

SAWASTYA



United Nations Entity for Gender Equality and the Empowerment of Women

70 YEARS FOR EVERY CHILD
UNICEF

UNDP/UN Women/UNICEF Joint Programme: Promoting the Rule of Law in the State of Palestine

Country: State of Palestine

Programme title: Sawasya II - Promoting the Rule of Law in Palestine

- OUTCOME 1:** Rule of law institutions are strengthened and reunified by legal, regulatory and policy frameworks in line with international standards
- OUTCOME 2:** Service provision by rule of law institutions is effective, accountable and inclusive
- OUTCOME 3:** All Palestinians, especially children and vulnerable groups, have access to justice, security and protection without discrimination
- OUTCOME 4:** Women's access to justice and security are improved through gender-responsive service delivery and empowerment of women

Programme duration: Three (3) years plus optional two (2) further years Anticipated start/end dates: 1 July 2018 – 30 June 2021/2023 Fund management option(s): Pass-through Administrative agent: UNDP/MPTF	Total estimated budget*: 1 July 2018 – 30 June 2021: USD 30,000,000 1 July 2021 – 30 June 2023: USD 20,000,000 Out of which: 1. Funded budget: 2. Unfunded budget: * Total estimated budget includes both programme costs and indirect support costs
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Sources of funded budget:	
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Names and signatures of national counterparts and participating UN organisations

On behalf of the United Nations Mr. Jamie McGoldrick UN Resident Coordinator and Humanitarian Coordinator for the Occupied Palestinian Territory Date: 22/05	On behalf of the Palestinian Government Mr. Ali Abu Diak Minister of Justice Date:	Dr. Ibrahim Alshaer Minister of Social Development Date:
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Names and signatures of national counterparts and participating UN organisations (cont.)

Participating UN organisations		
Mr. Roberto Valent Special Representative of the Administrator UNDP/PAPP <i>Roberto Valent</i> Date: 19.06.2018	Ms. Ulzijsuren Jamsran Special Representative, a.i. UN Women <i>Ulzijsuren Jamsran</i> Date: 21.06.2018	Ms. Genevieve Boutin Special Representative UNICEF <i>Genevieve Boutin</i> Date: 20.6.2018

National coordinating authorities		
Mr. Emad Salim Saad Chief Justice <i>Emad Salim Saad</i> Date: 26/6/2018	Dr. Ahmad Barak Attorney General <i>Ahmad Barak</i> Date: 26/6/2018	Dr. Mahmoud Al Habash Supreme Judge <i>Mahmoud Al Habash</i> Date: 26.06.2018

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ABBREVIATIONS

AG	Attorney General
AGO	Attorney General's Office
BGHR	Bureau for Grievances and Human Rights (PCP)
CEDAW	Convention on the Elimination of All forms of Discrimination Against Women
COGAT	Coordination of Government Activities in the Territories
COM	Council of Ministers.
CRC	Convention on the Rights of the Child
CSO	Civil Society Organization
EJ	East Jerusalem
EUPOL COPPS	EU Police Coordinating Office for Palestinian Police Support
FJP	Family and Juvenile Protection Unit (PCP)
GBV	Gender Based Violence
GLC	Gender Legislative Committee
HCC	High Constitutional Court
HJC	High Judicial Council
ICHR	Independent Commission for Human Rights
IDP	Internal Displaced Person
IG	Inspector General (PCP)
IS	Internal Security (PCP)
JAL	Judicial Authority Law
JLAC	Jerusalem Legal Aid Centre
JSWG	Justice sector working group
JSRS	Justice Sector Reform Strategy
JSRS GP	Justice Sector Reform Strategy – General Policy
LAB	Legislative Advisory Bureau
LHC	Legal Harmonization Committee
M&E	Monitoring and evaluation
MOI	Ministry of Interior
MOJ	Ministry of Justice
MOSD	Ministry of Social Development
MOWA	Ministry of Women's Affairs
OHCHR	Office of the High Commissioner for Human Rights
OPT	Occupied Palestinian Territory
PBA	Palestinian Bar Association
PCBS	Palestinian Central Bureau of Statistics
PCP	Palestinian Civil Police
PG	Palestinian Government
PJI	Palestinian Judicial Institute
PLC	Palestinian Legislative Council
PMF	Palestinian Maintenance Fund
PMO	Prime Minister Office
PMU	Planning and Project Management Unit (HJC)
SJD	Supreme Judge Department
SOP	Standard Operating Procedures
SPP	Specialized Public Prosecutors
SFR	Strategic Results Framework
SSSP	Security Sector Strategic Plan
TOR	Terms of Reference
UNICEF	United Nations International Children's Emergency Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme
VAW	Violence against women
WB	West Bank

1. Executive summary

Sawasya II represents the primary programmatic vehicle of the United Nations for advancing the rule of law, integrity, gender justice and human rights in Palestine for the period 2018-2023. Bringing together the main UN entities mandated and invested in these areas in an integrated programme framework (three years, with provision for a further two optional years), *Sawasya II* seeks to elevate the statebuilding enterprise for a progressively functioning and increasingly inclusive rule of law system that respects, protects and fulfils human rights and gender equality and promote peace and security. Access to justice is a basic principle of the rule of law. In the absence of access to justice, people are unable to have their voice heard, exercise their rights, challenge discrimination or hold decision-makers accountable.

Acknowledging that the ability to access to justice is a human right itself and is key to the realization to all other human rights, *Sawasya II* will address gender justice gaps and discrimination against women which are deeply entrenched in the justice and security systems in Palestine. To do so, *Sawasya II* has conducted a gender analysis of the underlying causes of gender inequality and discrimination against women, and investigated the impact of those causes on women's access to justice and their realization to human rights. *Sawasya II* adopts a holistic gender mainstreaming approach and developed a gender strategy which sets out tools, methods and approaches to ensure that women's rights, needs and interests are adequately reflected in the programme's policy, programming frameworks and directions.

As concerns children, the legal framework on advancing their access to justice is in place with the amendment of the Palestinian Child law in 2014 and the endorsement of the juvenile protection law by a presidential decree in 2016. The child justice and protection institutions made efforts to implement these laws but an assessment of children's access to justice conducted by UNICEF highlighted existing gaps and challenges. *Sawasya II* is informed by the recommendations made in the assessment and addresses a number of them.

The overarching objective of *Sawasya II* has UN Sustainable Development Goals (SDGs) 16 and 5 at its core; focussed on the promotion of 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 (SDG 16), and on achieving gender equality and empowerment for women and girls (SDG 5). *Sawasya II* is fully aligned with the National Policy Agenda (2017-2022) and relevant sector and cross-sector strategies of the Palestinian Government, including the National Strategy to Combat Violence Against Women (2011-2019), Juvenile Protection National Strategic Plan and implementation Framework (2016-2019) and the Child Protection Action Plan (2018-2022).

Sawasya II is designed to contribute to key priorities of the forthcoming five-year United Nations Development Assistance Framework (UNDAF) for Palestine, which will be launched in 2018. *Sawasya II* has secured commitment from the Palestinian government at the highest level, and aims to reinforce broader national and international political and technical efforts aimed at supporting the realisation of a well-functioning Palestinian State, based on principles of good governance and the rule of law in accordance with gender equality and social inclusion.

Sawasya II builds on the considerable accumulated experience and expertise of the involved UN entities, at both global and local levels, including that of the *Sawasya I* joint programme of UNDP and UN Women, as well as the experience of UNICEF, and aims to leverage partnerships with other key bilateral and multilateral development partners, including the Office of the United Nations Special Coordinator for the Middle East Peace Process, the Office of the Middle East Quartet, the European Union (via both the Office of the EU Representative and the EUPOL COPPS), and lead bilateral donors in the justice and security sectors.

Sawasya II builds on established partnerships with government and civil society at all levels, and capitalises on the extensive reach of the involved UN entities across the West Bank, including East Jerusalem, and the Gaza Strip. This joint programme document represents the commitment of all signatory parties – national coordinating authorities and UN organisations – to achieving the results identified in the results framework (Table 1) and detailed in annual work plans.

2. Situation analysis

Efforts to advance the rule of law in Palestine continue to contend with three essential problems: the democratic deficit that profoundly affects the capacity, accountability and perceived legitimacy of the state's justice and security apparatus; the obstacles to full realisation by the Palestinian people of their basic human rights and fundamental freedoms; and gender inequality and stereotypes that are deeply entrenched in legal, social and political norms. Stagnation of the peace process, the statebuilding process, and national reconciliation efforts have all hindered recent efforts to strengthen the rule of law, and while technological solutions have made positive inroads towards improving institutional capacities, strengthening services and advancing access to justice and security, many of the fundamental preconditions for sustainable rule of law development have yet to be realised.

There are key external and internal factors that affect sustainable development in the rule of law and the realisation of human rights in Palestine the key external factor is the ongoing occupation by Israel. While the key internal factors are the deep national division since 2006, a dysfunctional legislative environment, fractured legal jurisdictions, weak institutional capacities, corruption, discriminatory social norms, and a lack of clarity around institutional roles and mandates. Although there has been a recent breakthrough in the reconciliation process, the final outcome is far from clear. With the reconciliation process just unfolding there are numerous potential scenarios which will have a significant impact on the work in and of the justice sector. A flexible approach will be required in order to respond to the changing context to consolidate and capitalise on positive developments.

As a conflict-affected population, women and girls experience multi-layered of insecurity and discrimination due to the ongoing Israeli Occupation and the entrenched patriarchal norms and practices within the Palestinian society. Women and girls are disproportionately impacted by the discriminatory practices of the occupation, such as houses demolitions, prevention of family unification, freedom of movement and others, which put them at higher risks of violence in the public and private spheres. Gender myths and stereotypes on the other hand, have structurally influenced women's access to rights, power, resources and knowledge, and resulted in the development of discriminatory legislations, policies and practices, that undermine women's experience, voices and rights, and reinforce males' domination and supremacy over women. This is reflected in lenient legal provisions, which are inherited from various years such as the 1960 Jordanian Penal Code, still applicable in the WB, with lenient legal provisions regard family violence. In addition to the shortcomings in the Family Status Law, which is not in harmony with international conventions regarding early marriage, women right to child custody and others. With this in mind, and due to the predominant cultural norms, women are often stigmatized when reporting GBV to the authorities particularly sexual assault crimes. In addition to the lack of proper specialized services for these cases in the justice system, which discourage them to pursue justice, and result in low number of prosecutions and convictions of VAW cases. Likewise, lack of serious official data regarding crimes against women and girls¹ is another aspect that is seriously affecting the realization of rights.

Notwithstanding the challenges noted above, important progress has also been made. On the legislative front, *Sawasya I* played a pivotal role in drafting and promoting a Family Protection Bill aligned with international human rights standards. With regard to justice for children, the new Juvenile Protection Law (by decree), passed into law in March 2016, has been widely welcomed as providing greater protection for children in contact with the law. It has galvanized justice sector actors to ensure child-friendly procedures and modalities are in place to implement the law. The law unifies domestic and international law, and updates the Palestinian juvenile

¹ Data available on GBV and VAW prosecution is very limited as it tells only the number of cases, per felony offense, per district. Available statistics do not specify rates of conviction or acquittal, the number of detentions, the sentence imposed, the gap between the number of complaints and the number of indictments, and the number of appeals and their rates of success. From this data, the prosecution cannot analyse trends.

justice system. It recognises minors – those under the age of 18 – as victims in need of protection, rehabilitation, and reintegration into society, rather than as criminals deserving punishment.²

In addition, the provision of specialised services by law enforcement and prosecution has afforded greater state protection for victims of gender based violence, the Palestinian Bar Association has initiated an office for *pro bono* legal assistance, and systems improvements have enhanced the case disposal rates in the courts. Recently, the National Policy Agenda (2017-2022) has also incorporated a strong justice and rule of law agenda for the coming six years, with specific plans to promote the rights of, and access to justice for, women and children.

Rule of law remains a cornerstone of statebuilding in Palestine, and continues to be an important focus for international assistance. The international community has long recognised that developing functioning and successful public institutions is a long-term challenge for governments, particularly in fragile settings, but also that both short-term and long-term results can be achieved through well-designed and committed development assistance programming. Within the United Nations system, there is a general consensus that in the post-2015 agenda, gender equality and the empowerment of women are pivotal as intrinsic human rights principles, and as catalysts for achieving all human development goals and good governance. Realizing women's human rights implies recognizing and addressing the underlying foundations of gender based inequality, and the root causes of women's human rights violations; challenging structural constraints to equal rights and putting in place appropriate policy and programmatic responses in line with human rights principles enshrined in the major UN Conventions.

Investments made by donors and the UN, including through the first *Sawasya* programme, have achieved progressively significant results in Palestine. However, impediments to achieving sustainable improvements on rule of law, integrity, gender justice and human rights remain. At the level of institutional regulatory and policy frameworks, rule of law, integrity, human rights and gender justice in Palestine are all seriously affected by the democratic deficit, including the lack of regular elections and a functioning legislature, the bifurcated and fragmented legal and policy settings and weak enforcement of laws. Laws promulgated after 2007 are subject to questions of legality and legitimacy and although Palestine ratified the core set of international human rights treaties in 2014, they have yet to be published in the official gazette and formally incorporated into law, policy and practice in a systematic way. Budget allocations are not yet fully aligned to the national and sector priorities, and the availability of data and statistics is insufficient to form a sufficient evidence base for law, policy and service provision.

At the level of effective, accountable and inclusive service provision, the influence of personal relationships over institutional frameworks and formal processes prevails. Corruption, whether actual or perceived, erodes public confidence in the public administration. The lack of monitoring and oversight of the public service, the inward focus of the public service, and the lack of a stable and professional public service culture all impede an outward facing, service delivery-focused state apparatus. Transparency and accountability mechanisms are also limited, both in the public sector and in non-government service providers who fill the gaps in service provision in Palestine where service delivery by the State is weak, limited, or unavailable. The efficiency of the justice chain in Palestine has been significantly improved by the UNDP-supported MIZAN2 case management system, but the referral links between the justice chain and related service providers (police, health, housing, education, social services) remain weak.

Finally, access to justice, security and protection remains impeded by resource constraints (for example in the provision of legal aid and specialised services for vulnerable groups) and centralisation of services. Information about services is limited and poorly coordinated, meaning people are often unaware of services or where and how to locate them. At the societal and normative level, access to justice, in particular for women, is often impeded by discriminatory social norms that do not recognise gender based violence as a crime; that do not recognise

² Previously, the Palestinian Authority in the West Bank had relied on a Jordanian law that dated back to 1954 and the Hamas government in Gaza applied British law enacted in 1937.

women's human rights claims; and promote harmful practices and behaviours in communities and families. Moreover, social norms of preserving family honour translate into the resolution of violations by informal actors, often not in the best interests of women or children. Access to justice for children is largely user-unfriendly, and traumatising for children as victims as well as offenders. Long delays in judicial proceedings, poor investigative techniques with specialist and non-specialist police and social services, almost non-existent diversion and mediation services, as well as limited alternatives to detention, and limited rehabilitation and reintegration support services result in families and communities reliant on unregulated informal justice actors. Working with informal justice actors to ensure the rights and best interests of children is critical.

Responding to these challenges is a long-term endeavour and one that must be based on collective and concerted efforts by all stakeholders. In consideration of these bottlenecks, *Sawasya II* presents a tailored response strategy and programme outcomes based on a coherent theory of change. Table 1' of this programme document (Section 4) sets out the intervention areas designed to achieve the intended results, while specific baselines are identified in the Joint Programme Monitoring Framework (Section 7), drawing on data and analysis collected to date, which will enable close monitoring of progress. As elaborated further in this programme document, *Sawasya II* is supported by governance, management and partnership mechanisms that have been carefully crafted to enable integrated delivery of the intended results.

