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Sida Review

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Amer Madi

Mapping of Sida funded projects in Area C, East Jerusalem
and the seam zones through the Palestinian Authority, UN
agencies, and Palestinian, Israeli and International NGOs

Final Report

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**Final Report
November 2011**

**Assignment undertaken by:
Trish Silkin
Amer Madi**

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Sida**

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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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Acronyms

CAP	(United Nations) Consolidated Appeals Process
CBO	Community-Based Organisation
CSO	Civil Society Organisation
EC	European Commission
HERF	Humanitarian Emergency Response Fund
ICJ	International Court of Justice
ICRC	International Committee of the Red Cross
IHL	International Humanitarian Law
MoPAD	Ministry of Planning and Administrative Development
NDC	NGO Development Center
NGO	Non-Governmental Organisation
NRC	Norwegian Refugee Council
OCHA	United Nations Organisation for the Coordination of Humanitarian Affairs
oPt	occupied Palestinian territory
PA	Palestinian Authority
PCBS	Palestinian Central Bureau of Statistics
PEGASE	(Mécanisme) Palestino-Européen de Gestion de l'Aide Socio-Economique
PMRS	Palestinian Medical Relief Society
PNDP	Palestinian National Development Plan
PRCS	Palestinian Red Crescent Society
SCC	Swedish Cooperative Centre
SEAPPI	Swedish Ecumenical Accompaniment Programme in Palestine and Israel
Sida	Swedish International Development Cooperation Agency
UN	United Nations
UNRWA	United Nations Relief and Works Agency
WFP	(United Nations) World Food Programme

Executive summary

Purpose and scope of the assignment

The purpose of the assignment was to map the volume and composition of Swedish support to Area C, East Jerusalem and the seam zones during the current strategy period (July 2008-December 2011). Based on a purposive selection of projects by Sida, a sample of 23 projects was included in the mapping, representing around 90% of Sida funding to the target areas. Intrinsic difficulties in generating the data necessary for the mapping meant that the quantification of Sida support was limited to 2010 and 2011.

Area C, East Jerusalem and the seam zones

In 1993, the Oslo Accords divided the West Bank into the administrative divisions of Areas A, B and C. Area C is under full Israeli civil authority and security control; it comprises 62 percent of the total area of the West Bank and contains most of that area's natural resources. An estimated 150,000 people, or just under 6 per cent of the population of the West Bank, live in Area C. East Jerusalem refers to that part of the city illegally annexed by Israel in 1967. An estimated 270,000 Palestinians live in East Jerusalem, or 10.7 percent of the population of the West Bank. 'Seam zones' refers to the area east of the Green Line and west of the separation barrier that Israel has been constructing since 2002. The population of the seam zones is estimated to be around 150,000 people.

Restrictions on movement and access for Palestinians, difficulties in obtaining building permits, and violations of human rights, including settler violence, hinder the delivery of and access to basic services (particularly education, health and water) and impede the development of an effectively functioning private sector. This has resulted in widespread displacement and depopulation of the target areas, and rendered the Palestinian Authority unable to deliver basic services and infrastructure in these areas. Sida's partners have been affected by restrictions in similar ways to Palestinian residents and businesses.

In the next strategy period, Sida intends to help prevent further depopulation of these areas by supporting "Palestinians in their steadfastness" and by helping them to stay on their land until a final status settlement is agreed.

Volume and composition of Sida support to Area C, East Jerusalem and the seam zones

The mapping shows that in 2010 and 2011, 26 percent of total Sida development and humanitarian assistance was allocated to the target areas, most of it as humanitarian funding. This level of funding is above these areas' share of the Palestinian population but below what is required to address their development challenges.

Development assistance to the target areas goes mainly through community based health projects and through work on human rights. The mapping shows that protection, short-term employment and the creation of public assets; and health account for the highest levels of combined development and humanitarian assistance to the target areas.

In 2010 and 2011, 3 percent of development and humanitarian assistance combined was channelled to projects in East Jerusalem. This is around half of East Jerusalem's share of the population of the West Bank and Gaza. A similar pattern of funding was found for East Jerusalem alone as for Area C, East Jerusalem and the seam zones combined.

Three categories of partner appear to be most relevant to Sida's objective of helping to prevent depopulation of the target areas:

- Partners working with communities with a focus on meeting basic needs; this work also helps to strengthen civil society.
- Partners working on protection and human rights; protection is a cross-cutting issue that underpins all development and humanitarian interventions.
- Partners providing direct support to the PA, either through supporting service delivery or through contributing to the formulation of national policies.

Strategic and operational guidance

The assignment was required to provide strategic and operational guidance for Swedish assistance aimed at facilitating the Palestinian Authority's (PA) state building agenda. Based on the findings from the mapping exercise we present the following recommendations that aim to strengthen Sida's focus on supporting Palestinian 'steadfastness' in the next strategy period.

