperatives.

Output 1.1: Increased availability of food items and access to agricultural inputs

The WFP, can play a catalyst role in promoting cooperative work amongst vulnerable women to become more productive, self-reliant, abiding with cooperative principles and contributing effectively to the economy. The joint project will support the targeted cooperatives to improve the income of local communities especially women working in agriculture and food processing, and to improve skills and management capacities, expanding their membership coverage and respond to the local market demand. Moreover, women businesses will be supported to work in clusters/ cooperatives and hence strengthen their product competitiveness and marketing opportunities. Targeted women cooperatives will receive support and guidance (plans, coaching sessions) to turn cooperatives with weak governance into viable social enterprises that are owned and controlled by their members and contribute vividly to their local economic and social development.

Output 1.2: Increased knowledge and filling the gaps in information about the underlying situation of the targeted group due to the current crisis

The WFP will conduct a value chain analysis, and based on these findings, the intervention will aim to achieve the following:

- mitigating the effects of the soaring prices by offering a shot to medium term stock of seed and grains (WFP);
- Providing plants and seeds to the targeted group (WFP);
- Providing the targeted group with SMART climate resilient farming entities (baby greenhouses and farms) (WFP);
- Deliver several technical and capacity building tools aimed at building the governance structure and management capacity of cooperatives including through mainstreaming of gender equality concerns in the performance of the cooperative (ILO),
- Developing linkages with other cooperatives and unions, as well as access to local markets (ILO and WFP).

Outcome 2: Enhancing and diversifying financing for shock responsive social protection systems (ILO)

It is crucial that the social protection system is made more resilient to shocks and better fit-for-purpose, particularly in the context of rising prices. In the shorter term, programme design needs to factor in the impact of the Ukraine crisis for vulnerable groups; in the longer term, structural issues need to be addressed to strengthen the resilience of the system for future shocks.

Analysis is urgently needed to understand the impact of the Ukraine crisis on the monetary poverty level. Recommendations will be produced on amending the transfer value to protect vulnerable households more adequately in the new context, and on alternative targeting and transfer value determination mechanisms in the context of the crisis.

It will also be critical for the SoP to build the contributory pillar of social protection to ensure the system is resilient to future shocks. The ILO has been supporting tripartite dialogue to reform the existing social security law. Tripartite discussions have been reactivated to redraft the existing social security law and the technical committee reached consensus on several important reform items, including the introduction of an unemployment insurance component as part of the system, to enhance shock responsiveness. Immediate support is needed to provide technical advice on the legal redrafting of the social security law and to generate public support for the revised law through consultations and awareness raising.

The immediate interventions foreseen under this project will build towards a strengthened social protection system in SoP – including more adequate social assistance and advancing the agenda of establishment of a shock responsive contributory social security system, which will include an unemployment insurance pillar. Activities are put in place in line with the UNCT strategy and the revised Social Development Sector Strategy.

Output 2.1: Analysis is conducted to improve the design of the current PNCTP in response to this and future crises

Conduct analysis on (a) the adequacy of the transfer value given rising prices, (b) the proportion of population now in ‘poor’ and ‘near poor’ categories, and (c) the adequacy of the existing value determination mechanism in the context of this crisis.

Output 2.2: Technical support is provided to the redrafting of the social security law towards diversifying the social protection financing base

- (a) continue to provide technical support to the tripartite discussions and subsequent redrafting of the social security law, following consensus reached in the tripartite technical committee in May 2022,
 - (b) (b) support the tripartite stakeholders to hold broad-based consultations, capacity building and raise public awareness of the revised law, including on novel shock responsive elements such as the introduction of an unemployment insurance component.
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Governance and implementation arrangements

Max 500 words. Explain the specific roles and responsibilities of RC/RCO, PUNOs and other partners – to ensure integrated implementation and effective governance under the RC leadership. Focus on coordination, decision-making, reporting and how transaction costs will be reduced. Explain why this is the best approach including how it avoids introducing parallel structures to those that already exist, and confirm that existing structures and mechanisms of UNCT, government, and related programs/initiatives are leveraged.

This JP is developed by the WFP and ILO, with a clear focus on supporting the most vulnerable populations. The first outcome is based on extensive engagement of key stakeholders on enhancing livelihoods of the women’s agricultural cooperatives and its members, building on the participating UN agencies’ programmes and relationships with MoSD and the MoA. The second outcome builds on ongoing technical and capacity building work being carried out by the ILO, including through another UNJP with WFP, and will be delivered with MoSD, MoL and wider stakeholders in the social protection sector. The participating UN agencies are present in country and have relevant ongoing programmes, with staff in place. The agencies have capacities to contribute to project implementation upon their existing engagement.

Based on their respective comparative advantages, WFP and ILO together with MoSD, MoL, MoA and other key actors will implement the JP. The participating agencies will work together on all key components of the JP. Activities will be implemented in close cooperation /coordination with the local organizations like the Palestinian Central Bureau of Statistics (PCBS), regional offices of the MoSD, MoL, MoA, tripartite social partners, and local NGOs and research institutes. To ensure effective implementation of the JP, two main committees will be set up: a steering committee (SC) and a technical committee (TC), with membership to be agreed upon between the WFP and the ILO.

The SC will be responsible of overall supervision of JP strategic planning, budgeting, implementation performance monitoring, ensuring that the JP reaches the desired results and that the results are absorbed, integrated and sustained by government and other relevant stakeholders. The TC will be responsible of the implementation, follow up and monitor progress. The TC will be meeting regularly every and will inform the SC of the JP implementation through regular reports.