3. Strategy

International and National Policy Context

The overarching strategic approach of *Sawasya II* has the international human rights treaties and the UN Sustainable Development Goals (SDG) 16 and 5 at its core:

SDG 5: achieving gender equality and empowerment for women and girls.
SDG 16: the promotion of peaceful and inclusive societies for sustainable development, provision of justice for all, and the realization of effective, accountable and inclusive institutions at all levels

The 2030 Agenda for Sustainable Development contains the blueprint of the common vision of society towards which the world is trying to move. Inclusive and sustainable development is not only an end in itself but also considered the best defence against the risks of violent conflict. The 2030 Agenda contains the promise to leave no one behind in the quest to build such societies.

The 17 SDGs aim to significantly reduce all forms of violence and work with governments and communities to find lasting solutions to conflict and insecurity. Strengthening the rule of law and promoting human rights is key to this process, as is reducing the flow of illicit arms and strengthening the participation of developing countries in the institutions of global governance, as underscored by SDG 16. Ending all forms of discrimination against women and girls furthermore is not only a basic human right, but it also crucial to accelerating sustainable development, as covered by under SDG 5. It has been proven time and again, that empowering women and girls has a multiplier effect, and helps drive up economic growth and development across the board.

The SDGs provide clear guidelines and targets for all countries to adopt in accordance with their own priorities and the environmental challenges of the world at large. Importantly, they are a common benchmark to assess progress and addressing obstacles to development, providing the basis for cooperation and accountability. These goals do not stand on their own. Unlike its predecessor MDG agenda, many thematic areas covered by the SDGs and related targets cut across different goals. This recognition of the interconnectivity between Goal 5 and SDG 16 lies at the core of *Sawasya II* Theory of Change. It enables synergy across sectors, ensuring a holistic approach to gender-responsive rule of law development.

Sawasya II – as the UN family's response to rule of law challenges in the State of Palestine – is uniquely placed to support its national counterparts in generating awareness on and mainstreaming Goal 5 and 16 in national planning and data collection frameworks. As the programme's partnerships span across government and civil society, it will leverage this diversity of actors to support an inclusive approach towards implementing the SDGs in the State of Palestine. Within the justice sector, this work has already been initiated and will be further expanded under *Sawasya II*, as outlined in more detail under Outcome 1. The three agencies can furthermore leverage and link with their corporate initiatives to advance the SDG agenda globally, to the benefit of their partners in Palestine.

At the international stage, the *Sawasya* Programme will draw on knowledge generated from concrete country programming experience to inform global policy on sustainable development, including framing it within the General Assembly's QCPR process. It will – in close collaboration with development partners – seek opportunities to showcase progress, challenges and lessons learnt from the specific state-building context that is Palestine. The High Level Political Forum mechanism will one such important opportunity, along with other global initiatives such as the SDG16+ Roadmap initiative³.

³ <http://cic.nyu.edu/programs/sdgs16plus>

At the national level, *Sawasya II* is fully aligned with the National Policy Agenda (2017-2022) and relevant sector and cross-sector strategies of the Palestinian Government.⁴ Moreover, *Sawasya II* is congruent with the justice sector strategy synopses and the proposed international community roadmap. *Sawasya II* is expected to contribute to key priorities of the forthcoming five-year United Nations Development Assistance Framework for Palestine (UNDAF), which was launched in 2018. By anchoring itself firmly within these frameworks, and by engaging national ownership at a range of different levels (from the highest political level to civil society and the grass-roots) *Sawasya II* is designed to be the leading mechanism by which the donor community can both influence and contribute to the realisation of national priorities and international commitments in the crucial areas of rule of law, integrity, gender justice and human rights through a sector-wide approach. The programme therefore builds on a wide range of established partnerships, and capitalises on the extensive reach of the involved UN entities and their partners across the West Bank, including East Jerusalem, and the Gaza Strip.

Sawasya II is also highly cognisant of the range of different actors and stakeholders engaged in promoting the rule of law, gender and juvenile justice in Palestine. Beyond the involved UN entities of the joint programme itself, several other key actors of the UN system are of particular note, including technical entities of the UN Secretariat system such as OHCHR and UNODC, as well as the Office of the Special Coordinator for the Middle East Peace Process (UNSCO). *Sawasya II* will ensure direct engagement and, where appropriate, strategic partnerships with these entities in particular. Moreover, *Sawasya II* will continue to nurture a close relationship with the Office of the Middle East Quartet, the European Union (via both the Office of the EU Representative and the EUPOL COPPS), and lead bilateral donors in the sector, such as The Netherlands (as co-chair of the Justice Sector Working Group) and the UK (as co-chair of the Security Sector Working Group). In terms of national stakeholders, while the primary counterparts of the *Sawasya II* joint programme are those government entities signatory to this programme document and the programme's civil society implementing partners, it is also important to note more peripherally relevant parties, such as the General Personnel Council, the Ministry of Finance and Planning, and elements of the private sector which may have a bearing on the frameworks for achievement of the objectives of the programme and its development partners.

Lessons learned

The focus, content and strategy of *Sawasya II* as elaborated in this joint programme document is the product of considerable analysis and reflection on the successes and challenges of past and present international rule of law assistance in Palestine, and has been informed extensively by discussions with Palestinian counterparts and stakeholders. The programme has identified key lessons learnt from the implementation of the predecessor UNDP/UN Women *Sawasya I* programme in terms of: i) strategic and thematic focus; ii) programme implementation strategy; iii) programme governance structure; iv) programme management arrangements and v) programme gender, children and women's human rights integration. These lessons learned, which drew extensively on the recommendations of a mid-term strategic review, the final independent evaluation of the *Sawasya I* programme⁵, an independently produced report by Clingendael Institute⁶, and rolling internal analysis, have informed significantly the design of *Sawasya II*. In addition, the involved UN entities have drawn upon up-to-date analysis and commentary on relevant issues emanating from multilateral forums concerned with Palestine, such as the *Ad Hoc Liaison Committee*, and on the experiences of other political, development and humanitarian actors on the ground.

Justice for Children

⁴ Including the justice sector strategy, security sector strategy, national cross-sectoral gender strategies, national juvenile justice strategy, and national anticorruption strategy.

⁵ *Final Evaluation of Sawasya Programme Strengthening the Rule of Law: Justice and Security to the Palestinian People*, General Consulting and Training, April 2017

⁶ *Developing The rule of law in Palestine: A matter of values? A 'Theory of Change' perspective on the UN's Sawasya I and 2 rule of law programs*, Erwin van Veen, Clingendael (Conflict Research Unit), February 2017

In the Palestinian context, the UN protection and development mandates are closely related, both addressing the impact of the occupation, including addressing the legal needs for Palestinians in vulnerable areas. Indeed, the interface of protection and development exists in many conflict affected settings, where UNDP implements interventions under its crisis prevention and recovery framework. In this respect, the UN entities of *Sawasya II* perceive a strong value in maximizing linkages between protection and development, including working jointly on coherent political messaging with UN political offices. The area of justice for children is one of the most natural linkages identified between the protection and development agenda under the *Sawasya II* programme, wherein lies a clear complementarity between the protection agenda of UNICEF and the justice sector development work of UNDP – a complementarity that has become particularly acute since approval of the Juvenile Protection Law in 2016.

UNICEF joining *Sawasya II* will support that goal of strengthening the protection of children in contact with the law both as offenders, as well as victims and witnesses. The program will also be able to benefit from UNICEF's expertise in justice for children, its close partnership with the Ministry of Social Development and CSO partners to develop child-friendly social welfare and justice systems. The MOSD is the chair of the National Juvenile Justice Technical Committee, which oversees the implementation of the Juvenile Protection Law. UNICEF supported the MOSD to develop a road map for its implementation, which was later adopted into the Juvenile Protection National Strategic Plan and implementation framework (2016-2019). This positions UNICEF centrally to ensure the vulnerabilities of children in contact with the law are adequately addressed.

Sawasya II takes the shift in judicial approach for children initiated by the Juvenile Protection Law from a punitive retributive system towards an approach which centralizes the best interests of children. The aim is to ensure that all children coming into contact with the justice authorities, whether as alleged offenders, victims, witnesses or as parties to non-criminal law procedures, have access to justice systems (formal and/or informal) and are better served and protected by these systems, through the full application of relevant international norms and standards. Additionally, justice for children is designed for the benefit of all children in contact with justice authorities to ensure that they are better served and protected by this sphere. *Sawasya II* aims to recognize different ways in which children come into contact with the law, and covers:

- Children in conflict with the law, i.e. alleged as, accused of, or recognised as having infringed the penal law;
- Child victims and witnesses of crime in contact with justice systems;
- Children in contact with justice systems for other reasons where judicial, state administrative or non-state adjudicatory intervention is needed, for example regarding care, custody or protection.

UNICEF conducted an assessment on the national juvenile justice system in 2016, focusing specifically on documenting detention practices, diversion possibilities, alternative measures and access to justice for child victims of serious crime. In line with its recommendations, *Sawasya II* will promote the strengthening of all parts of the child protection system, including the justice mechanisms, to operate in the best interest of the child. It will promote alternatives to detention, including diversion and restorative justice, which emphasises repairing the harm caused or revealed by criminal behaviour. Support to the training of police, prosecutors, judges, lawyers, personal status law lawyers and social services to effectively protect children in contact with the justice system is included. This includes working with community actors and civil society organisations. *Sawasya II* will also encourage the establishment of child sensitive courts and police procedures including enforcement mechanisms that give primary consideration to a child's right to protection and are consistent with the Convention on the Rights of the Child and other non-binding international standards, guidelines, and rules. Particular areas of vulnerability with high levels of children justice and protection needs are in Gaza, Area C, Hebron 2 and East Jerusalem.

The proposed joint programme

Sawasya II represents the primary programmatic vehicle of the United Nations for advancing the rule of law, integrity, gender justice and human rights in Palestine for the period 2018-2023. By harnessing the full capacities of those entities of the UN system in Palestine actively engaged in promoting the rule of law, integrity, gender justice and human rights, *Sawasya II* represents the most definitive package of development assistance in these areas to the Palestinian government and the Palestinian people, maximising the networks and developmental rule of law and human rights expertise of UNDP, the critical gender justice, mainstreaming and empowerment mandate of UN Women,⁷ and the protection agenda of UNICEF.⁸ In addition, as a UN family programme, it will draw on the human rights and political mandates of OHCHR and UNSCO to maximize impact. The logic for such an arrangement rests both on an identified added value in the Palestinian context and its consistency with emerging global best practices in the area of rule of law development assistance, while the scale of the programme rests both on the magnitude of the demand, and on the proven track record of the capacity of the participating UN organisations to deliver financially and substantively agreed outputs.

In light of the challenges facing rule of law development in Palestine, recognition of the causes underpinning these challenges, and reflection on lessons learned from previous programming, *Sawasya II* is structured around four mutually reinforcing 'outcomes', designed to address the key problems and bottlenecks identified in the situation analysis. These four outcomes, detailed in the results framework and reflected on the cover page of this programme document, are underpinned by a coherent theory of change (see below), and rely on specific programme implementation strategies, which are elaborated in this programme document (including its Annexes). These strategies include: shoring-up national investment and alignment with national policy priorities; linking statebuilding and the social contract; integrating human rights, protection and development approaches; applying gender transformational approaches and gender analysis to root causes of gender inequalities in order to promote gender justice, women's human rights claims and substantive gender equality; enhancing approaches to child protection and justice for children; strengthening applied political-economy analysis in programme implementation; refining capacity-building approaches; tailoring approaches in East Jerusalem, 'Area C', and Hebron 2; strengthening engagement in Gaza; adjusting engagement with civil society, and; institutionalising approaches to legal aid. Human rights and gender justice are both major central and cross-cutting themes of *Sawasya II*.

By engaging the full spectrum of official State rule of law-related institutions in Palestine, as well as civil society and grass roots actors, *Sawasya II* enhances its ability to employ a system-wide approach in addressing the identified problems and their causes, bringing together the supply and demand sides of the rule of law equation to ensure that statebuilding and institutional development are focussed on improving services to the public, particularly to vulnerable groups such as women and children who face multiple forms of discrimination and violence, thereby reinforcing the social contract and the respect of the human rights as foundations of the state. The international community has long recognised that developing functioning and successful public institutions and putting in place the conditions for sustainable rule of law development are long-term processes, particularly in fragile settings.⁹ The specific circumstances and unpredictability of the Palestinian context render this arguably even more so the case than in many other fragile settings. It has also reached a general consensus that in the post – 2015 agenda, gender equality and the empowerment of women are pivotal as intrinsic human rights principles, and as catalysts for achieving all human development goals and good governance.

Accordingly, *Sawasya II* envisages a five-year implementation period (three years, with a further two years based on a mid-term review of implementation and results). This timeframe necessitates both careful sequencing of interventions, as well as a greater degree of flexibility,

⁷ Noting, as agreed at the joint meeting of the Executive Boards of UNDP/UNFPA, UNICEF, UN Women and WFP (4th and 7th February 2011) on mainstreaming gender through the work of the agencies and envisaged collaboration with UN Women, that this does not diminish the responsibilities of all UN organisations to continue their support for gender equality.

⁸ The rationale in the context of the *Sawasya II* programme being fully consistent with the 'UN Common Approach to Justice for Children' policy (March 2008).

⁹ See, for instance: <http://www.kpsrl.org/browse/browse-item/t/a-remedy-for-poor-design-professionalizing-accountability-of-security-justice-programs>

which has been built into the programme's strategy, its governance and management structures, and instruments.

Sawasya II is conceived under a Direct Implementation Modality (DIM), with responsibility for implementation and delivery resting primarily with the involved UN entities. Nevertheless, the absorption and delivery capacities of *Sawasya II*'s implementing partners are of importance for the success of the programme and the sustainability of its results. On the one hand, *Sawasya II* has capacity development at its core, vis-à-vis both for state and non-state partners, and is thus well positioned to scale or focus its support according to the capacities and/or capacity gaps of its main partners. On the other hand, safeguards are in place to micro-assess and monitor implementing partners' capacities, and ensure a Harmonised Approaches to Cash Transfers (HACT) such that the risk of partners being unable to absorb assistance is mitigated to the fullest extent possible.

Sustainability of results

Sawasya II recognises that sustainability is a particular challenge in a situation of ongoing occupation and territorial isolation. Indeed, the Palestinian context is arguably not sustainable from almost every perspective, whether political, financial or territorial, with challenges both external (vis-à-vis the impact of the Israeli occupation) and internal (e.g. vis-à-vis the political and territorial division, the absence of a functioning Palestinian Legislative Council, the lack of legal and institutional clarity, the ongoing fiscal crisis, and the stagnation of structural reforms). However there are several ways in which this joint programme aims to enhance the sustainability of results, by focussing on developing the capacities of individuals, systems and institutions (and how these interact) in a manner that empowers targeted counterparts with increased professional skills, legal and regulatory frameworks and strategies, improved and standardised work processes, and a service oriented approach – and, importantly, by doing so in a manner commensurate with national ownership and investment (state and non-state) in the process. Among the specific sustainability strategies internalised and promoted by *Sawasya II* are the following:

i) **Strengthened capacity development approaches:** Learning from both positive and negative experiences of the involved UN entities, *Sawasya II* envisages clear parameters for the provision of technical assistance to partners to ensure greater sustainability of results, including structured milestones for knowledge transfer and the establishment of systems for monitoring implementation, evaluating impact, and making necessary adjustments. While continuing to support the development of technical skills of individuals within partner institutions (e.g. via structured training programmes, such as those offered in partnership with Birzeit University, as well as via direct technical support) *Sawasya II* will no longer employ the strategy of deploying long-term seconded experts within government institutions. Moreover, learning from previous experience, the dysfunctional organisational culture and weakness of institutions have proven to be a significant obstacle to knowledge and skills transfer by seconded experts. To foster the gender mainstreaming parameters within targeted institutions, the programme will set clear targets to the gender related capacity building and knowledge strengthening interventions with public institutions, and communicate them to the decision makers within those institutions. The interventions will include capacity building to staff including heads of departments on gender and women's human rights, data collection, gender analysis, gender mainstreaming strategies, gender responsive planning and budgeting, and gender awareness and mentoring sessions; in addition to supporting the establishment and strengthening of Gender Units and providing technical advice and expertise to decision makers and others as relevant.