Importance of diversity

The current pattern of support – sector-based, community-focused and concerned with meeting basic needs – is broadly appropriate for the target areas as it provides support to livelihoods and helps to strengthen civil society. Maintaining a diverse portfolio of activities can also be a strategy for reducing the programme's vulnerability to Israeli restrictions.

Multi-annual programming and funding

It is anomalous that development partners receive multi-annual funding while humanitarian partners doing similar work are funded on a yearly basis. Humanitarian projects in agriculture, health and protection require two- to three-year planning and funding. Sida needs to consider developing a funding mechanism that offers similar financial security to humanitarian partners as is enjoyed by development partners. This would also encourage partners to look for synergies between their programmes and to strengthen their focus on achieving and demonstrating outcomes.

Assessing impact

Sida should consider commissioning a programmatic evaluation of all the work that it is funding in a specific sector, including both development and humanitarian assistance. Such an evaluation should assess the overall impact of the work, the extent of coverage, and whether there is duplication of effort or whether certain communities are under-served. Findings from sector-level evaluations would provide valuable inputs into planning a future programme of Sida support to the target areas.

Improving coordination

Without adding unnecessarily to existing coordination mechanisms, there nevertheless appears to be scope for more coordination among Sida staff funding similar work through different budget lines. Commissioning a joint evaluation would be a useful place to start.

If this also engages partners, it would indicate the benefits that might be obtained from greater coordination with and between partners. It would not automatically imply commitment to longer-term coordinating mechanisms, unless these were clearly seen as adding value.

Providing visible political support

Partners appreciate Sweden's non-financial support to their work but would like to see a more visible political response by the international community to the challenges of working in target areas. In particular, they would like donors to be more willing to protest individual cases to the Israeli authorities and to provide practical support to partners' requests for access permits for staff and materials. Sweden is also well-placed to take a lead in supporting the PA in formulating policies towards Area C, East Jerusalem and the seam zones, which partners and donors need as a framework for their own policies and strategies towards these areas.

Monitoring support to Area C, East Jerusalem and the seam zones

Partners will require guidance on the information that they are to provide for any future updating of the quantification of Sida support. This will involve as a minimum:

- providing partners with a current list of Area C communities
- providing partners with a current list of seam zone communities
- provision of guidance to partners on how expenditure is to be disaggregated by area, particularly for projects that span more than one administrative division or that have a national remit.

Given the complexity of the task, Sida should only consider carrying out such an updating towards the end of the next strategy period rather than more frequently. We recommend that Sida's priority over the next period should be to focus on the impact and quality of its support to Area C, East Jerusalem and the seam zones, rather than on levels of expenditure.

1. Introduction

1.1 Purpose of the assignment

The Terms of Reference for the mapping exercise define the purpose of the assignment as being to understand the activities funded by Sweden in Area C, East Jerusalem and the seam zones during the current strategy period (July 2008-December 2011) in order to provide strategic and operational guidance for Swedish assistance aimed at facilitating the Palestinian Authority's (PA) state building agenda.

The exercise had two components: (i) description and analysis of the challenges to implementing development activities in Area C, East Jerusalem and the seam zones and (ii) mapping Swedish partners currently being funded to work in these areas. Under (ii), the Terms of Reference required the consultants to present a quantitative assessment of the extent, volume, percentage and geographic distribution of Swedish support to these areas compared to Sweden's overall support in the occupied Palestinian territory (oPt).

Terms of Reference for the assignment are appended at Annex 1.

1.2 Scope of the assignment

The mapping exercise was based on a sample of projects provided by Sida of those partners and projects that Sida staff considered had some activities in Area C, East Jerusalem and/or the seam zones. In total 31 projects by 22 partners were reviewed, of which 23 projects by 17 partners were included in the mapping. Projects were excluded for which no geographically disaggregated data were available.

The final sample includes a wide range of partners and projects. They include the PA, United Nations (UN) organisations, and Palestinian and Swedish non-governmental agencies. For some projects, the work of Palestinian and Israeli non-governmental organisations (NGOs) and Palestinian community-based organisations (CBOs) are also represented as sub-grantees of Sida's direct partners. The interventions funded through Swedish development and humanitarian assistance include support to the PA for salaries and pensions, strengthening national institutions, community-based activities in various sectors, and human rights and protection.

For reasons explained in section 4: (Methodology) the quantification of the volume and composition of Swedish assistance to the target areas was limited to activities and expenditure carried out in 2010 and planned for 2011. The total development assistance envelopes for those years were: SEK215 million (2010) and SEK200 million (2011). The humanitarian envelope used for the mapping exercise was SEK 129.4 million in 2010 and SEK 137.1 million in 2011. (On Sida advice, the grant to the United Nations Relief and Works Agency (UNRWA) General Fund was excluded from the humanitarian envelope used for the mapping because this is a large grant for UNRWA's regional work, and to have included it would have significantly distorted the mapping of assistance to the oPt alone.)