The participating agencies will work in coordination with the SDGs structure. In the SoP, an SDGs higher national committee exists, headed by the Prime Minister office, that is responsible of follow up on SDGs implementation and reporting. Under this committee there are sub-committees for each SDG that comprise members from relevant national institutions (from both the government and the CSOs) and the relevant UN agencies. From the UN side, each of the UN agencies in the SoP has an SDG focal point to ensure coordination among UN agencies and with the national partners. The two PUNOs of this JP are actively involved in the SDG coordination structure, which will ensure consistent and better coordination with all partners. The stakeholders will meet, and coordinate policies, programmes and initiatives related to women’s cooperatives and social protection, and to share information. The committee will meet regularly and will report to the SPSWG that meets quarterly.

WFP will be the JP coordinator from the PUNOs side and will be responsible for day-to-day coordination with the MoSD and MoA and other local partners under Outcome 1, whilst ILO will be responsible for day-to-day coordination with the MoSD (in coordination with WFP), PCBS, MoL, tripartite stakeholders, and other local partners responsible for delivering social protection in SoP.

Legal context

This section refers to cooperation or assistance agreements form the legal basis for the relationships between the Government and each of the UN organizations participating in this joint programme. For example: the Basic Cooperation Agreement for UNICEF; Standard Basic Assistance Agreement for UNDP, which also applies to UNFPA; the Basic Agreement for WFP; as well as the Country Programme Action Plan(s) where they exist; and other applicable agreements for other participating UN organizations. For the Funds and Programmes, these are standing cooperation arrangements. For the specialized Agencies, these should be the text that is normally used in their programme/project documents or any other applicable legal instruments. The text specific to each participating UN organization should be cleared by the respective UN organization.

Agency name: **ILO**

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

Agreement date: **21 April 2018**

Agency name: **WFP**

Agreement title: **Basic Agreement**

Agreement date: **20 January 1995**

Workplan Template

Outcome 1		Empowering women's cooperatives and strengthening the enabling environment for improved livelihoods and resilience (WFP and ILO)								
Output	Target/s	List of activities	Time frame	PLANNED BUDGET				PUNO/s involved	Implementing partner/s involved	
				Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)			
Output 1.1 Increased availability of food items and access to agricultural inputs	Vulnerable women and women's cooperatives	Climate resilient agriculture inputs	July and August 2022		35,000	0	35,000	WFP		
Output 1.2 Increased knowledge and filling the gaps in information about the underlying situation of the targeted group due to the current crisis	Vulnerable women and women's cooperatives	Assessment studies	August, September, October, November and December of 2022		100,000	0	100,000	WFP/ILO		

Workplan Template

Outcome 2		Enhancing and diversifying financing for shock responsive social protection systems (ILO)								
Output	Target/s	List of activities	Time frame	PLANNED BUDGET				PUNO/s involved	Implementing partner/s involved	
				Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)			
Output 2.1 Analysis is conducted to improve the design of the current PNCTP in response to this and future crises	MoSD social assistance national programme (PNCTP) and its beneficiaries	Technical papers and studies	July, August, September, October, November and December 2022	68,500	68,500	0	68,500	ILO		
Output 2.1 Technical support is provided to the redrafting of the social security law towards diversifying the social protection financing base	Government, workers group, employers' group	Actuarial study and analysis / Consultancies / Workshops / Training sessions	July, August, September, October, November and December 2022	45,952	46,500	0	46,500	ILO		

Monitoring, accountability, financial management, and public disclosure

Standard text – do not change

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. **The Convening/Lead Agent will develop a simple final narrative report and submit it to the Joint SDG Fund Secretariat, through the Resident Coordinator no later than two (2) months after the operational closure of the programme activities.**

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat.

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

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

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

The Project will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent. The programmatic UN entity of the Facility shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Project in accordance with its own regulations, rules, directives and procedures. The entity shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent. Indirect costs of the Participating Organizations recovered through project support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs. Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund. PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Risks

Risks	Risk description	Risk level	Likelihood	Impact	Mitigating measures	Responsible Org./Person
Contextual	Government financial and regulatory restrictions	6	2	3	Engaging governmental authorities and negotiate regulations and financial clearnece	WFP/ILO
Programatic	Data protection risk through data sharing between actors	6	2	3	Put in place data sharing protocols, through agreement between MoSD, MoD and PCBS	WFP/ILO
Institutional	Staff limitations and work overload	6	2	3	Clear prioritization of tasks and responsibilities between stakeholders of the project	WFP/ILO
Fiduciary	Fund missallocation, duplicate beneficires across cooperatives and institutions	6	2	3	Donors undertake regular checks on fund use intended for beneficiaries	WFP/ILO

** Other risks to include: (i) Lack of or insufficient trust and willingness to collaborate among government and humanitarian organizations on social protection COVID outbreaks and resulting movement restrictions in Ramallah and intervention locations has adverse effect on the day-to-day implementation of the intervention. (ii) Lack of funding for social protection or donor competition in this space results in government being unable to deliver against recommendations made to improve the PNCTP design.

Budget per UNSDG Categories

UNSDG BUDGET CATEGORIES	PUNO 1 WFP		PUNO 2 ILO	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	9,258.50		22,625.00	
2. Contractual services	93,112.50		94,197.00	
3. Transfers and Grants to Counterparts	15,000.00		0.00	
Total Direct Costs	117,371.00		116,822.00	
5. Indirect Support Costs (6.5%)	7,629.00		8,178.00	
TOTAL Costs	125,000.00		125,000.00	