Further, the programme will create other forms of gender professionals such as gender champions, gender focal points and gender support teams, to accelerate the gender impact of the programme on targeted institutions and the sector at large. The presence of these professionals, will facilitate the creation of agents of change from within the institutions, foster coordination between departments and units and increase opportunity of sustainable results.

While this will be a challenge, as local stakeholders have come to expect such long-term imbedded experts, the programme will focus more resources on the development of institutional structures that can serve as the depository for knowledge so that there is capacity development rather than replacement. A range of mechanisms will ensure that direct technical support is planned, deployed, monitored and evaluated in accordance with principles of effective capacity development,¹⁰ sustainability and development results. In relation to institutionalised training programmes, *Sawasya II* will not only work to ensure the sustainability of these programmes themselves (e.g. by linking more closely with the Palestinian Judicial Institute), but will rigorously enforce obligations assumed by the institutions benefiting from such programmes to support and institutionalise the results in practical terms. Systems development and the enhancement of data collection and analysis capabilities (including IT, M&E, and workflow process development) will take greater precedence in order to create sustainable capacity for institutions to take charge of their own development trajectory. In line with the NPA and relevant sector strategies, *Sawasya II* will also place a greater focus on service-oriented organisational development and improving the responsiveness of institutions to the rights of the Palestinian population – as well as the ability to measure impact and be held accountable for the same. Increased representation of women in institutions will be supported as one means of sustainably enhancing the gender responsiveness of government partners, while systems to monitor the implementation and impact of institutional gender strategies will help retain a focus on the sustainability of results. To the greatest extent possible, therefore, change processes will be institutionalised to ensure their sustainability long beyond the lifespan of the programme, and will be linked together to enable cross-institutional learning and boost resilience to fluctuations within individual institutional environments. *Sawasya II* will nurture the child protection approach stipulated in the amended child law and juvenile protection law for all children who come in contact with the law as victims as well as offenders by limiting the interaction of the children with the justice system and supporting the institutionalisation of mediation and alternatives to detention mechanisms.

ii) Civil society strengthening and grass roots engagement: While effective and accountable rule of law institutions are essential for sustainable change and development, change will be swifter and more resonant if it is also driven by grass-roots demands. *Sawasya II* will work to empower citizens to demand sustainable change and access to improved services at the community level, including through building awareness through advocacy on justice and human rights, increasing provision of legal aid and assistance, and through strengthening mediation and diversion, as well as providing alternatives to detention measures. However, this work must go hand-in-hand with development of state-sponsored structure that should be providing services. While there are numerous models, there has been a reliance on civil society to fill the gap of state services (i.e. legal aid). *Sawasya II* will focus on the policy level of getting consensus to an approach in order either utilise civil society to take up this service provision in a sustainable manner or to build the capacities of state sponsored structure to fulfil these services (see above and below sections). *Sawasya II* will build on and further leverage the strong relationships built by the participating UN entities with civil society and grassroots organisations, but will modify its support approach, from predominantly grants provider to a more strategic-level engagement. This will include strengthening the oversight and monitoring role of civil society organisations on justice and security performance, including court monitoring of VAW cases and the resilience of CSOs to internal and external shocks through stronger coordination, political dialogue and advocacy, and organisational sustainability. It will also include increased support to advocacy coalitions and networks on specific gender justice issues that can amplify the voices of women and their human rights demands. A critical aspect of this is increasing the leadership and participation of women's civil society organisations with networks of mainstream human rights organisations and ensuring civil society is mainstreaming a gender transformative

¹⁰ Drawing on best practice guidance, such as:

http://www.undp.org/content/dam/aplaws/publication/en/publications/capacity-development/support-capacity-development-the-undp-approach/CDG_Brochure_2009.pdf

approach with focus on quality of the provided services. These approaches will entail a partial shift from project funding to core funding modalities, whilst retaining flexibility for the programme to be able to respond to emerging needs in the volatile environment in which it operates.

iii) **Institutionalisation of legal aid:** Ultimately, a national, institutionalised legal aid scheme is the best means of ensuring sustainability of legal aid services. Acknowledging the criticality of legal aid in promoting access to justice, particularly amongst women and children as one of the most vulnerable groups in the society, the programme will work with stakeholders to ensure that eligibility criteria are gender responsive, and that women as claimant or accused are provided with early representation, *Sawasya II* will build on the extensive support provided by its predecessor programme to activate a National Legal Aid Strategy (NLAS) through the National Legal Aid Committee, ensuring that the NLAS is consistent with international standards and best practices, enhances the most marginalised groups access to justice, particularly women and children, and sustainable in the Palestinian context. Following the adoption of the NLAS, *Sawasya II* will provide support to the governance of the entity mandated to coordinate legal aid in Palestine and technical assistance to build the capacity of that entity to develop systems, procedures and protocols for the new legal aid system, provide quality assurance of legal aid, support for the coordination of legal aid (including intake, referrals, monitoring and reporting of legal aid cases). *Sawasya II* will also support the specialisation and accreditation of legal aid lawyers to receive funds from the scheme, and build on its previous experience in providing specialized training to more than 40 lawyers on gender responsive representation in courts to women survivors of violence, thereby enhancing its quality and responsiveness of service delivery.

iv) **National ownership:** At the heart of *Sawasya II* is anchoring the programme goals in national frameworks and instruments to ensure national ownership and alignment with nationally driven processes. Against this backdrop, *Sawasya II* also proposes a more 'politically smart',¹¹ form of programming, designed to employ an analytical and adaptive approach that maximises windows of opportunity to affect sustainable change.

v) **Vision**

i) **PROBLEM:** The State of Palestine has poor national coordination systems in place, it is a nascent state, and lacks a functioning legislature. The PG has the NPA in place, but it has limited application at the Ministry level in terms of strategic plans and monitoring mechanisms. Limited financial and human resources mean Ministries have limited capacities and means to implement national priorities. There is inter-ministerial division, especially between MOSD, MoJ, AGO, HJC and the police, with multiple donors and NGOs supporting different activities.

Existing coordination mechanisms (such as the JSWG or the National Juvenile Justice Committee) have proven ineffective in coordinating due to structural challenges. Often separate and divergent humanitarian and development channels of funding means special attention needs to be made to ensure complementarity of support to justice and rule of law program. The result is that we are seeing isolated interventions (many excellent) which are having a limited impact on the broader system changes necessary to strengthen rule of law and justice systems.

ii) **WHAT NEEDS TO BE DONE AND HOW SAWASYA ACHIEVES THIS:** The UN is central in supporting the PG to adhere to international standards and to implement various conventions – such as the CRC and CEDAW. Support to state party documentation as well as domestic operationalization takes place. Domestication often requires drafting and approval of key laws (such as the JPL and Amended Child Law supported by UNICEF).

¹¹ See, for instance, Folke Bernadotte Academy (Sanneholm, Quinn and Rabus), *Responsive and Responsible: Politically Smart Rule of Law Reform in Conflict and Fragile States* (FBA, 2016).

In general, the UN has convening power amongst government, development partners and CSO. In Palestine, there are established relationships between *Sawasya* and all the relevant national institutions and civil society organizations involved in the security, justice and anti-corruption sectors. UNDP and MoJ/AGO/HJC/SJD/PACC, UN Women with Police and MOSD, and UNICEF with MOSD and AGO. *Sawasya* will also utilize its position with civil society in order to ensure that they have a voice in pertinent issues. In many areas of governance and rule of law, policies and procedures to do not afford transparency and accountability. *Sawasya* is well placed to work with existing coalitions to bring greater say in the rule of law sector.

This puts the *Sawasya* programme in a unique position to be able to facilitate change in the justice sector. *Sawasya* can bring together these national institutions and CSOs on a joint approach with potentials for systemic changes, versus piecemeal short-term impacts. *Sawasya* will work toward strengthening coordination systems including forums that ensure inclusive participation of all justice actors to reach consensus on priorities, and which oversee implementation.

Sawasya will work with development partners on a joint programme approach to strengthening justice and rule of law. *Sawasya* will support national counterparts to identify and develop priorities across justice, rule of law and gender. Once support and consensus is reached on national priorities, a framework will be developed in conjunction with development partners, UN agencies and key NGOs to work together. This framework will ensure that national consensus and support is achieved. *Sawasya* has the potential to strengthen national prioritization, harmonisation and coordination of justice programmes.

The work *Sawasya* will conduct is underpinned by the Sustainable Development Goals (SDGs). The UN is uniquely placed to help implement the SDGs through our work in some 170 countries and territories. The various UN agencies' strategic plans focus on key areas including gender equality, poverty alleviation, democratic governance and peacebuilding, climate change and disaster risk, and economic inequality. *Sawasya* and other UN initiatives provide support to governments to integrate the SDGs into their national development plans and policies. This work is already underway in the inception phase of *Sawasya*. The UN's track record working across multiple goals provides us with a valuable experience and proven policy expertise to ensure that Palestine reaches the targets set out in the SDGs by 2030. But this cannot be done alone. Achieving the SDGs requires the partnership of governments, development partners, private sector, civil society and citizens alike to make sure that Palestine reaches its full potential.

The UN is best positioned to support the PG to implement their international commitments under human rights conventions, including the CRC and CEDAW, UNCAC and the SDGs. In this regard, it is important for *Sawasya* to leverage the political power of the development partners vis-à-vis the UPR process to ensure that bottlenecks related to human rights standards are raised during this process. Legal reform is a vital component of implementing conventions, and the UN is best positioned to support this process considering the mandates of agencies involved in furthering the human rights agenda. This can only be accomplished by the combined work of the agencies within the *Sawasya* programme in conjunction and cooperation of our sister agencies such as UNODC and OHCHR.

The United Nations, through the Quadrennial Comprehensive Policy Review (QCPR), development system is promoting more effective integrated support, including delivering as one, and is working toward greater coherence with opportunities to address cross-cutting issues, offer an integrated package of support, including specific programming support, monitoring and evaluation, reporting, pooled and flexible financing. The UN agencies working on *Sawasya* have the global expertise working in other countries and contexts, especially in the MENA region. *Sawasya* provides an opportunity to bring together this global expertise to the benefit of the PG. *Sawasya* is also building on previous experiences and achievements, and takes stock of lessons learned (such as from

the previous *Sawasya* programme), and is informed by evidence (such as the justice assessment for children and numerous other knowledge products).

Theory of change

The figure below depicts the theory of change that underpins the *Sawasya II* and articulates a development approach for fostering a rights-based rule of law culture in which people experience greater peace and security, and have greater opportunities to exercise their rights. This theory of change is based on years of UN experience in this area, and postulates that through high-quality, targeted assistance to key of law and human rights actors and institutions – when delivered through a people centred approach – positive outcomes can be achieved in improving access to justice and redress, strengthening community security, and protecting and promoting human rights.

The Theory of Change describes the change pathway that starts from the current manifestation of deprivation, where a peaceful and inclusive society for sustainable development is lacking, in which not everyone can equally access justice, institutions are not effective, accountable and inclusive, and there continuous to be gender inequality and lack of empowerment of women and girls. It moves to the desired end state where the "Rule of Law system respects, protects and fulfils human rights and gender equality and promotes peace and security".

To achieve the desired state, 4 critical and interlinked preconditions must be met:

1. Rule of law institutions are strengthened and reunified by legal, regulatory and policy frameworks in line with international standards;
2. Service provision by rule of law institutions is effective, accountable and inclusive
3. All Palestinians, especially children and vulnerable groups, have access to justice, security and protection without discrimination
4. Women's access to justice and security are improved through gender-responsive service delivery and empowerment of women

The Theory of Change pathway that will lead to the scenario described above is:

If key legislations are revised to strengthen the independence of Rule of Law institutions and ensure their consistency with international standards, and;
If evidence-based planning and policy development in the justice and security sector is strengthened through enhanced data collection, monitoring and evaluation (in alignment with SDG/HR indicators); and
If West Bank and Gaza rule of law institutions are reunified, and
If advocacy on strengthening rule of law institutions and promoting human rights is reinforced.
THEN there will be rule of law institutions that are strengthened and reunified by legal, regulatory and policy frameworks in line with international standards;

AND

If quality and efficiency of security and justice services provided to Palestinians are improved; and
If, quality and efficiency of security and justice services provided to areas unserved by the Palestinian government are improved;

THEN Service provision by rule of law institutions will be effective, accountable and inclusive;

AND

If vulnerable populations have access to justice, security and protection; and
If vulnerable populations in areas unserved (Area C, Hebron 2, and EJ) by the Palestinian government have access to justice, security and protection;

THEN All Palestinians, especially children and vulnerable groups, will have access to justice, security and protection without discrimination;

AND

If capacity of rule of law institutions to respond to needs of women are improved; and
 If new practices of justice and security providers are supported to transform their
 attitudes and behaviours towards women and girl; and
 If women and children have access to justice, security and protection
 THEN Women's access to justice and security will be improved through gender-responsive
 service delivery and empowerment of women.

If all of these conditions are achieved, then the rule of law system will respect, protect and fulfill
 human rights and gender equality and promote peace and security.

Please see figure 1 for a visual representation of the Theory of Change.

Assumptions and Risks

There are seven major assumptions which underpin the Theory of Change:

- Organizational development needs to be service oriented to produce better justice outcomes for Palestinian citizens:
- Better internal systems for data gathering, analysis and reporting will help organizations chart an appropriate development trajectory
- A deliberate and focused strategy to engage with civil society, supported by selective, long-term funding, helps increase PG accountability on justice issues. It also increases citizen advocacy on much needed justice changes
- Legal aid (including clinics and education) increases access to justice and raises legal awareness. Both will empower marginalized groups to make good on their legal claims
- Working towards a national legal aid system will put it on a sustainable footing, provides systematic services delivery, and foster relevant inter-institutional relationships
- Presented with the right incentives (reputational), leadership in institutions are supportive of enhancing internal accountability and services delivery which may impact existing power dynamics
- Increase in awareness (on rights issues, on harmful gender stereotyping, child protection), if targeted correctly, will lead to changes in behaviour and agency

Risks have been identified which would block the change pathway from occurring in the event of their happening. These are listed in ANNEX II (Risk Log) along with the measures that the programme will deploy to mitigate these risks.