1.3 Report structure

The report has the following structure. The next section explains the terms Area C, East Jerusalem and the seam zones, describes some of the challenges to social and economic

development there, and outlines Sida's strategy for these areas. Section 4 explains the methodology used for the mapping exercise and section 5 presents the findings from the exercise in terms of the volume and composition of Sida's support to the target areas. This section also contains a narrative account of Sida's partners working in those areas. The final section of the report provides guidance to Sida in its thinking about how to provide support to the target areas in the next strategy period.

2. Area C, East Jerusalem and the seam zones

2.1 Definitions

In 1993, the Oslo Accords divided the West Bank into the administrative divisions of Areas A, B and C. Area A corresponds to most urban centres and is under the full civil and security authority of the PA. Area B corresponds to most rural communities and was placed under PA civil authority and joint Palestinian-Israeli security control.

Area C is under full Israeli civil authority and security control. Area C comprises 62 percent of the total area of the West Bank, is the only contiguous land area in the West Bank and contains most of that area's natural resources, particularly land and water. The Palestinian Central Bureau of Statistics (PCBS) and the UN Office for the Coordination of Humanitarian Affairs (OCHA) identify communities as lying within Area C if 50 percent or more of their land area lies within that division. An estimated 150,000 people live in communities which fall into this category. This is just under 6 percent of the population of the West Bank and 3.7 percent of the population of the West Bank and Gaza in 2010.

East Jerusalem was excluded from the Oslo division of the West Bank. East Jerusalem refers to the parts of Jerusalem captured and annexed by Israel after the 1967 war, including the Old City. Israel's annexation is not recognised by the international community, which considers East Jerusalem as part of Palestinian territory. According to a recent report by OCHA, an estimated 270,000 Palestinians live in East Jerusalem, or 10.7 percent of the population of the West Bank and 6.7 percent of the population of the West Bank and Gaza.¹

The term '**seam zones**' refers to the area east of the Green Line and west of the separation barrier that Israel has been constructing since 2002. In 2004, the International Court of Justice (ICJ) stated in an advisory legal opinion that sections of the barrier violate Israel's obligations under international law, an opinion that was subsequently endorsed by the UN General Assembly. The ICJ called on Israel to stop construction of the barrier and to dismantle the sections already completed, but construction has continued unabated. When complete, the barrier is expected to be more than 700 kilometres in length. The PCBS and OCHA currently identify 221 communities as lying within the seam zones, of which 37 are closed area communities, isolated between the barrier and the Green Line, and the remainder are on the West Bank side of the barrier. The population of the seam zones is estimated to be in the realm of 150,000 people.

¹ UN OCHA. *Special Focus. East Jerusalem. Key Humanitarian Concerns*. March 2011.

2.2 Operational challenges in Area C, East Jerusalem and the seam zones²

The populations living in Area C, East Jerusalem and the seam zones are the most vulnerable in the West Bank. A joint Palestinian-UN food security survey conducted in 2010 estimated that 40 percent of people living in the seam zones were either food insecure or vulnerable to food insecurity and that 55 percent of herding households in Area C were food insecure.

Prior to food assistance interventions by the World Food Programme (WFP) and UNRWA the level of food insecurity in these herding communities was estimated to be 79 percent. In 2010, the Association for Civil Rights in Israel stated that 65 percent of Palestinian families and 74 percent of Palestinian children in East Jerusalem were living below the poverty line.

The consensus of independent opinion is that the primary cause of these levels of poverty are measures imposed by the Israeli authorities in terms of restrictions on movement and access to land, water and basic services, refusal of permits to build, the construction of the separation barrier, and the continued expansion of settlements.

Access and movement restrictions take many forms including check-points, road closures, and the designation of land, roads and urban areas as 'off-limits' to Palestinians. A recent OCHA report on movement and access in the West Bank (September 2011) reported 522 roadblocks and check-points and a monthly average of an additional 495 ad hoc 'flying' checkpoints, both of which are increases on the equivalent periods in 2010. Lands confiscated for settlement building and expansion purposes, together with settler roads and restrictions on Palestinian access to their lands around settlements, mean that Israeli settlements dominate more than 40 percent of the West Bank. Restricted allocation of visitor permits and the limited number and opening hours of the gates in the separation barrier further restrict Palestinian access to agricultural lands west of the barrier. In addition, settler harassment and attacks on civilian Palestinians, especially escalating since 2000, prevent the latter from accessing their grazing zones and agricultural lands, sometimes for prolonged periods over many years.

The Israeli planning regime in Area C prevents both the natural growth of Palestinian villages and possibilities for commercial and industrial development. OCHA has estimated that Palestinian construction is prohibited in 70 percent of Area C with restrictions being applied in the remaining 30 percent. In practice, less than 1 percent of Area C is available as an area where Palestinians can build without the risk that these buildings being demolished by the Israeli authorities. In the first six months of 2011, OCHA recorded the demolition of 342 structures, an almost five-fold increase on the previous year. These structures included housing, wells and cisterns, latrines, schools and clinics, and livestock shelters.

Since 1967, the right to live in East Jerusalem has been limited to Palestinians who were living there at that time. Palestinians from elsewhere in the West Bank and the Gaza have no rights to reside in or travel to East Jerusalem, and residency status is conditional and non-transferable. For Palestinians from Jerusalem, prolonged periods spent outside East Jerusalem can result in the revoking of residency rights, and spouses from elsewhere in the oPt can only acquire residency rights by applying to the Israeli authorities through a procedure known as family unification. East Jerusalem experiences a similar planning regime as is applied in Area C and with similar consequences in terms of the risk of demolitions. Over one third of land in East

² The overview of challenges presented in the first part of this sub-section draws on a wide variety of sources. These are not individually referenced here but the main sources are listed in Annex 3.

Jerusalem has been expropriated for Israeli settlements, and by the end of 2010 the Israeli settler population in East Jerusalem had reached 192,000.

The application of Israeli policies in Area C, East Jerusalem and the seam zones is changing the demographic makeup of these areas. Israeli settlers, currently numbered at around 310,000 in Area C (more than twice the estimated Palestinian population), have a reported birth rate of 4.5 percent, compared to 2.9 percent for Israel as a whole.³

The ICJ in its advisory opinion on the separation barrier expressed concern that the uprooting of communities caused by the barrier would further alter the demographic composition of the oPt, which would constitute a breach of Israel's obligations under international law. Demolitions and the application of restrictive policies have also caused the forced displacement of thousands of Palestinians. According to the OCHA Displacement Working Group almost 2,000 people were displaced as a result of demolitions between 2009 and July 2011, with a further 16,000 people affected.

There are well-founded fears that the cumulative effect of the application of Israeli policies is leading to the depopulation of Area C. No agreed figures are available on the extent of depopulation but, in 2009, Save the Children UK estimated that the Palestinian population of the Jordan Valley (most of it in Area C) had declined to between 18 and 28 percent of its 1967 levels of between 200,000 and 320,000. From the remaining 56,000 Palestinians living in the area, around 70 percent were said to be living in the City of Jericho, which is in Area A.

The assignment examined whether Sida's partners working in Area C, East Jerusalem and the seam zones face particular difficulties in implementing projects in these areas, over and above those challenges that are well-known and documented. Enquiries were also made about the extent to which partners identify occupation measures as compromising the impact of their programmes and whether partners have developed strategies for circumventing the effect of these measures on their operations. Partners reported difficulties that are broadly similar to those faced by residents and businesses, namely restrictions on the movement of goods and people, prohibitions on construction, and the risk of demolition where those prohibitions are ignored. For some partners, settler activity – including the threat or the reality of unrestrained violence – has recently become a more significant problem than restrictions imposed by the Israeli authorities.

To some extent, these constraints have come to be accepted by partners as the 'normal' corollary of working in the oPt. However, their work is compromised in several ways. First, there is the major obstacle of the restrictions on construction, which limits partners' capacity to deliver any type of infrastructure. It is, also, not always possible to plan around these restrictions because the application of Israeli policies is unsystematic and inconsistent. For example, new areas can be declared as closed for security, or construction is permitted in one area while newly-built infrastructure is demolished in a neighbouring area. The restrictions on access for goods and staff causes unplanned delays to programme implementation and raises the costs of inputs, labour, and the associated costs of administration. The absence of a clearly articulated PA policy towards the target areas and a felt lack of coordinated, proactive political support from the international community increase partners' sense of vulnerability.

³ Estimate by the Israeli Central Bureau of Statistics, January 2011

The overall response of the international community to the obstacles to working in Area C, East Jerusalem and the seam zones has been to channel almost all support to these areas as humanitarian assistance through UN bodies and NGOs. Although the UN Consolidated Appeals Process (CAP) has strived over time to align itself with PA policies and programmes, limited PA control and numerous service providers in the areas covered by humanitarian assistance have had an inevitably fragmenting effect that compounds the negative impact of Oslo's territorial division of the West Bank and that further compromises Palestinian state-building.

2.3 Sida's strategy for support to Area C, East Jerusalem and the seam zones

By the end of the current strategy period in 2011, Sweden aimed "to have helped strengthen the prospects for achieving a sustainable peace and a democratic Palestinian state by promoting peace building and the peace process and by promoting democratic Palestinian state-building."⁴ During the current strategy period this has primarily involved support to institution-building for the PA. State-building is also expected to be important in the next strategy period but is seen as likely to involve a stronger focus on helping to preserve the territorial integrity of the oPt and preventing further depopulation of the most vulnerable areas. Sida's assessment of its current strategy for the oPt states that a future strategy should have a more explicit focus on Area C, East Jerusalem and the seam zones and should have as a strategic objective: "to primarily support the Palestinians in their steadfastness and [to] help them to stay on their land until a peaceful solution is reached."⁵

Sweden aligns its support with Palestinian priorities and behind Palestinian ownership. In the next strategy period the Palestinian National Development Plan 2011-2013 (PNDP) will provide the basis for donor support, including Swedish development cooperation. However, while the PNDP envisages significant investment in the exploitation of natural resources and in the development of infrastructure in Area C, it does not provide specific guidance on the PA's development plans for Area C, East Jerusalem and the seam zones. Nor has the PA provided explicit indications to donors on how it expects them to support social and economic development in these areas. The PA is aware of this gap and the Ministry of Planning and Administrative Development (MoPAD) is currently supporting line ministries to develop action plans for Area C from the 23 sector strategies in the PNDP. These will not include East Jerusalem. The action plans are expected to be ready by the end of 2011.