IMPACT

A functioning Rule of Law System that respects, protects and fulfills human rights and gender equality and promotes peace and security

OUTCOMES

Rule of law institutions are strengthened and reinforced by legal, regulatory and policy frameworks in line with international standards

Service provision by rule of law institutions is effective, accountable and inclusive

All Palestinians, especially children and vulnerable groups, have access to justice, security and protection without discrimination

Women's access to justice and security are improved through gender-responsive service delivery and empowerment of women

OUTPUTS

- key legislations are revised to strengthen the independence of Rule of Law institutions and ensure their consistency with international standards

- quality and efficiency of security and justice services provided to Palestinians are improved

- vulnerable populations have access to justice, security and protection; and

- capacity of rule of law institutions to respond to needs of women are improved

- evidence-based planning and policy development in the justice and security sector is strengthened through enhanced data collection, monitoring and evaluation

- quality and efficiency of security and justice services provided to areas underserved (Area C, Hebron 2 and EJ) are improved

- vulnerable populations in areas underserved (Area C, Hebron 2, and EJ) by the Palestinian government have access to justice, security and protection; and

- new practices of justice and security services providers are supported to transform their attitudes and behaviours towards women and girls; -women and children have access to justice, security and protection

INTERVENTIONS

Strengthen the justice and security sector leadership with clear mandates and accountability lines

Empower duty bearers to strengthen service provision in a manner that is right-based, and sensitive and accountable to all its citizens' accountability

Strengthen Palestinian's awareness and access to formal justice, security and protection services

Increase women's legal literacy and provide technical expertise to justice and security institutions on gender justice,

BARRIERS

Occupation, fractured historical legal frameworks, administrative division, non-functioning legislative body, poor political will,

Poor accountability, service delivery & performance management, ltd data availability, weak institutions, ltd trust, weak enforcement of laws, centralized service provision, overlapping roles and responsibilities

Limited awareness on human and legal rights, how to access, poor access to quality services, Lack of trust in formal sector, & strong trust in informal sector

Harmful social norms of gender inequality, acceptability and impunity for violence against women,

PROBLEM

Limited capacities, accountabilities and legitimacy of the Palestinian state's justice and security apparatus undermined by weak democratic processes and the Israeli occupation

4. Results framework

Sawasya II is aligned with national and UNDAF priorities to achieve full sovereignty/independence for the State of Palestine (UNDAF 2018-2022 SP1, NPA NP1). This is not simply a political or a developmental issue; it is about nurturing the social contract. Longer term statebuilding efforts require the population's trust and confidence that state institutions are effective, accountable and inclusive, and capable of upholding their basic human rights. In this respect, statebuilding efforts in Palestine (including in relation to laws, policies and provision of services) must translate into measurable improvements in the lives of Palestinian people if they are to contribute effectively to the overall statebuilding objective.

With this in mind, *Sawasya II* defines its overarching goal as 'a functioning and inclusive State of Palestine that respects, protects and fulfils people's human rights, and promotes development, peace and security.'

National priorities supported by *Sawasya II*'s overarching goal include the 'path to independence', government reform and sustainable development. The programme goal is also aligned with UNDAF priorities that the State of Palestine adheres to inclusive and democratic processes; ensures representative and people centred governance; that Palestinians enjoy access to security, justice, rule of law and protection of human rights, the benefit of responsive and enabling state functions at the national and sub-national levels and the promotion, monitoring and enforcement of gender-equality and non-discrimination.

The proposed 'Outcomes' of *Sawasya II* are captured in the box below.

SAWASYA II: PROGRAMME OUTCOMES	
OUTCOME 1:	Rule of law institutions are strengthened and reunified by legal, regulatory and policy frameworks in line with international standards
OUTCOME 2:	Service provision by rule of law institutions is effective, accountable and inclusive
OUTCOME 3:	All Palestinians, especially children and vulnerable groups, have access to justice, security and protection without discrimination
OUTCOME 4:	Women's access to justice and security are improved through gender-responsive service delivery and empowerment of women

By capitalising on the comparative advantages of all involved UN entities, *Sawasya II* will maximise the technical and operational resources of the UN system in Palestine to advance programme implementation in accordance with the defined strategy and theory of change.

OUTCOME 1: Rule of law institutions are strengthened and reunified by legal, regulatory and policy frameworks in line with international standards

Consistent with the theory of change outlined above, Outcome 1 of *Sawasya II* is premised on the principle that **by revising key legislations and ensuring their compliance with international standards; by strengthening planning and policy development capacities in justice institutions; by reunifying West Bank and Gaza justice institutions; and by increasing advocacy efforts at the national and international levels; the independence of rule of law institutions will be strengthened.**

Within this outcome, *Sawasya* aims at achieving policy-level and legislative changes that will strengthen rule of law institutions. This result will be obtained through direct support to the revision of key legislations, the development of and integrated and accountable planning process

and the reunification of West Bank and Gaza justice institutions. The support provided to CSO advocacy will be key in achieving this outcome since the program will facilitate and strengthen the engagement of civil society with the PG on each of these issues. To achieve this result, *Sawasya II* will also leverage political mandates across the UN system, including via UNSCO, OHCHR, Special Rapporteurs and the Office of the Quartet.

Under Output 1.1, the UN agencies will support the revision of key legislations in order to strengthen the independence of rule of law institutions and ensure their compliance with gender and human rights standards. On this topic, *Sawasya* will complement the efforts already provided by other international stakeholders such as EUPOL COPPS and will work jointly with OHCHR. The program will focus its support on ensuring that all relevant national institutions and civil society organisations are involved in the revision of key rule of law legislations (Basic law, JAL...) and will provide a complementary technical expertise linked to the support the UN provided in several countries around the world and especially in the MENA region (Tunisia and Morocco). On legal harmonization, *Sawasya* will focus in particular on making the review methodology more sustainable and systematic, including through electronic tools and guidance on reviewing legislation against HR standards. *Sawasya* will also focus on the incorporation of gender sensitivity in the law-making process through its support to the gender legislative committee. Finally, the program will also further strengthen the accessibility and sustainability of the Al Muqtafi legal database developed by Birzeit university.

Sawasya II will seek to reinforce rule of law institution capacity in developing and implementing relevant sector strategies by closer alignment with the National Policy Agenda and with Palestine's commitment on achieving the 2030 Sustainable Development Goal agenda. In the framework of output 1.2, the UN agencies will provide technical support to strengthen the planning capacity of the justice institutions, on producing, monitoring and evaluating the national justice sector, national anticorruption, and national cross-sectoral gender strategies. *Sawasya* will concentrate its support to strengthening the capacities of the MoJ to play a lead role in this process and to coordinate the development of the annual integrated work plan linked to the justice sector reform strategy. The program will continue supporting the planning capacities of the PMO to ensure the linkage between the NPA and the JSRS and the SSRS. *Sawasya* will also ensure a large dissemination of these strategies in order to increase their use as an accountability tool by the public and civil society organizations. This support will leverage inclusive processes and the engagement of all relevant justice actors and civil society to strengthen national ownership and leadership and ensure that justice sector end-users' needs and experiences are taken into account. A dedicated support will be provided to the Ministry of Justice in strengthening its role in monitoring and the co-ordination, planning, monitoring of progress towards achieving SDGs 16.

Under output 1.3, the programme will support the ongoing reunification process between Gaza and West Bank rule of law institutions. This support will target specific issues such as the harmonization of WB and Gaza legislation and the treatment of decisions taken by de facto authorities in Gaza since 2017. The UN agencies will also support the reestablishment of justice institutions in Gaza through training, logistical support and sensitization to bring the population back to the formal justice system. Moreover, the program will further explore issues related to transitional justice initiatives with the aim of ensuring the involvement of populations and civil society organisations, especially women's group, in the reconciliation process and achieving accountability for human rights violations committed since 2007. Strategic and focused partnerships with civil society in Gaza, as well as with the Palestinian Bar Association and the Independent Commission for Human Rights, will be essential to advance an agenda in which lawyers, the judiciary, prosecution, police and other service providers in Gaza are respectful of the rights and needs of the population, in accordance with international standards.

Finally, *Sawasya* will support Civil society organisations in monitoring the security and justice sector and advocating for further changes in Rule of Law institutions. In the framework of output 1.4, UN agencies will support existing CSO coalitions¹² in order to ensure more coherence and

synergies between their actions. Technical support will also be provided to increase the quality of the monitoring work and expand it throughout the West Bank and Gaza. The program will also facilitate the establishment of exchange platforms between these coalitions and state actors to reinforce their advocacy and role in improving the security and justice systems. A specific support will be provided to coalitions working on gender and juvenile justice. The support provided to CSO will follow the guidelines developed on the basis of the lessons learned during the first phase of the program.

OUTCOME 2: Service provision by rule of law institutions is effective, accountable and inclusive

Consistent with the theory of change outlined above, Outcome 2 is premised on the principle that **by empowering duty bearers at all levels to strengthen service provision in a manner that is rights-based, child sensitive and accountable to the citizenry, institutions will develop on a trajectory that ensures they are 'fit for purpose' and capable of adjusting to meet the rights and needs of the population.**

Within outcome 2, *Sawasya* will target specific bottlenecks in justice and security service provision identified on the basis of informed assessment and ongoing analysis of gaps and vulnerabilities. Duty-bearers (including police, prosecution, judiciary, line ministries, etc.) will be supported to strengthen the quality and efficiency of the services they provide to Palestinian rights holders, and institutions supported to overcome, where necessary, entrenched behavioural/attitudinal shortcomings. Support will therefore range from strengthening systems and processes to improve case disposal rates, to enhancing judicial, prosecutorial, or police competencies to handle certain types of cases.

Under output 2.1, *Sawasya* will support security and justice institutions (PCP, AGO, HJC) in improving the quality and efficiency of their services. As concerns the PCP, *Sawasya* will support the implementation of community based policing approach and accountability mechanisms developed in 2017. On community policing, the program will focus its support in ensuring the participation of communities and CSO in this process. On accountability mechanisms, the program will support the opening of unified complain offices throughout the State of Palestine.

As part of its support to the AGO and the HJC, *Sawasya* will use the information generated through HJC case management system (HJC Mizan) to identify and solve bottlenecks and transversal problems that are affecting the functioning of the courts. This support will be implemented in partnership with the HJC inspection department and the Palestinian Judicial Institute (PJI) and in close collaboration with of all the relevant international stakeholders. *Sawasya* will also further support civil and criminal enforcement mechanisms to improve case enforcement rates and contribute reducing the backlog of cases. In relation to the support to the PJI, *Sawasya* will complement the support provided by the EU by finalizing the new PJI web platform and developing specialized/continuous trainings. *Sawasya* will also ensure that all specialized trainings supported by the program will be implemented in the framework of the PJI in order to ensure their long-term sustainability and to contribute to strengthen this institution. *Sawasya* will also continue supporting the further development of HJC Mizan system.

The development of specialised justice and protection services to meet priority rights and needs of the most vulnerable will be an important feature of this outcome. The recently enacted juvenile Protection Law will provide an opportunity to consolidate existing efforts and advance justice for children in Palestine, working with all institutions of the National Juvenile Justice Committee (MOJD, MOJ, HJC, AGO, police). Building on the comparative advantages of UNICEF, UN Women and UNDP, *Sawasya II* will work with relevant national partners in strengthening the services provided to children in contact with the law. The juvenile Protection National Strategic Plan and implementation framework (2016-2019) takes into consideration the total requirements and key priorities of the sector for the coming three years to implement the juvenile Protection Law. It aims to promote effective partnership and integrative work among constituent entities of the juvenile Protection sector, and partnerships between the public sector and NGOs working in the area of justice for children.

Sawasya II will also support the improvement of security and justice services in area C and EJ). In the framework of output 2.2, the program will support security and justice institutions in accessing and providing services in those areas. As concerns the police, *Sawasya* will focus its support to the implementation of the community police approach developed by the PCP in area C by helping the communities to establish local coordination community police committee with the external support of the police. *Sawasya* will then support the PCP in participating and providing advice to these committees to solve their local security issues. *Sawasya* is also planning to support judicial institutions (HJC and Shari courts) to facilitate the implementation of courts decisions in those areas. The programme will also further support the development and strengthening of alternative dispute mechanisms to provide local populations with easily accessible dispute settlement tools.

OUTCOME 3: All Palestinians, especially children and vulnerable groups, have access to justice, security and protection without discrimination

Consistent with the theory of change outlined above, outcome 3 is premised on the principle that *if vulnerable populations have access to justice, security and protection, all Palestinians, including children, will have equal means to seek and access justice and resolve disputes and problems.*

Within outcome 3, *Sawasya* will support and facilitate a policy dialogue between all relevant Palestinian government institutions and civil society organizations to develop a national framework for legal aid in Palestine. This framework will be developed and tailored to respond to the specific needs of each of the area of the State of Palestine (West Bank including area C, Hebron 2 and East Jerusalem and Gaza) and will cover both the Palestinian and Israeli jurisdictions. The program will also focus its support in strengthening PA capacities in coordinating all actors involved in providing legal aid especially in area C and East Jerusalem. In addition, *Sawasya* will also continue supporting the PBA, universities and other civil society organizations in providing legal aid services in the framework of the National Legal aid strategy to be developed with the support of the program. Any support provided to CSO by the program within this outcome will be discussed with all relevant development and technical partners in order to avoid any overlap and duplication of efforts.

Under output 3.1, the program will focus on supporting the government of Palestine in establishing a state legal aid system before Palestinian jurisdictions that is able to provide free legal consultation and representation services to all vulnerable populations in order to ensure its sustainability. This work will build on the previous support provided by *Sawasya* that led to the creation of the National Legal Aid Committee. The program will also ensure that this strategy includes a special focus on children's rights and women's right to legal aid and that consideration is given to the development of specialized child and women friendly legal aid services. Until the National Legal Aid Scheme is approved and fully funded, the program will also continue supporting the PBA, universities and other civil society organizations in providing legal aid services in complementarity - and not in substitution or competition - to state legal aid providers. The support provided by the program to CSOs will focus more on legal awareness throughout Palestine in order to complement the legal consultation and representations services provided by the government of Palestine. As concerns legal awareness, *Sawasya* aims at building CSO/CBO networks in each of the 16 governorates to achieve legal awareness campaigns at the local level. The support to legal aid clinics will build on the support provided during the first phase of the program and will focus on enhancing quality control and monitoring impact on students' professional opportunities, formalizing linkages with the PBA, networking amongst clinics, and strengthening sustainability.

In the framework of output 3.2, the programme will focus its support in strengthening the government of Palestine's capacities to provide legal aid services in Area C, Hebron 2 and EJ before Palestinian and Israeli jurisdictions, and to ensure that a stronger coordination and a well-defined partnership strategy with civil society actors is articulated to leverage their comparative advantages on strengthening access to justice for populations living in those areas. Support to legal aid will follow in part the recommendations as outlined in the East Jerusalem Legal Aid Mapping (2016), and the research 'in the absence of justice' (2016) on challenges faced by

Palestinian women and girls to access justice in East Jerusalem. As concerns the provision of legal aid services to vulnerable children, the program will support the provision of legal aid for children in contact with Israeli forces in East Jerusalem, residency rights and other specific issues related to their status as Jerusalemites. The most vulnerable children will be targeted and the provision of legal aid for children will be fully coordinated with other stakeholders. Finally, the activities in support to legal aid in Gaza will be included under this output until the reconciliation process is concluded. They will then fall under output 3.1 and all support will be implemented in the framework of the NLAS.

OUTCOME 4: Women's access to justice and security are improved through gender-responsive service delivery and empowerment of women

Consistent with the theory of change outlined above, outcome 4 is premised on the principle that ***if capacity of rule of law institutions to respond to needs of women are improved, new practices of justice and security providers are supported to transform their attitudes and behaviours towards women and girls; and women and children have access to justice, security and protection then justice and security institutions will be gender responsive and women are empowered to access and participate in service delivery.***

The first Sawasya programme achieved considerable milestones on women's access to justice in Palestine and it is imperative that Sawasya II builds on that momentum, upscaling interventions using the revised methodologies and approaches, including the gender transformative, and the service-oriented approaches highlighted above. Sawasya II is built on a theory of change that articulates a longer-term vision for gender equality in the Palestinian society. It focuses on the relationship between the availability of capable and gender responsive human resources and institutional capacities within the justice and security institutions on one hand, and women's access to justice on the other. It highlights specifically the cruciality of addressing root causes of gender inequality and discrimination against women, including gender stereotypes and discriminatory attitudes and perceptions towards women's rights and VAW.