⁴ Sida. *Strategy for development cooperation with the West Bank and Gaza July 2008-December 2011*. June 25th 2008

⁵ Consulate-General of Sweden in Jerusalem. *Assessment Memo oPt*. English Version. DRAFT 1.0. August 26th 2011

3. Methodology

The findings presented in the next section of the report are quantitative assessments of Sida support to the target areas based on geographically disaggregated information and data provided by Sida's partners on their activities, budgets and expenditure for 2010 and 2011. As none of Sida's partners currently generates and collates information on a geographically disaggregated basis, no partner was able to provide all the information requested by the consultants (the information requested is contained in Annex 4). However, sufficient information was provided to generate analysis of: (a) the total and percentage value of Swedish development and humanitarian assistance to Area C, East Jerusalem and the seam zones compared to Sweden's overall assistance; (b) the distribution of this funding by Sida sectors; and (c) the distribution of this funding by activity type (agriculture, health, short-term employment etc.). Although not required by the Terms of Reference, the mapping also attempted to assess the number of beneficiaries reached through Sida support. Differences in how agencies monitor and report meant that it was not possible to make this assessment in terms of individuals or households, but a limited estimation was made of the number of communities reached.⁶

Overall, it was possible to disaggregate geographically around 90 percent of Sida's funding to the projects included in the mapping. For 2010, disaggregated information was available on 13 projects, accounting for 48 percent of the funding, and it was possible to extrapolate the funding by geographic area for a further six projects, representing a further 43 percent of the funding. For example, the level of Sida's support to pensions and civil servants' salaries in Area C, East Jerusalem and the seam zones through the European Commission's (EC) PEGASE funding mechanism was extrapolated based on population figures for these areas. The extrapolation of Sida support to two UNICEF projects (water and sanitation; education) was based on discussion with UNICEF on the nature and scope of project activities. Projects where it was either not possible or meaningful to estimate the level of funding allocated to target geographic areas included the Independent Commission for Human Rights, the Palestinian International Business Forum, partners' support to national policy formulation, and some partners' coordination activities.

The mapping exercise faced several methodological challenges. The first is that the information and data held by Sida and the Consulate-General on Sida-funded programmes in the target areas were inadequate to prepare the provisional mapping of assistance that the Terms of Reference required for the inception phase of the assignment. Consequently, it was necessary to approach partners individually with requests to prepare detailed geographically disaggregated information in terms that were specified by the consultants.

The second challenge was that, as mentioned, no partner currently collates information in the way that was required, with budgets and expenditure typically being organised by function rather than by sub-project or geography. There was, therefore, an intrinsic difficulty in generating geographically-disaggregated data, particularly since several of the communities that partners work with span more than one administrative division. A particular difficulty with the seam zone is that it is not an administrative division and that the territory that it

⁶ Among the ways that partners define beneficiaries are in terms of individuals reached, contacts made with individuals or households, and number of work-days provided. The scope of the mapping exercise did not permit these different definitions to be aggregated

encompasses progressively incorporates more communities as the separation barrier is extended. This means that a community might lie outside the seam zone at the beginning of a project cycle but have been incorporated into the seam zone by the end.⁷ For this reason, and because most seam zone communities targeted by partners' programmes were also Area C communities, it was not meaningful to distinguish between the two, and the mapping conflates both areas.

When the level of difficulty faced by Sida and partners in generating the required data was understood, it was decided with Sida agreement to limit the time-period covered by the mapping to 2010 and 2011, rather than the entire strategy period.

A second aspect of the assignment was to profile Sida's partners and to comment on the relevance of their activities for support to Area C, East Jerusalem and the seam zones. This aspect of the assignment is not an evaluation of the quality of partners' work or of the impact of their projects but simply an overview of the type of activities in which they are involved and their applicability to conditions in the target geographic areas. This overview is based on a review of relevant agency documentation for all the partners and projects in the sample provided by Sida, and on interviews with most of those partners. A list of people met during the assignment is appended as Annex 2 and a selected list of documents consulted is at Annex 3.

We close this section with a reflection on the implications of the methodological challenges that were encountered in preparing the quantification of Sida's support. Some reflection is necessary because the Terms of Reference for the assignment refer to Sida's intention to update the mapping in the future so as to measure changes over time in the levels and types of assistance that Sida is providing to Area C, East Jerusalem and the seam zones. The Terms of Reference do not state how the proposed updating is to be carried out nor whether it is foreseen as an annual exercise or one carried out less frequently. Either way, the challenges identified above suggest that a similar level of difficulty is likely to be encountered in any future mapping, and this is likely to be a particularly difficult exercise if it is envisaged that the updating will be performed in-house.