Realizing that gender mainstreaming approaches in a highly patriarchal environment might not be sufficient, Sawasya II will implement different strategies, including gender targeted interventions, alongside direct service initiatives for women and girls resulting in progressively transformational behavioural change – ensuring also that initiatives are aligned to achieve legal obligations in CEDAW and IHL and national and global level policy goals such as SDG 5 and elimination of violence against women. In line with this, and acknowledging the interlinkages between the discriminatory social norms and gender stereotypes on one hand, and the laws, policies and structures that regulate the justice and security sectors on the other, Sawasya II will address root causes of gender inequality and discriminatory behaviour of the justice and security sectors service providers and the community at large. It will do so through working on altering and sensitizing the perceptions and attitudes of service providers towards VAW cases, supporting the integration of responsive legal practices, challenging stereotypes and publicizing gender role models within these institutes. Sawasya II will also strengthen the Palestinian states' capacity to improve women's access to justice and fulfil their rights; by providing continuous technical and capacity building support to the stakeholders to enhance and improve their technical and institutional responses to VAW cases, in line with international human rights standards and best practice

More specifically, Sawasya II will target the specialized service providers within the justice and security chain, including the police, the prosecutors, the standard and sharia judiciary and the MoSD with capacity building interventions and specialized trainings, that aim at increasing their knowledge and strengthening their skills and capacities in managing VAW cases in an efficient and responsive manner. It will also support the justice and security institutions to develop and harmonize their procedures and by-laws in line with best practices and international standards, and guide and support the establishment of a holistic multi-sectoral coordinated services that provide multi-services to survivors under one roof, in alignment with international standards that maintain survivors' dignity and confidentiality.

Realizing the importance of women's engagement in the front-line services and in policy and decision-making positions, *Sawasya II* will support the enrolment of women in these institutes, including in the decision-making positions. It will do so through different mechanisms, including supporting stakeholders to put in place gender responsive human resources policies, building the capacity of Gender Units at these institutes to implement its' mandate in addition to providing women working in these fields with learning and empowerment opportunities.

In complementarity with other programmes such as the EVAW programme that will be implemented by four UN agencies, including UN Women, UNODC, UNFPA and UN Habitat, *Sawasya II* will introduce a unique approach to VAW services within the justice and security system, that evolves around the engagement of survivors in these services to enhance the quality of the services and increase women's trust in the system. Realizing the importance and sensitivity of survivors' experiences and voices, *Sawasya II* will support stakeholders, including CSOs to engage effectively with survivors, to learn about their stories and opinions in the quality of services, and their suggestions and proposals to address challenges.

Moreover, *Sawasya II* will further support civil society organizations to increase public awareness on women's rights, and advocate for responsive amendments to legislations, practices and behaviours within the justice and security chain. Empowering women and increasing their awareness on their rights, will enhance their access to justice and result in informed - decisions at their side when faced by a violent act or have their rights abused. CSOs' engagement strategies that are built on gender specific approaches, will encourage a stronger women's rights' movement by phasing out project-based initiatives and encouraging coalitions, joint programming, and cohesive messaging with existing partners; support to women's grassroots organisations to link communities with security and justice actors; create stronger linkages between civil law rights and Shari'a law to protect women's personal status; support robust oversight of informal justice sectors on women's issues; integrate human rights treaty obligations on women's rights in the work of the justice system; expand access to justice support to include marginalised women and establish restorative justice approach to ensure community acceptance of women in conflict with the law.

Results framework table

SDG 16: 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 SDG 5: Achieve gender equality and empowerment for women and girls
National Policy Agenda 2017-2022: Pillar 1: Path to independence National priority 1.1: Ending the occupation & achieving independence National Policy 1.1.1: Mobilising national and international support National Policy 1.1.2: Holding Israel to account National Policy 1.1.3: One land; one people National Policy 1.1.4: Upholding democratic principles Pillar 2: Governance Reform National priority 2.1: Citizen-centred government National Policy 2.1.2: Improving services to citizens National priority 2.2: Effective government National Policy 2.2.1: Strengthening accountability and transparency Pillar 3: Sustainable Development National Priority 3.2: Social Justice and Rule of Law National Policy 3.2.3: Improving access to justice National Policy 3.2.4: Gender Equality and Women's Empowerment National Priority 3.6: Resilient communities National Policy 3.6.1: Ensuring community security, public safety and the rule of law
UNDAF 2018-2022: Strategic Priority Area 2 (All Palestinians, especially those exposed to vulnerabilities, have equal access to accountable, effective, and responsive democratic governance, in line with international human rights standards); Outcomes 2, 3 and 4
SAWASYA II OVERALL GOAL: A functioning and inclusive Rule of Law system that respects, protects and fulfils human rights and gender equality, and promotes peace and security

Outcome 1: Rule of Law institutions are strengthened and reunified by legal, regulatory and policy frameworks in line with international standards

JP Outputs	UN org.	Imp. Partner	Indicative activities	Link with NP	Resource allocation and indicative time frame					
					Y1	Y2	Y3	Y4	Y5	Total
Output 1.1: Key legislations are revised to strengthen the independence of Rule of Law institutions and ensure their consistency with international standards	UNDP, UN Women, UNICEF	PMO, MOJ, HJC, AGO, LAB, PG HCC, LHC, GLC, Birzeit university, civil society, int. partners	Support national committee on harmonisation of laws with international human rights & anti-corruption standards	JSRS GP 2.7	130,000	105,000				235,000
			Strengthen capacity of institutional stakeholders in gender-sensitive legislative drafting and review	JSRS GP 2.5, 2.7						
			Support the revision of key rule of law legislations to strengthen the independence of RoL institutions: - Support the revision of the basic law - Support the revision of the JAL - Support the revision of HCC law Strengthen the sustainability of Al-Muqtafi legal database as a national compendium of law and jurisprudence and a tool for legal harmonisation - Support the update of Al-Muqtafi database - Support the further roll out of the legal compatibility tool based on Al Muqtafi and using AKOMO NTOSO standards							

Output 1.2: Evidence-based planning and policy development in the justice and security sector is strengthened through enhanced data collection, monitoring and evaluation (in alignment with SDG/HR indicators)	UNDP, UN Women, UNICEF	PMO, PCBS, MOJ, HJC, AGO, MOI, SJD, PCP, MOSD, ICHR, CSO	Support implementation of the justice and security sector strategic plans: - Strengthen the planning capacity of the MoJ and the preparation of integrated annual JSRS WP - Strengthen the planning capacity of justice sector institutions - Support sector-wide approach in the implementation of the JSRS and SSSP linked with the NPA - Support integration of gender considerations in the M&E capacities and systems related to the JSRS - Support coordination between sectoral strategies and Roadmap/action plans developed under the Juvenile Protection Committee - Support M&E capacities and systems related to JSRS and SSSP (in the PCP) - Support information and awareness raising on JSRS - Support the development of the 2023-28 JSRS - Support production and dissemination of biennial public perception surveys	JSRS GP 2.2	165,000	175,000	165,000	90,000	315,000	910,000
			Support MoJ in monitoring the implementation of SDG 16: - Support SDG 16 WG - Support information and awareness raising on SDG 16							

Output 1.3 West Bank and Gaza rule of law institutions are reunified	UNDP, UN Women, UNICEF	MoJ, AGO, HJC, PBA, PCP, SJD, CSO	Support to the reunification of Gaza and WB justice institutions		650,787	575,479	470,079	535,479	550,479	2,782,703
			- Support to vetting process							
			- Support to legal harmonization of Palestinian legislations							
			- Support the reconciliation of judicial decisions in Gaza							
			- Support the training of the justice and PCP staff deployed in Gaza							
			Support the reestablishment of the formal justice system in Gaza							
			- Support to rehabilitation and equipment of justice institutions in Gaza							
			- Support the implementation of MIZAN 2 in Gaza courts							
			- Support awareness raising campaigns to contribute to the restoration of formal justice institutions in Gaza							
			Support transitional justice initiatives in Gaza and WB							
			- Support consultations in Gaza on the reconciliation process							
			- Support transitional initiatives on truth, accountability, reparation and guarantees of non-repetition							
Output 1.4 Advocacy on strengthening rule of law institutions and promoting human rights is reinforced	UNDP, UN Women, UNICEF	AGO, HJC, MoJ, PCP, PBA, CSO	Strengthen joint CSO advocacy on rule of law and human rights:		270,000	405,000	405,000	405,000	405,000	1,890,000
			- Support CSO coalitions and networks in undertaking oversight initiatives of informal and formal justice and security sector delivery of services							
			- Support to civil society organizations including Universities and research centers to produce studies on rule of law to inform evidence-based policy advocacy							

Outcome 2: Service provision by Rule of Law institutions is effective, accountable and inclusive											
JP Outputs	UN org.	Imp. Partner	Indicative activities	Link with NP	Resource allocation and indicative time frame						
Output 2.1.: Quality and efficiency of security and justice services provided to the Palestinians are improved	UNDP, UN Women, UNICEF	PCP, HJC, AGO, PJ1, SJD, MoSD, MoJ, MoI	Support community policing:	1.1.5. SSSP, 1.1.7. SSSP, 1.2.2. SSSP, 3.1.	Y1	Y2	Y3	Y4	Y5	Total	
			- Support communication and awareness raising on community policing								
			- Support the establishment of initial and continuous training on community police								
			- Support to local coordination committees in relation to community policing								
			- Support integration of gender approach in implementing community policing								
			- Support integration of juvenile needs in implementing community policing								
			- Support the conduction of community based perception surveys on justice and security priorities								
			Support PCP accountability mechanisms	2.3.1. SSSP, 2.3.2. SSSP, 1.1.6. SSSP							
			- Support to PCP accountability mechanisms								
			- Support the opening of unified complain offices in the North, center and South								
			- Support awareness raising campaigns on PCP complain mechanisms								

			Support fair and equitable criminal procedures: - Assessment of courts' functioning based on Mizan - Support to the improvement of courts services in pilot jurisdictions (Court of cassation, Appeal, first instance, conciliation courts and notary public) - Support further roll out of the HR Unit within the AGO - Enhance HR mainstreaming throughout HJC, including through support to HR Unit (pending assessment) - Support the revision of penal laws - Support further development and strengthen sustainability of Mizan - Support the linking and compatibility of AGO and HJC IT systems (MIZAN)	SSRP 1.1.1, SSRP 1.1.2, JSRS PP Program, JSRS PP Program, SSSP 3.3.						
			Support judicial institutions' inspection mechanisms - Strengthen the methodology and assessment tools of the inspection in the AGO and HJC - Support judicial inspection in the SJD - Logistical support to the inspection department in the SJD, AGO and HJC - Customize MIZAN and ADALLAH for the work of the judicial inspection	JSRS GP 2.2						

			Support to enforcement mechanisms - Support to the Enforcement Department within the AGO and HJC I - Support to the Judicial police in the PCP - Support law enforcement and notifications through IT systems - Support to Sharia courts enforcement department						
			Strengthen the capacities of the Palestinian Judicial Institute (PJI) - Support to the development of continuous training program including training related to justice for children and women's rights as part of curriculum - Support to the development of PJI portal and e-learning system	JSRS GP 2.2					
			Develop and implement an e-justice strategy to improve the effectiveness of justice and security institutions - Support to the development of the e-justice portal - Regional conference on the use of IT services to improve the functioning justice and security institutions	JSRS MoJ 2.1					

			Support the development of child-friendly justice procedures (incl. referral pathways) and guidelines for children in contact with the law (defendants, offenders, victims, witnesses, etc.): - Develop and/or finetune agency-specific SOPs, directive and rules for police, prosecutors, courts, mediators on handling children's cases - Strengthen access to mediation services for children in contact with the law. - Conduct an assessment of the juvenile courts to better understand bottlenecks, reduce backlogs and ensure that proceedings are conducted in a							
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			manner conducive to children's active participation for children in conflict with the law. - Strengthen access to pre-trial diversion for children in conflict with the law, and post-trial rehabilitation and reintegration services - Develop, through a broad consultative process, a feasible and appropriate model for diversion, taking into consideration the potential role of informal justice actors, and outlining the most appropriate approach to mediating cases involving children, including by exploring and piloting Family Group conferencing for children accused of misdemeanor. - Support development of alternatives to Detention and referral pathways between justice and social welfare actors - Organize a consultation workshop to identify concrete measures to facilitate the participation of child victims and witnesses in the criminal justice process. - Develop and implement a comprehensive national sector wide justice for children strategy for children in Gaza and the West Bank. - Support MOSD to improve the responsiveness of CP counsellors/probation officers on care and planning. - Strengthen capacity of justice and security sector stakeholders to track cases involving children, monitoring progress on implementation of the law, and identify bottlenecks (M&E, data management, incl. Mizan)						

Output 2.2: Quality and efficiency of security and justice services provided to areas unserved by the Palestinian government are improved	UNDP, UN Women, UNICEF	PMO, ACCO, PCP, HJC, AGO, PCP, PJI, SJD, MSD, MoJ, MoI, CSO	Support efforts to enhance security and justice institutions' access to service provision and coverage of Area C	Area C PG Strategy EJ – Hebron UN Strategy	450,000	425,000	400,000	400,000	400,000	2,075,000
			Increase the capacity of communities, CSOs and professionals to deliver security and social protection services							
			- Needs assessment and identification of pilot areas - Pilot project in two areas including a refugee camp to provide community security services - Expansion in additional pilot areas based on the previous pilot							
Technical support for the implementation of outcome II	UNDP, UNICEF		Support the development of alternative dispute resolution mechanisms in area unserved by the PG							
			- Support the revision of legislations related to ADR mechanisms, including as they relate to mediation provisions in the Juvenile Protection Law and draft FPB							
			- Support to mediation and arbitration mechanisms in area C and EJ							
SUBTOTAL OUTCOME II					2,210,889	2,244,139	2,259,939	2,277,739	2,206,339	11,199,045
					319,439	319,439	319,439	319,439	319,439	1,597,195

Outcome 3: All Palestinians, especially children and vulnerable groups, have access to justice, security and protection without discrimination										
	UN org.	Imp. Partner	Indicative activities	Link with NP	Resource allocation and indicative time frame					
					Y1	Y2	Y3	Y4	Y5	Total
Output 3.1.: Vulnerable populations have access to justice, security and protection	UNDP, UN Women, UNICEF	HJC, AGO, MoJ, SJD, PCP, PBA, CSO, MoSD, Universities	Support the development of a sustainable legal aid system	JSRS MoJ	901,206	899,106	939,806	979,806	909,106	4,629,030
			- Provide technical support to NLAC in developing a legal aid strategy							
			- Provide technical support to NLAC in developing legislations related to legal aid							
			- Support the implementation of the legal aid strategy and legislations							
			Support legal education through university legal aid clinics							
			- Legal aid clinics assessment							
			- Strengthen legal aid clinics							
			Support the establishment of legal information services in public services and/or jurisdictions							
			- Support roll out of pilot legal information service project in one governorate							
			- Support expansion of pilot legal information service project in one governorate							

			Support PBA and/or CSO in providing legal representation services in conformity with the NILAS							
			- Support legal representation services - Support the establishment of a quality control for legal representation services - Support the recording, monitoring and evaluation of outcomes of cases referred from legal aid providers or supported by legal aid lawyers to and from the informal justice sector and a database of jurisprudence. - Strengthen legal aid provision to juveniles, including standards for services delivery, quality control and monitoring, capacity building)							
			- Support legal awareness throughout Palestine - Support awareness raising campaign on the concept and availability of legal aid - Support legal awareness campaigns throughout Palestine							
Output 3.2: Vulnerable populations in areas unserved by the Palestinian government have access to justice, security and protection	UNDP, UN Women, UNICEF	PMO, PCP, HJC, AGO, PCP, SJD, MoJ, PBA, CSO	Support PG and CSO efforts to address the legal needs of Palestinian residents of East Jerusalem: - Provision of legal aid to vulnerable populations in EJ - Provision of legal aid to vulnerable children in EJ	Area C PG Strategy EJ – Hebron UN Strategy	659,409	709,891	798,142	713,592	761,742	3,642,775

			Support PG and CSO effort to address the legal needs of Palestinian residents of Area C (including H2), including through provision of legal assistance, legal literacy and legal awareness							
			- Provision of legal aid to vulnerable populations in area C							
			- Support the provision of legal aid for children in military detention and victims of settlers and ISF violence							
			Support CSO effort to address the legal needs of Palestinian residents in Gaza, including through provision of legal assistance, legal literacy and legal awareness ¹³							
Technical support for the implementation of outcome III	UNDP, UN Women, UNICEF				263,548	263,548	263,548	263,548	263,548	1,317,740
SUBTOTAL OUTCOME III					1,824,163	1,872,545	2,001,495	1,956,945	1,934,395	9,589,545

¹³ Once the reunification process will be concluded, these activities will be implemented in the framework of the support to the NLAS under output 3.1

Outcome 4: Women's access to justice and security are improved through gender-responsive service delivery and empowerment of women										
JP Outputs	UN org.	Imp. Partner	Indicative activities	Link with NP	Resource allocation and indicative time frame					
					Y1	Y2	Y3	Y4	Y5	Total
Output 4.1.: Capacity of rule of law institutions to respond to needs of women are improved	UNDP, UN Women, UNICEF	PCP, HJC, AGO, PJI, SJD, MoSD, MoJ, MoI, CSO	Improve capacity of security institutions to respond to needs of women: - Support to implement PCP's gender strategy on human resources and recruitment; outreach; training curriculum; working arrangements and facilities; establish data management system by provision of expertise, funds and equipment - Support to PCP/FJPU to integrate gender-responsive standards based on national legislations into internal directives and SOPs - Support to PCP/CRCDD to develop and implement rehabilitation and integration policies and programmes for women in conflict with law and develop and implement GBV offender treatment programmes in prisons - Support internal coordination mechanisms in the PCP specialized units to ensure gender responsive services to women (GBV survivors and women and in conflict with the law) - Support MOI Gender Unit to build staff capacity to contribute to decision-making and implement GU's mandate and to support Security Sector Gender Advisory Committee to implement mandate to mainstream gender in the security sector	1.1.5. SSSP,1.1.7. SSSP, 1.2.2. SSSP, 3.1.	743,589	852,657	938,906	990,656	899,606	4,425,415

			Improve capacity of prosecution services to respond to the needs of women - Support to provide mentoring, coaching and legal expertise on women's human rights for Specialized Prosecutors on SGBV to improve prosecution skills and meeting rights and justice needs of victims - Strengthen AGO capacities in gender-sensitive investigation of criminal offenses - Provide expertise to AGO to develop and implement practice direction on prosecution of VAW, appeals and cassation, and witness and victim protection based on national laws - Support to AGO's Gender Unit to develop and implement Gender Strategy - Support internal coordination mechanisms in the AGO specialized units to ensure gender responsive services to women victims - Support the justice institutions to institutionalize data collection on GBV and VAW cases through MIZAN (n. of investigations opened, either conviction or acquittal, n. of appeals filed, the result of each appeal)	SSRP 1.1.1, SSRP 1.1.2, JSRS PP Program, JSRS PP Program, SSSP 3.3.						
			Support effective, operational, multi-sectoral services in place for SGBV victims - Support to PCP to establish One Stop Centers in Nablus and Bethlehem by refurbishing facilities; providing equipment and expertise to develop coordination of services SOPs and conduct outreach - Support MOSD on preparation and management of SGBV case files for court trials and to undertake an oversight function of case conferences, produce quarterly evaluation reports with recommendations to improve implementation of mechanism	JSRS H3C 2						

			Improve capacity of judiciary (civil and criminal) and Ministry of Justice to meet justice needs of women - Support to develop and implement specialized training courses for judges on SGBV adjudication, practice direction on implementation of rules of evidence and procedures (based on national laws) for SGBV cases and on victim and witness protection, develop gender bench books for judges - Support to undertake gender assessment of court facilities in all districts and improve gender-responsiveness of court facilities - Support the Ministry of Justice in developing gender responsive criminal justice policies; - Strengthen availability and use of data related to case processing of GBV cases							
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[illegible]

Output 4.2 New practices of justice and security service providers are supported to transform their attitudes and behaviours towards women and girls	UNDP, UN Women, UNICEF		Strengthen women's decision-making power in the justice sector - Support professional peer groups of women working in the justice sector and facilitate career development opportunities / mentoring schemes - Support justice and security institutions to increase females' enrollment in decision making positions and front-line services within the justice and security institutions; - Strengthen the capacities of Gender Units at justice and security institutions to enable them to mainstream gender and women's human rights in their respective institutions; - Support cross-sector gender taskforce of (senior) judiciary, prosecution and police men and women to steer gender mainstreaming during implementation of justice sector strategy - Support career days/awareness raising activities at law faculties to address gender bias and promote female participation in the legal profession		454,072	261,972	240,972	250,972	260,972	1,228,850
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			Engage rights holders in improving the response of service providers - Provide training to the OSC/FPJU to assess service (with specific attention to women) on users' satisfaction of the available services - Conduct an assessment with the OSC service users (focus on GBV survivors) on their satisfaction with the services provided by the PCP, the PPO and the HJC - Support the establishment of responsive forums with the support of CSOs to engage survivors/beneficiaries of services and service providers in a constructive and responsive dialogue on experiences, needs and priorities of survivors. - Provide a report with recommendations on how to improve services provided by the RoL institutions						
Output 4.3 Women and children have access to justice, security and protection	UNDP, UN Women, UNICEF	CP, HPJC, AGO, PCP, PJ1, SJD, MoJ, PBA, CSO	Support PBA and/or CSO in providing legal representation services for women in conformity with the NIAS	505,397	462,104	472,104	447,104	382,104	2,268,813
			Support Sharia Courts Lawyers in Gaza (including trainee lawyers) on human rights standards of litigation, with specific focus on women's rights and children's rights.						
			Support PG and CSOs efforts to address the legal needs of Palestinian women in area unserved by the PG						
			Support legal awareness on women's right throughout Palestine						
Technical support for the implementation of outcome IV	UNDP, UN Women, UNICEF			269,751	269,751	269,751	269,751	269,751	1,348,756
SUBTOTAL OUTCOME IV				1,972,808	1,846,485	1,921,734	1,958,484	1,812,434	9,271,835

Management, monitoring and evaluation and project visibility

JP Outputs	UN org.	Imp. Partner	Indicative activities	Link with NP	Resource allocation and indicative time frame					
					Y1	Y2	Y3	Y4	Y5	Total
UNDP, UN Women, UNICEF			- Joint program - Program Manager - Administrative assistant - Driver - Monitoring and evaluation		1,768,554	1,768,554	1,768,554	1,768,554	1,768,554	8,842,770
			- UNDP component - Chief Technical specialist - Finance associate - Programme assistant (WB and Gaza) - Driver (Gaza) - Rent - Offices expenses							
			- UNWOMEN component - Programme Specialist (P4) - Admin Associate SB3/4 - Programme Associate SB3/4 - Driver SB2/3 - WB - Rent - Office expenses							
			- UNICEF component - Chief Child Protection (50%) - Child Protection Specialist (50% starting year 3) - Operational support - Rent - Office expenses							

Total Joint Programme disaggregated resources (USD)

UN implementing agency	Cost type	Resource allocation and indicative time frame					
		Y1	Y2	Y3	Total Y1-3	Y4	Total Y4-5
UNDP	Programme cost	6,400,000	6,400,000	6,400,000	19,200,000	6,400,000	12,800,000
UN Women	Programme cost	2,000,000	2,000,000	2,000,000	6,000,000	2,000,000	4,000,000
UNICEF	Programme cost	1,600,000	1,600,000	1,600,000	4,800,000	1,600,000	3,200,000
TOTALS	Programme cost	9,253,262	9,253,262	9,253,262	27,759,784	9,253,262	18,506,523
	Indirect support cost (7%)	647,728	647,728	647,728	1,943,185	647,728	1,295,457
	MPTF administrative cost (1%)	99,010	99,010	99,010	297,031	99,010	198,020
OVERALL TOTAL		10,000,000	10,000,000	10,000,000	30,000,000	10,000,000	20,000,000



5. Governance, management and coordination arrangements

Building on lessons learned as well as standard global best practices for joint programming, *Sawasya II* integrates a number of mechanisms to ensure effective governance, programme management and coordination, both internally and externally vis-à-vis national stakeholders, donors/development partners and other implementers. The structures set out in this joint programme document do not substitute for organisation-specific arrangements required by respective internal policies of the participating UN entities. Fund management arrangements are detailed separately under section 7 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 II. The Steering Committee, which will be chaired by the UN Resident Coordinator, represents the main governance entity of the joint programme, responsible for guiding the overall strategic direction of the programme and reviewing implementation progress and results. The Steering Committee will be convened annually, and will include the programme's main national stakeholders, the participating UN entities, and key donors/development partners. The programme governance structure is illustrated in the diagram below.

Programme management

Under the supervision of the three UN implementing entities of the Joint Programme, the Joint Programme Manager will be tasked with overall management of *Sawasya II*, ensuring that the Joint Programme produces the expected results set out in the programme document and subsequent annual work plans. In addition, s/he will be responsible for issuing (joint) narrative and financial reports to account for resources allocated and results achieved. The Joint Programme Manager will be supported by the 'Joint Programme Management Team' comprised of 'second tier' programme management from the three UN implementing entities, who will provide day-to-day management of the agency-specific teams and components. Second tier managers will report firstly to the Joint Programme Manager, with secondary reporting lines to their respective UN organisations. The joint programme as a whole will be supported by a 'Joint Secretariat', which will provide common support functions for the programme.

Internal management and coordination

At the level of agency coordination and oversight, the Heads of Programme of the participating UN entities shall meet quarterly with the Joint Programme Manager as an **agency coordination committee**, designed to strengthen effective interagency cooperation and programme implementation.

In addition to physical collocation of programme capacities, to the extent possible, the management arrangements take into account the geographical 'split' between the West Bank, including East Jerusalem, and the Gaza Strip. Aimed at fostering programmatic coherence, as well as promoting teamwork, *Sawasya II* will make all efforts to overcome the challenges presented by this operational division, including by organising regular team meetings and exchanges between the West Bank and Gaza.

External coordination

Sawasya II will ensure close coordination and cooperation with the various international assistance providers (bilateral and multilateral) working in the areas of law, integrity, gender justice and human rights. Annual work plans will be extensively consulted with all relevant actors, and Memorandums of Understanding will be established to support coordination and collaboration (e.g. with EUPOL COPPS, Human Rights/IHL Secretariat). 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, the Legal Task Force, the Gender Task Force, the UNDAF's Governance Thematic Group, and the broader UNCT.

Donor coordination

The formal legal relationship between bilateral donors and the participating UN entities of the joint programme is regulated by the 'Standard Administrative Arrangement' between the donor and UN agency/agencies administering the contribution. Without prejudice to the provisions stipulated in the respective Standard Administrative Arrangements, a 'Donor Consortium' will be established to facilitate collective engagement between the joint programme and its donors/development partners. *Sawasya II*, via the Joint Programme Manager, will convene quarterly formal meetings of the Donor Consortium to ensure maximal engagement.

6. Fund management arrangements

The joint programme will use a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office (MPTF) will act as the Administrative Agent (AA) under which the funds will be channelled for the programme through the AA.¹⁴ Each participating UN organisation receiving funds through the pass-through will sign a standardised Memorandum of Understanding with the AA.

The Administrative Agent will:

- Establish a separate ledger account under its financial regulations and rules for the receipt and administration of the funds received from the donor(s) pursuant to the Administrative Arrangement(s). This Joint Programme Account will be administered by the Administrative Agent in accordance with the regulations, rules, directives and procedures applicable to it, including those relating to interest.
- Make disbursements to participating UN organisations 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 organisations 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 Administrative Agent.
- Each UN organisation 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% as overhead costs of the total allocation received for the agency.

The MPTF Office will charge administrative agent fee of one per cent (1%) of the total contributions made to the Joint Programme.

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

- Annual narrative progress report and the final narrative report, to be provided no later than three months (31 March) after the end of the calendar year.

The MPTF Office will:

- Prepare consolidated narrative and financial progress reports, based on the narrative consolidated report prepared by the lead agency and the financial statements/reports submitted by each of the participating UN organisations in accordance with the timetable established in the MoU.

¹⁴ Where donors to the programme are encumbered with requirements to earmark their funding contributions, alternative arrangements may be provided for at the country level, pending the agreement of the 'Donor Consortium'.

- Provide those consolidated reports to each donor 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 participating organisations 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 organisation.

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

Administrative fees and indirect costs:

- Administrative agent: The AA (UNDP) shall be entitled to allocate one percent (1%) of the amount contributed by the donor, for its costs of performing the AA's functions.

- Participating UN organisations: Each UN organisation 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 organisation and as documented in the Standard Administrative Arrangement signed with the donor.

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 organisations and the implementing partners as well as donors where applicable.

Audit: The Administrative Agent and participating UN organisations will be audited in accordance with their own Financial Regulations and Rules and, in case of MDTFs, in accordance with the Framework for Joint Internal Audits of United Nations which has been agreed to by the Internal Audit Services of the participating UN organisations and endorsed by the UNDG in September 2014.

Transfer of cash to national implementing partners

Cash transfer modalities, the size and frequency of disbursements, and the scope and frequency of monitoring, reporting, assurance and audit will be agreed prior to programme implementation, taking into consideration the capacity of implementing partners, and can be adjusted in its course in accordance with applicable policies, processes and procedures of the participating UN organisations. For the ExCom agencies, the provisions required under the *Harmonised Approach to Cash Transfers* (HACT) as detailed in their CPAPs or in other agreements covering cash transfers will apply.

In accordance with the United Nation's requirement, programmatic and financial monitoring in connection with the HACT will be incorporated into all partner Agreements.¹⁵ The frequency of monitoring visits and financial spot checks will be based on micro assessment of each partner. Financial spot checks will also be conducted in line with HACT and FACE requirements.¹⁶ The

¹⁵ 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.

¹⁶ The result structure for this programme is reflected in the attached logical framework. This includes the main indicators used to measure progress against the three planned outcomes. The means of verification will inform the monitoring and reporting for this programme.

findings of the monitoring visits determine the level of technical / administrative engagement from UNICEF to ensure optimal achievement of the project. UNICEF will have regular meetings with the main stakeholders and implementing partners to discuss the findings of field monitoring and adopt solutions in case of constraints. The main implementers will participate in formal bi-annual reviews. The implementing partners will establish and maintain a system for monitoring progress of the implementation of their specific Project 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 implementing agency (UNICEF, UNDP or UNWOMEN), and once in place, through the online reporting system. The implementing Partners will accommodate monitoring visits of UN agencies and donors, as necessary for programme Monitoring.