The key challenges are, as noted, that standard Sida documentation is inadequate as a basis for quantifying Sida's support, which means that the information and data required for updating the analysis will need to be obtained directly from partners. It follows from this that partners will be required to prepare information according to specifications that are additional to, and may be inconsistent with, their other reporting requirements and formats. Sida is now requiring partners in the oPt to sign an amendment to their agreements under which they undertake to report by geographic area, although the amendment does not specify what form this new reporting is to take.

It should be noted that the majority of the consultants' time during the two weeks of fieldwork was spent supporting, checking and following-up with partners so as to obtain the necessary information and data, for the analysis. While less time than this may be needed if the exercise is repeated, it is a fact that there is no quick and easy method of generating data that would be sufficiently comprehensive and robust for a meaningful analysis to be made. We return to this point in the final section of the report where we present guidance to Sida.

⁷ The consultants used an unofficial OCHA list of seam zone communities, current at the time of the assignment, to identify whether Sida-funded programme activity was located there

4. Findings

4.1 Volume and composition of Sida support

The findings presented here are our best estimate of the volume and composition of Sida's development and humanitarian assistance to the target geographic areas. We are confident that our aggregation and analysis of these data is accurate. We have also made every effort to check partners' data and to follow up where we found a lack of clarity or apparent discrepancies. However, we are unable to guarantee the accuracy and reliability of all the information and data that Sida and its partners provided.

The assumption underlying the request for the mapping of Sida support to Area C, East Jerusalem and the seam zones is that humanitarian assistance has become the 'default' funding mechanism for these areas, that this compounds the damage to social and economic development caused by the occupation, and that a better balance needs to be achieved between humanitarian and development assistance. While the basic premise may be correct – that a greater investment in social and economic development is needed in the target areas – the findings presented in this section of the report show that the pattern of Sida support is rather more complex than this underlying assumption presupposes.

Findings are presented on the volume of Sida's development and humanitarian assistance to the target geographic areas compared to overall development and humanitarian assistance, on the volume and composition of Sida development assistance by Sida sectors, and on the volume and composition of development and humanitarian assistance combined by activity type. Findings are also presented separately on the volume and composition of development and humanitarian assistance to East Jerusalem. The presentation of findings concludes with a narrative overview of Sida-funded activities in Area C, East Jerusalem and the seam zones.

4.1.1 Volume of Sida development and humanitarian assistance

In 2010 and 2011 combined, almost SEK 177 million was distributed in development and humanitarian assistance to Area C, East Jerusalem and the seam zones. Of this, just under SEK 72 million came from the development budget line and just under SEK 105 million from humanitarian assistance. Development assistance was just under SEK 35 million and just over SEK 37 million in 2010 and 2011, respectively. For humanitarian assistance the figures were just over SEK 45 million (2010) and just under SEK 60 million (2011).

Chart 1 below shows the percentage of Sida's development and humanitarian assistance going to the target geographic areas as a percentage of total development assistance and humanitarian assistance combined⁸. Percentages are given for each of 2010 and 2011 and for the two years combined. Chart 1 shows the results for Area C, East Jerusalem and the seam zones combined.

Chart 1: Development and humanitarian assistance to target areas as a percentage of overall development and humanitarian assistance in 2010 and 2011

⁸ The percentages are therefore of all Sida assistance, including projects and programmes excluded from the mapping exercise by Sida or because insufficient information was available.

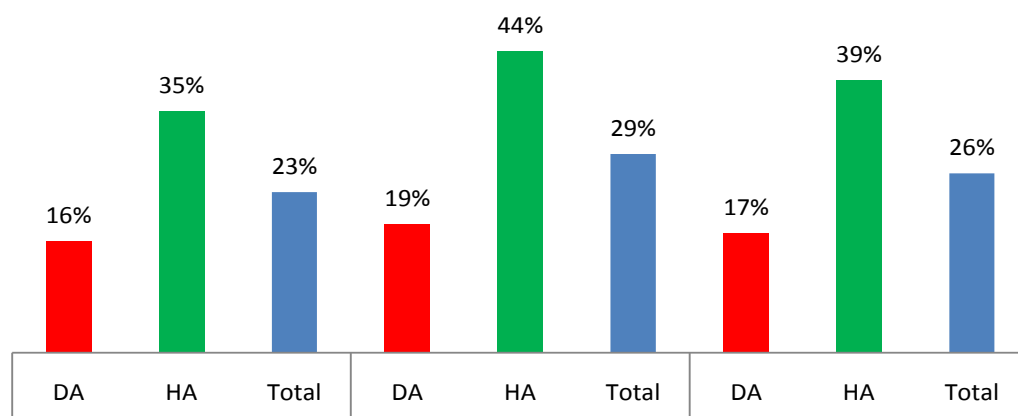


Chart 1 shows that humanitarian funding for each year and for the two years combined is significantly higher than development assistance. In both years the greater part of humanitarian assistance went to areas outside the target areas, which appears to be because UNRWA allocates its funds according to the distribution of the refugee population in the West Bank, which means that around 80 percent of its grant is allocated to areas other than Area C, East Jerusalem and the seam zones. As humanitarian assistance is not earmarked, and as UNRWA is the single largest recipient of Sida's humanitarian funding, this has a commensurate effect on the distribution of Sida's humanitarian assistance between different areas.