7. Monitoring, evaluation and reporting

A joint M&E framework has been developed and will guide the monitoring and evaluation work of the *Sawasya II* programme.

Drawing on best practices and lessons learnt from *Sawasya I* and other key UN rule of law programme experience, these indicators have been carefully selected for their ability to track key strategic changes envisaged by the programme. A combination of qualitative and quantitative indicators, they provide evidence against the theory of change that underpins the programme, as described in Section 3 of this programme document. At the outcome and impact level, indicators have been fully aligned with UNDAF, NPA and SDG frameworks. In addition to this 'core set' of joint programme indicators, implementing Agencies will develop activity or project level performance indicators as part of more regular monitoring against the annual work plan throughout the year.

Annual/regular reviews

Sawasya II will implement a system of ongoing review of progress, at two distinct but inter-related levels:

- Ongoing monitoring against the theory of change and the results framework indicators. This will be done at an annual basis, and will form the basis for reporting to donors and other stakeholders. This review process will include review of the risks and assumptions that underscore the programme's theory of change, and will be revised as appropriate. The joint secretariat M&E team will be responsible for this process, including coordinating data collection and tracking of progress against these targets, with support from the joint programme staff of the participating UN entities.

- Monitoring of progress on implementing the annual work plan. This is a more detailed tracking of progress at the activity level, and responsibility rests with the individual agency who will draw on their corporate M&E systems as they deem relevant. However, the Joint Secretariat M&E team will set up mid-year and annual reviews, to ensure continued cross-agency coordination and coherence between the different inter-related implementation frameworks.

Sawasya II will align its annual reviews with the reviews scheduled under the UNDAF implementation mechanism, given the fact that is has aligned – to the degree possible – its results framework indicators with those of the UNDAF framework.

Evaluation

- Two and a half years into programme implementation a robust, independent mid-term independent evaluation will be conducted of *Sawasya II* that will take stock of progress against planned results and provide recommendations for implementation and any necessary readjustment of strategic direction for the final two years of the programme's implementation. Recommendations of this evaluation will inform planning for the second phase of the programme (years four and five), and progress on implementation of its

recommendation will be reported back to all stakeholders, including donors/development partners.

- A final impact evaluation will be conducted no later than 3 months before completion of the programme.

Reporting

Reporting on programme implementation will follow the guidelines as set forth by the UNDP Multi-Partner Trust Fund Office, and as stipulated in the Standard Administrative Arrangements (SAA) signed between programme donors and the MPTF Office.

A joint programme annual report will be prepared that will present analysis of progress against results and indicator targets, and analysis of lessons learned, challenges and risks. Prepared by the joint programme secretariat with inputs from the joint programme staff of the participating UN entities, 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 donors.

8. Legal context

Table 3: Basis of relationship

Participating UN organisation	Agreement
UNDP	This programme document shall be the instrument referred to as the 'project' in United Nations General Assembly Resolution 33/147 of 20 December 1978, mandating UNDP's Programme of Assistance to the Palestinian People (PAP)
UNICEF	
UN Women	

The Implementing Partners/Executing Agencies¹⁷ agree to undertake all reasonable efforts to ensure that none of the funds received pursuant to this Joint Programme are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by Participating UN organisations do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this programme document.

¹⁷ Executing Agency in case of UNDP in countries with no signed Country Programme Action Plans.

9. Annual work plans and budgets

Detailed, budgeted annual work plans (AWPs) will be developed by the joint programme on an annual basis. Annual work plans will detail the activities to be carried out within the joint programme and by the responsible implementing partners, timeframes and planned inputs from the participating UN organisations. Work plans will be presented annually at the meeting of the Joint Programme Steering Committee and approved by signature of the co-chairs of the Steering Committee. Donors/development partners shall be consulted on and approve the AWP separately in a meeting proceeding the meeting of the Steering Committee.

Annex I: Joint programme monitoring framework

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptio ns	Linkage with National/Inte rnational policies
SAWASYA II OVERALL GOAL: A functioning and inclusive Rule of Law system that respects, protects and fulfils human rights and gender equality, and promotes peace and security	Percentage of public who have trust in the Palestinian Civil Police (disaggregated by sex and age) Baseline: <i>Public perception to be achieved in 2018</i> Target (2020): Increase of 1% Target (2022): Increase of 1% Percentage of public who have trust in the judiciary (disaggregated by sex and age) Baseline: <i>Public perception to be achieved in 2018</i> Target (2020): Increase of 1% Target (2022): Increase of 1%	PCBS Public perceptions survey	Biennial PCBS survey	Sawasya JPM	NA	UNDAF 2.2
		PCBS Public perceptions survey	Biennial PCBS survey	Sawasya JPM	NA	UNDAF 2.2

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
	% of Palestinian public who are satisfied with the performance of the police (disaggregated by sex and age)	PCBS Public perceptions survey	Biennial PCBS survey	Sawasya JPM	NA	SDGI 16.6.2 UNDAF 2.3
	Baseline: <i>Public perception to be achieved in 2018</i> Target (2020): Increase of 2% Target (2022): Increase of 2%					
	% of Palestinian public who are satisfied with the performance of judges. (disaggregated by sex and age)	PCBS Public perceptions survey	Biennial PCBS survey	Sawasya JPM	NA	UNDAF 2.3.
	Baseline: <i>Public perception to be achieved in 2018</i> Target (2020): Increase of 2% Target (2022): Increase of 2%					

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
OUTCOME 1: Rule of Law institutions are strengthened and reunified by legal, regulatory and policy frameworks in line with international standards	Number of existing/new laws amended/adopted in line with international standards <i>Baseline: 1 (2017)</i> Target (Year 1): 2 Target (Year 2): 2 Target (Year 3): 2 Target (Year 4): 2 Target (Year 5): 2	Official gazette of the government of Palestine	Monthly publication	Sawasya JPM	NA	
	Number of policies/regulatory framework/plans adopted in line with international standards <i>Baseline: 0 (2017)</i> Target (Year 1): 2 Target (Year 2): 2 Target (Year 3): 2 Target (Year 4): 2 Target (Year 5): 2	Official gazette of the government of Palestine	Monthly publication	Sawasya JPM	NA	
	Number of policies/harmonized laws/plans linked to the Gaza/WB reunification process adopted. <i>Baseline: 0 (2017)</i>	Official gazette of the government of Palestine	Monthly publication	Sawasya JPM	The achievement of this indicator will depend on the effective	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
	Target (year 1): 2 Target (year 2): 2 Target (year 3): 2 Target (year 4): 2 Target (year 5): 2				progress of the reconciliation process	
Output 1.1: Key legislations are revised to strengthen the independence of Rule of Law institutions and ensure their consistency with international standards	Number of laws reviewed/revised to align with HR standards. Baseline: 2 (2017) Target (year 1): 2 Target (year 2): 2 Target (year 3): 2 Target (year 4): 2 Target (year 5): 2	LHC, GLC, SAWASYA reports	Annually	Sawasya JPM	NA	
Output 1.2: Evidence-based planning and policy development in the justice and security sector is strengthened through enhanced data collection, monitoring and evaluation (in alignment with SDG/HR indicators)	Number of annual integrated work plan adopted in the framework of the justice and security sector strategies Baseline: 0 (2017) Target (year 1): 1 Target (year 2): 1 Target (year 3): 1 Target (year 4): 1 Target (year 5): 1	JSRWP, Anti-corruption strategy WP	Annually	Sawasya JPM	NA	
Output 1.3: West Bank and Gaza rule of law institutions	Number of policies/harmonized laws/plans linked to the	HC report	Annually	Sawasya JPM	NA	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
are reunified	Gaza/WB reunification process developed. Baseline: 0 (2017) Target (year 1): 2 Target (year 2): 2 Target (year 3): 2 Target (year 4): 2 Target (year 5): 2					
Output 1.4 Advocacy on strengthening rule of law institutions and promoting human rights is reinforced	Number of monitoring reports on the justice and security sectors published and supported by the project Baseline: 0 (2017) Target (year 1): 2 Target (year 2): 2 Target (year 3): 2 Target (year 4): 2 Target (year 5): 2	CSO, Sawasya reports	Annually	Sawasya JPM	NA	
Outcome 2: Service provision by Rule of Law institutions is effective, accountable and inclusive	Unsentenced detainees as a proportion of overall prison population (disaggregated by sex and age) Baseline (2017) = 52.3% Target (year 1): decrease of	PCP statistics	Annually	Sawasya JPM	NA	UNDAF 2.2

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptio ns	Linkage with National/Inte rnational policies
	1% Target (year 2) : decrease of 1% Target (year 3) : decrease of 1% Target (year 4) : decrease of 1% Target (year 5) : decrease of 1% Number of children in conflict with the Palestinian law detained at the Family and Juvenile Protection units (disaggregated by sex and age) Baseline (2017) = 386 (385 male and 1 female) Target (year 1) : decrease of 3% Target (year 2) : decrease of 3% Target (year 3) : decrease of 3% Target (year 4) : decrease of 3% Target (year 5) : decrease of 3% Public perception of a free trial: "Level of confidence	PCP, MSD statistics	Annually	Sawasya JPM	NA	UNDAF 2.2
		PCBS Public perceptions	Biennial PCBS survey	Sawasya JPM	NA	UNDAF 2.2

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
	<i>that you will receive a fair trial if you were charged of committing a criminal act/delinquency"</i> (disaggregated by sex and age) Baseline: Public perception to be achieved in 2018 Target (2020): Increase of 10% Target (2022): Increase of 10%	survey				
Output 2.1: Quality and efficiency of security and justice services provided to the Palestinians are improved.	Percentage of public aware of the PCP community policing strategy Baseline: Public perception to be achieved in 2018 Target (2020): Increase of 10% in the pilot areas Target (2022): Increase of 10 in the pilot areas	Sawasya, CSO reports	Annually	Sawasya JPM	NA	
	% of judgements enforced (disaggregated by criminal and civil, including Sharia courts and pilot/non pilot areas)	HJC Mizan IT system, Sharia court Adala IT system	Annually	Sawasya JPM	NA	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
	<i>Baseline (2017):</i> For Sharia Courts = N.A For Reconciliation Courts = 78.5% For First Instance Courts = 60.7% Target (Year 1) : increase of 1% in the pilot areas Target (Year 2) : increase of 1% in the pilot areas Target (Year 3) : increase of 1% in the pilot areas Target (Year 4) : increase of 1% in the pilot areas Target (Year 5) : increase of 1% in the pilot areas % of justice sector users who are satisfied with the performance of HJC Mizan IT system (disaggregated by sex and age) Baseline: <i>Direct users' perception survey to be achieved in 2018</i> Target (2020) : Increase of 2% Target (2022) : Increase of					
		PCBS direct users survey	Biennial PCBS survey	Sawasya JPM	NA	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
	2%	HJC Mizan IT system	Annually	Sawasya JPM	NA	
	% of children sentenced receiving a custodial sentence <i>Baseline (2017): 4.2% (0 female)</i> Target (year 1): increase of 1% Target (year 2): increase of 1% Target (year 3): increase of 1% Target (year 4): increase of 1% Target (year 5): increase of 1%					
	% of children who benefit from alternatives to detention <i>Baseline(2017)= 58.1%</i> Target (year 1): increase of 1% Target (year 2): increase of 1% Target (year 3): increase of 1% Target (year 4): increase of 1% Target (year 5): increase of 1%	HJC Mizan IT system	Annually	Sawasya JPM	NA	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptio ns	Linkage with National/Inte rnational policies
	1% % of children who benefit from mediation in the investigation process as alternative to detention Baseline(2017) = 60.6% (602/993) Target (year 1): increase of 1% Target (year 2): increase of 1% Target (year 3): increase of 1% Target (year 4): increase of 1% Target (year 5): increase of 1%				NA	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
Output 2.2: Quality and efficiency of security and justice services provided to areas unserved by the Palestinian government are improved	% of judgements enforced in area unserved by the PA (disaggregated by pilot/non pilot areas) Baseline (2018) = TBD Target (year 1): increase of 1% in the pilot areas Target (year 2): increase of 1% in the pilot areas Target (year 3): increase of 1% in the pilot areas Target (year 4): increase of 1% in the pilot areas Target (year 5): increase of 1% in the pilot areas	HJC Mizan IT system	Annually	Sawasya JPM	During year 1, the program, together with the quartet, will support the HJC in developing the Mizan IT system in order to obtain these data	
	N. of security and justice related community services provided with the support of the project in the pilot areas Baseline (2018) = TBD Target (year 1): 5 Target (year 2): 5 Target (year 3): 5 Target (year 4): 5 Target (year 5): 5	Sawasya, CSO reports	Annually	Sawasya JPM	NA	
Outcome 3: All Palestinians,	Percentage of public aware of the existences of legal aid services	Public perceptions survey	Biennial PCBS survey	Sawasya JPM	NA	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptio ns	Linkage with National/Inte rnational policies
especially children and vulnerable groups, have access to justice, security and protection without discrimination	supported by the PG <i>(disaggregated by sex, age and Palestinian/Israeli jurisdictions)</i>					
	Baseline: <i>Public perception to be achieved in 2018</i>					
	Target (2020): Increase of 2% Target (2022): Increase of 2%					
	Percentage of public satisfied of the legal aid services provided by the PG <i>(disaggregated by sex, age and Palestinian/Israeli jurisdictions)</i>	Public perceptions survey	Biennial PCBS survey	Sawasya JPM	NA	
	Baseline: <i>Public perception to be achieved in 2018</i>					
	Target (2020): Increase of 2% Target (2022): Increase of 2%					
Output 3.1: Vulnerable populations have access to justice,	N. of individuals living in area served by the PG who benefited from legal aid services supported by	Sawasya, PG and CSO reports	Annually	Sawasya JPM	During year 1, the program will	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
security and protection	the project (disaggregated by age, gender, geographical area, type of jurisdiction (Palestinian/Israeli) and type of legal aid providers (CSO or PG)) Baseline (2018): TBD Target (Year 1): increase of 1% Target (Year 2): increase of 1% Target (Year 3): increase of 1% Target (Year 4): increase of 1% Target (Year 5): increase of 1%				establish a monitoring system able to provide disaggregated data by type of jurisdictions	
	N. of individuals living in area served by the PG who benefited from legal awareness services supported by the project (disaggregated by gender, geographical area) Baseline (2018) = TBD Target (Year 1): increase of 1%	SAWASYA, CSO reports			During year 1, the program will establish a monitoring system able to provide disaggregated data by geographical area	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
	1% Target (year 2): increase of 1% Target (year 3): increase of 1% Target (year 4): increase of 1% Target (year 5): increase of 1%					
Output 3.2: Vulnerable populations in areas unserved by the Palestinian government have access to justice, security and protection	<i>N. of individuals living in areas unserved by the PG who benefited from legal aid services supported by the project</i> <i>(disaggregated by age, gender, geographical area (area C, H2, EJ, Gaza), type of jurisdiction (Palestinian/Israeli/Gaza de facto) and type legal aid providers (CSO or PG))</i> Baseline (2018): TBD Target (year 1): increase of 1% Target (year 2): increase of 1% Target (year 3): increase of 1% Target (year 4): increase of 1%	SAWASYA, CSO reports	Annually	Sawasya JPM	During year 1, the program will establish a monitoring system able to provide disaggregated data by type of jurisdictions and geographic area	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
	Target (Year 5): increase of 1%					
	N. of individuals living in area unserved by the PG who benefited from legal awareness services supported by the project (disaggregated by gender, geographical area (area C, H2, EJ, Gaza) Baseline (2018) = TBD Target (year 1): increase of 1% Target (year 2): increase of 1% Target (year 3): increase of 1% Target (year 4): increase of 1% Target (year 5): increase of 1%	SAWASYA, CSO reports			During year 1, the program will establish a monitoring system able to provide disaggregated data by geographical area	
	N. of children living in areas unserved by the PG who benefited from legal aid services supported by the project (disaggregated by age, gender, geographical area and Palestinian/Israeli/Gaza	SAWASYA, CSO reports	Annually	Sawasya JPM	During year 1, the program will establish a monitoring system able to provide disaggregated	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
	<i>de facto jurisdictions)</i> Baseline (2018) = TBD Target (year 1): increase of 1% Target (year 2): increase of 1% Target (year 3): increase of 1% Target (year 4): increase of 1% Target (year 5): increase of 1%				ed data by geographic area	
Outcome 4: Women's access to justice and security improved through gender-responsive service delivery and empowerment of women	Number of cases on violence against women filed with FJPU annually Baseline (2017) = 3346 Target (year 1): increase of 1% Target (year 2): increase of 1% Target (year 3): increase of 1% Target (year 4): increase of 1% Target (year 5): increase of 1%	PCP	Annually	Sawasya JPM	NA	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptio ns	Linkage with National/Inte rnational policies
	Number of cases on VAW that were transferred by public prosecution to courts (disaggregated by type of case and age) Baseline (2017)=2263 Target (year 1): increase of 1% Target (year 2): increase of 1% Target (year 3): increase of 1% Target (year 4): increase of 1% Target (year 5): increase of 1%	AGO/PP	Annually	SAWASYA JPM	NA	
	Number of VAW cases that are convicted (including types of cases, types of sentences) Baseline (2017)= 638 Target (year 1): increase of 1% Target (year 2): increase of 1% Target (year 3): increase of 1% Target (year 4): increase of 1%	HJC/Mizan system	Annually	SAWASYA JPM	NA	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
	Target (year 5): increase of 1%					
Output 4.1: Capacity of rule of law institutions to respond to needs of women are improved	N. of tools (policies, strategies, SOPs, etc.) developed to deal with VAW cases in line with international standards Baseline (2017) = 0 Target (year 1): 2 Target (year 2): 2 Target (year 3): 2 Target (year 4): 2 Target (year 5): 2	Sawasya reports	Annually	Sawasya JPM	NA	
Output 4.2: New practices of justice and security service providers are supported to transform their attitudes and behaviours towards women and girls	Number of gender champions (e.g. focal points, agents of change, leaders, etc.) and role models identified and promoted within justice and security institutions Baseline: TBD Target (year 1) increase of 5%; Target (year 2) increase of	Programme's reports	Annually	Sawasya JPM	NA	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
	5%); Target (year 3) increase of 7%; Target (year 4) increase of 7% Target (year 5) increase of 10%					
Output 4.3: Women have access to justice, security and protection	<i>N. of women who benefited from legal aid services supported by the project.</i> <i>(disaggregated by age, geographical area and Palestinian/Israeli/Gaza de facto jurisdictions)</i> Baseline (2017) = Total = 5938 (Adult= 5401, Juvenile=537) Consultations = 3408 (Adult= 3197, J=211) Representations= 2530 (Adult= 2204, J=326) Target (year 1): increase of	SAWASYA's reports.	Annually	Sawasya JPM	During year 1, the program will support the CSOs in establishing a monitoring system able to provide this data	

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions	Linkage with National/International policies
	1% Target (year 2) : increase of 1% Target (year 3) : increase of 1% Target (year 4) : increase of 1% Target (year 5) : increase of 1%					
	<i>N. of women who benefited from legal aid services supported by the PG (disaggregated by age geographical area and Palestinian/Israeli jurisdictions)</i> Baseline (2017) = NA Target (year 1) : increase of 1% Target (year 2) : increase of 1% Target (year 3) : increase of 1% Target (year 4) : increase of 1% Target (year 5) : increase of 1%	SAWASYA's reports.	Annually	Sawasya JPM	During year 1, the program will support the NLAC in establishing a monitoring system able to provide this data	
	Number of people (disaggregated by sex) targeted with awareness and sensitization	Reports of activities	Annually	Sawasya JPM		

Expected results (outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptio ns	Linkage with National/Inte rnational policies
	interventions on women's right Baseline (2017) = Total = 35334 (Men=5432, women = 9574, children= 20484). - Target (year 1): increase of 1% - Target (year 2): increase of 1% - Target (year 3): increase of 1% - Target (year 4): increase of 1% - Target (year 5): increase of 1%					

Annex II: Risk log

Description	Programme Activities Affected	Risk Impact & Probability			Mitigation Measures
		Likelihood of	Impact	Level	
EXTERNAL RISKS					
Regional geo-political dynamics impact donor priorities/attention for development assistance to Palestine	The impact of ongoing conflicts in Syria and Yemen, and tensions between major regional power holders in the region may influence level of attention and priority assigned within foreign policy and development assistance decisions vis-à-vis Palestine. Reductions in development funding to Palestine generally would have a knock-on effect on the ability of the programme to implement rule of law interventions, and have significant impact on the PA's overall ability to function given its heavy reliance on international assistance.	Medium	High	Medium	Many of the factors influencing this risk are beyond the control of the programme. However, the programme will put measures in place that will enable it to adapt is programme to changing funding availability and reduced operational capacities within the Palestinian institutions.
Israeli occupation, military actions and incursions	Many programme activities might be affected due to increased access and movement restrictions, especially in relation to 'Area C' and East Jerusalem. Tightening of permit restrictions for entry into Gaza would furthermore limit the ability of the programme to convene nationally representative forums and support dialogue and discussion on a broader, Palestinian perspective. In Gaza, another military conflict and a further deterioration of the humanitarian situation would result in delays or suspension of some or all programme activities.	Medium	High	Medium	As a member of the UN System, the programme will rely on UNDS coordination and support and will closely follow UNCT/RC directions for operating within this particular context. All three agencies support staff permit applications with reasonable success, as well as communications with COGAT. The programme will put contingency in place in the event of movement restrictions to maintain connectivity (parallel workshops, ICT facilities etc.). Gaza senior team in place to support necessity of decentralisation of project management. Partner resilience, experience and effective coordination will furthermore ensure best possible coverage and beneficiary needs in circumstance of duress.
Reaction of States to perceived or actual programme engagements	Defamation or misinformation may trigger additional risk-management measures by donor governments vis-à-vis the programme, increase scrutiny over activities/partners, and in certain cases slow down delivery.	High	High	High	Robust monitoring and risk management measures (such as HACT) have been put in place to ensure effective and immediate oversight of institutional and civil society partner engagement. The Sawasya Programme SM, including through its close coordination with UNSCO, will optimize UN system strategies to mitigate potential reputational risks. The programme's communication/media strategy will ensure consistent messaging and communication that pro-actively guards programme components.
Deterioration in ongoing coordination and cooperation with the government of Israel	This risk potentially affects all activities and interventions of the Programme, as access to the West Bank and Gaza depends on coordination with - and authorisation by - the government of Israel. In addition to impacting Programme implementation directly, deterioration in the ongoing coordination and cooperation with the government of Israel might affect the functioning of the PG more broadly, jeopardising the long-term sustainability of the programme.	Medium	High	Medium	The programme has no direct influence on the coordination and cooperation with the government of Israel, although mitigating measures will be taken to circumvent access and movement restrictions (e.g. by using Skype or videoconference facilities). A flexible approach to programming will ensure that funding can be re-directed to civil society if the need arises.
Deterioration of prospects for	A further narrowing of prospects for peace talks between Palestine and Israel may further undermine the credibility of the PG, deepen	Medium	Medium	Medium	Sawasya II might have to take measures to mitigate the impact on implementation of the programme by focusing on

peace talks	internal divisions between Gaza and the West Bank. At the same time, there is the risk of further disengagement by the international community with the overall peace process.				national implementation mechanisms and/or shifting focus away from the PG to support civil society partners to help fill gaps in service provision where possible. At the same time, settlement expansion and demolitions may require a greater investment in the provision of legal aid services to allow Palestinians to realize their right to an effective remedy.
Collapse of Hamas - Fatah reconciliation/r eunification process	In addition to increased political unrest and, possibly, a further deterioration of the security situation, breakdown of the reconciliation process between Fatah and Hamas may result in slow decline of international support, and restrictions on engagement (low contact policy) with de-facto authorities. A further increase in internal political division would furthermore undermine the credibility and legitimacy of the PG, and deepen the geographical 'split' between the West Bank and Gaza. Violations against perceived political opponents may increase and place additional politically sensitive demands upon the programme, while programme partners may face additional pressures from the <i>de facto</i> authorities in Gaza and possibly the PA.	Medium	Medium	Medium	The programme has built provisions within its programme planning that enable it to respond to different political scenarios vis-à-vis the reconciliation process. Overall, a harmonised approach to rule of law development across the opt will be the underpinning principle of Sawasya II, including supporting civil society to influence political dialogues and pressure for improvements with regards to the political divide.
Continuous non-functioning of the Palestinian Legislative Council	Should the reconciliation process not come to fruition and the PLC continue to be inactive, the absence of a legislature evidently will pose restrictions on the programme's efforts to advance legal reform, and democratic law-making.	High	High	High	Sawasya will invest in empowering civil society actors to contribute – in a constructive manner and informed by data analysis – to legal reform processes, play a watchdog role and influence policy-making. Simultaneously, and in joint partnership with other international actors (such as EUPOL COPPS) it will invest significant efforts in – to the greatest extent possible – supporting inclusive and participatory law and policy making processes.
Continued lack of progress on key justice sector reform issues	The fact that clarification of functional mandates of the main justice institutions remain unresolved continues to weaken justice service delivery. Additionally, recent actions by the executive has put under pressure the independence of the judiciary. This has created frustration amongst international donors over lack of progress on key reform issues, and impacts the programme's ability to have a sustainable impact in terms of rule of law progress.	High	High	Medium	The programme has ensured that its interventions are in full alignment with the justice sector reform priorities advanced by the international community through the LACS Informal Donor Group and other fora. The programme will continue to actively support these coordination bodies, and serve as a mechanism to align support towards jointly identified benchmarks for change. It will put in place measures to ensure mutual accountability over progress against those benchmarks with institutional counterparts, and will continue to support the ability of the PG in monitoring progress against the NPA and Justice Sector Strategies. Operational measures will be put in place within the programme to operate in a 'politically smart' manner and to respond to changing political dynamics and opportunities.
Resistance to change	Part of the Programme's interventions focus on reforming existing work processes, as well as challenging entrenched notions related to gender stereotypes and power structures. Achieving this change is a difficult and slow process, as there are often vested interests and entrenched differences of opinion.	Medium	High	Medium	Changing existing work processes requires careful planning and full counterpart buy-in to ensure that the introduction of new ways of working are not being resisted and undermined. Extensive consultation and discussion has preceded the design of the interventions, to ensure buy in from the onset. Furthermore, the three agencies have over the years developed strong relationships within the sector to allow for identification of 'champions of change' and analysis of interests and motivations of key decision makers. The programme will apply a 'gender transformational approach' that focuses on, i.e., changing attitudes and behaviours of strategically placed individuals in institutions

Risk of overlap with other funded interventions in support of rule of law in Palestine	A multitude of internationally funded programmes and actors operate within the rule of law sector in Palestine. There is a real risk of overlap of interventions if not coordinated properly, which would negatively impact cost effectiveness and efficiency (VFM) of the programme's investment.				(‘champions’) and encouraging and creating opportunities for individuals to actively challenge gender norms. Given the longstanding experience of the programme in the sector, intensive coordination with other international programmes/organisations forms part and parcel of the programme and team's work on a daily basis. Sawasya II will mitigate the risk of overlap with other actors through its ongoing participation in the LACS coordination mechanisms, and has undertaken extensive consultations with stakeholder during the design of the current project document. A mapping of actors against activities is included in the Result Framework. At the technical level, regular coordination meetings are taking place between the team and colleagues from other organisations, to not only avoid overlap but importantly seek opportunities for joining forces, to maximise impact.
INTERNAL RISKS					
Joint programme modality	The joint programme modality used for the implementation of this programme could, besides many opportunities and synergies, pose certain risks related to issues such as reporting, cost-effectiveness or Value for Money as well as overall coherence in delivery and coordination.	Low	Low	Low	Building on lessons from its previous phase, the design of Sawasya II has been well planned and prepared in order to mitigate any risks to implementation. The roles and responsibilities, work planning and reporting/accountability arrangements are fully agreed upon and will be overseen by the senior management of each agency, so as to avoid any implementation risks and to maximise opportunities and synergies of the partnership. The three agencies have designed an organisational structure that allows for maximum pooling of resources and capacities, under the overall leadership of a senior level Joint Programme Manager. The project team composed of staff of the three agencies will be co-located in the same premises to ensure daily coordination
Cumbersome internal support processes	A risk to the programme could be that the internal support processes are not keeping up with the required pace of implementation. In particular, the efforts on the recruitment of human resources will be extensive and time-consuming.	Medium	Medium	Medium	This risk can be mitigated by proper planning, both internally and with the counterparts. Where feasible, activities across the different outcomes should be planned in such a manner that bottlenecks are avoided as much as possible. Identified well in advance, unavoidable coincidence of support requirements will be solved with appropriate measures, such as overtime, assignments and temporary recruitments. If necessary, the programme will appeal to its senior management to ensure that service units are responsive to the programme implementation needs.
Programme geographical division	There are potential risks associated with the fact that the Sawasya Programme implements their activities in different geographical locations. These risks include differences in development context, as well as access and movement issues and security.	Medium	Medium	Medium	The extensive consultation of the counterparts and beneficiaries, the different approaches to implementation and the previous experience of operating in Gaza, will all contribute to sufficient mitigation of the involved risks. Specific implementation strategies have been designed for East Jerusalem, Gaza and Area C. That said, the programme is committed to the 'one country-one people-one programme' approach and will proactively address the geographic division by ensuring that staff members are provided ample opportunity to confer and consult, including by organising regular team meetings and retreats as well as frequent exchange visits between the West Bank and Gaza.

Annex III: Steering Committee - terms of reference

Composition:

The Steering Committee (SC) is chaired by the UN Resident Coordinator (RC). Members include the relevant UN agencies, government representatives and donors. 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.¹⁸ The Administrative Agent 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 (AWPs) 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 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 Administrative Agent based on the progress reports submitted by the Participating Agencies¹⁹. 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 Administrative Agent. To highlight lessons learnt and periodically discuss follow up by Participating Agencies on recommended actions that have MPTF-wide impact;

¹⁸ 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.

¹⁹ The standard reporting period is as per the SAAs and MoUs.

- 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 learnt, ensure the implementation of recommendations and identify critical issues for consideration by the HQs Fiduciary Management Oversight Group (to be brought up to 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 SC, its UN members have to make sure that it is endorsed internally by their Agencies and is in line with their Agencies' regulatory requirements.
- Decisions on programme/project proposals will only be taken upon completion of a review by the appropriate thematic clusters, sectoral working groups or other SC agreed review bodies.
- 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 Participating Agencies and agreements with the programme country and donors;
 - To ensure that the decisions taken by the SC are duly recorded and promptly communicated to the members of the SC, including Participating Agencies, the programme country, and donors, as appropriate;
 - To monitor the implementation of the decisions of the SC;
 - 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 SC or otherwise impede the operations of the Fund;
 - The UN chair, representing the SC, is accountable to the Chair of the MPTF Fiduciary Management Oversight Group, representing the Committee, for the inter-agency fiduciary issues related to the Participating UN Agencies on issues related to funding through the UN for the MPTF activities.
 - To provide instructions to the Administrative Agent on behalf of the Steering Committee.