The chart shows that a higher proportion of funding has gone to these geographic areas through both development and humanitarian assistance than is represented by their share of the population of the West Bank and Gaza. However, considered in the context of the proportion of the territory that the target areas represent and their potential significance for economic development in the oPt, the volume of development assistance to these areas can be considered as low. The next section of the report begins to consider the composition of development assistance to Area C, East Jerusalem and the seam zones.

4.1.2 Volume and composition of development assistance by Sida sectors

We consider here the composition of Sida's development assistance by analysing the volume of this assistance by Sida sectors. The sectors through which Sida provides development assistance to the oPt are: Direct Support to the PA; Good Governance, Democracy and Human Rights; Sustainable Development, Infrastructure and Environment; Peace Building and Reconciliation and Private Sector Development. Of these, the three where Sida identified projects that are relevant to the mapping exercise are Direct Support to the PA; Good Governance, Democracy and Human Rights; and Sustainable Development, Infrastructure and Environment.

The funding to the target geographic areas through these sectors in 2010 and 2011 was as follows: Direct Support to the PA – SEK 8 million (2010) and SEK 6.4 million (2011); Good Governance, Democracy and Human Rights – just over SEK 14 million (2010) and just under SEK 15 million (2011); and Sustainable Development, Infrastructure and Environment – SEK 12.7 million (2010) and SEK 15.7 million (2011). Chart 2 shows the volume of Sida development assistance to Area C, East Jerusalem and the seam zones through these three sectors as percentages of the total volume of Sida development assistance to the oPt in each of 2010 and 2011.

Chart 2: Volume of Sida development assistance to target areas by Sida sectors in 2010 and 2011 as a percentage of all Sida development assistance

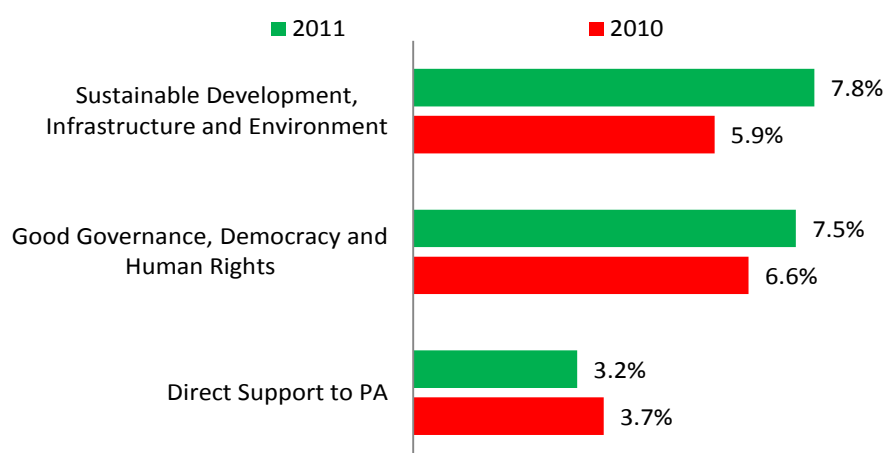


Chart 2 shows that the smallest percentage share of the development assistance budget going to target areas is for direct support to the PA through the PEGASE multi-donor funding mechanism (3.7 percent in 2010 and 3.2 percent in 2011).⁹ The Sida sectors with the largest percentage shares of development assistance going to the target areas are Sustainable Development, Infrastructure and Environment (at 5.9 percent in 2010 and 7.8 percent in 2011¹⁰) and Good Governance, Democracy and Human Rights (at 6.6 percent in 2010 and 7.5 percent in 2011).

The four cultural heritage organisations working on the restoration of historic Palestinian buildings account for the entire share of development assistance going to target areas through the Sustainable Development, Infrastructure and Environment sector. Of these, the major portion is taken by the Welfare Association's activities in the Old City of Jerusalem and by the Hebron Rehabilitation Committee, located in the historic centre of Hebron. Smaller proportions of funding have been used in target areas by Riwaq and by the Centre for Cultural Heritage Preservation, and these are for work in localities that have been absorbed into the seam zones.

Three partners account for the level of development assistance being channelled to Area C, East Jerusalem and the seam zones through the Good Governance, Democracy and Human Rights sector. These are: the multi-donor funded NGO Development Center (NDC) programme of support to Palestinian and Israeli human rights organisations; Diakonia's Rehabilitation Programme; and funding to Palestinagrupperna to support health services run by the Palestinian Medical Relief Society (PMRS). All three are working in Area C and the seam zones, with some of the NDC's sub-grantees and the PMRS also working in East Jerusalem.

4.1.3 Support to communities

The description above indicates that direct support to individuals, households and communities has been a key approach for most of Sida's development partners that have activities in the target areas. Apart from PEGASE, all the activities cited are either community-based (as with

⁹ These figures may over-represent PEGASE's percentage share as the extrapolation was based on population figures for Area C, East Jerusalem and the seam zones, and the proportion of civil servants in those areas is thought to be lower than their share of the population.

¹⁰ The difference in the percentage share between 2010 and 2011 is explained by the higher number of works completed in 2011.

the health work) or have a strong community focus (as with the human rights and cultural heritage projects). This human rights and community-based health work is of a similar type to projects that Sida has been funding through humanitarian assistance.¹¹

To further illustrate this, the mapping attempted to estimate the number of communities reached in Area C, East Jerusalem and the seam zones through Sida assistance. More than 200 communities in the target areas were identified by partners as being reached through development assistance and more than 80 through humanitarian assistance. It was not possible to calculate the exact number of communities reached because many of them span more than one administrative division and because the expansion of the seam zones progressively incorporates localities previously identified as being in other divisions. There is also likely to be some double-counting of communities identified as being reached by different partners. Nevertheless, the evidence indicates that there appears to be significant outreach by Sida's partners.

Health work accounted for the majority of communities reached through development assistance, while the pattern of humanitarian assistance was more varied with identified communities being supported through activities concerned with agriculture, education, health, short-term employment, protection, and water and sanitation.

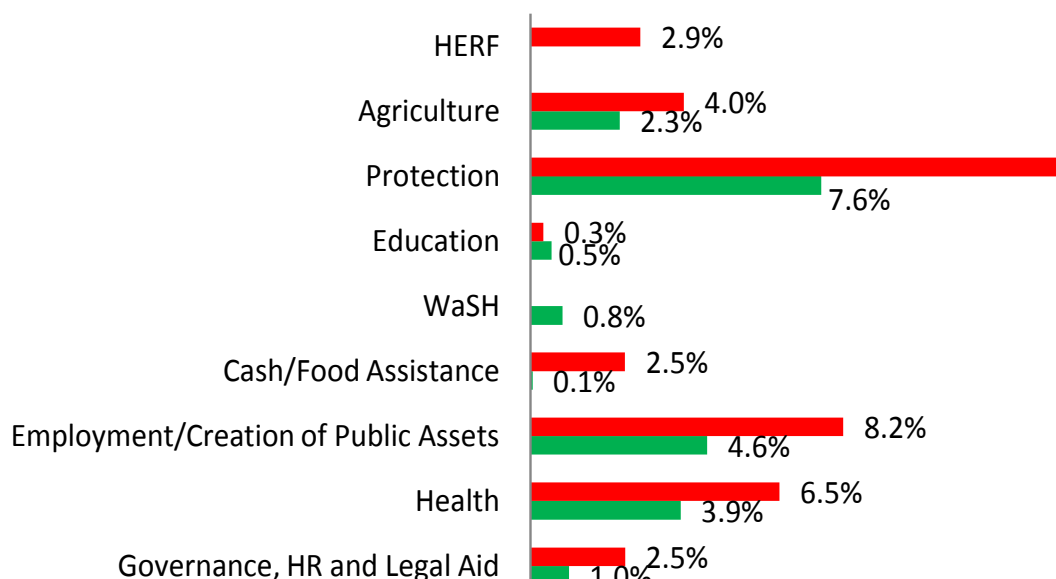
4.1.4 Volume and composition of Sida support by activity

The fact that similar activities are funded through the development and humanitarian budget lines, and the diversity of these activities, suggest that it is useful to present Sida's support to the target areas by type of activity, regardless of which budget line is used to fund them. We classified support to the target areas into nine different types of activity, plus the OCHA Humanitarian Emergency Response Fund (HERF). These activity types are agriculture; cash, food assistance and nutrition; direct support to the PA; education; short-term employment and the creation of public assets; governance, human rights and legal aid; health; protection; and water and sanitation.

The distribution of support to these sectors is given in chart 3 below which shows the proportion of funding by activity as a percentage of the overall volume of development assistance and humanitarian assistance combined for each of 2010 and 2011.

Chart 3: Volume of Sida assistance to target areas by activity in 2010 and 2011

¹¹ The mapping exercise was not required to investigate whether there are significant differences between the types of health service being delivered through development and humanitarian assistance.



The chart shows that, currently, the three most significant types of activity for support to the target areas are (in descending order of expenditure) protection; short-term employment and the creation of public assets; and health. Total expenditure for protection in 2010 and 2011 was almost SEK 63 million; for short-term employment and the creation of public assets the amount was almost SEK 31 million; and for health the amount was more than SEK 26 million. The significant increase in funding for protection between 2010 and 2011 is accounted for by new funding for UNRWA protection activities in 2011.

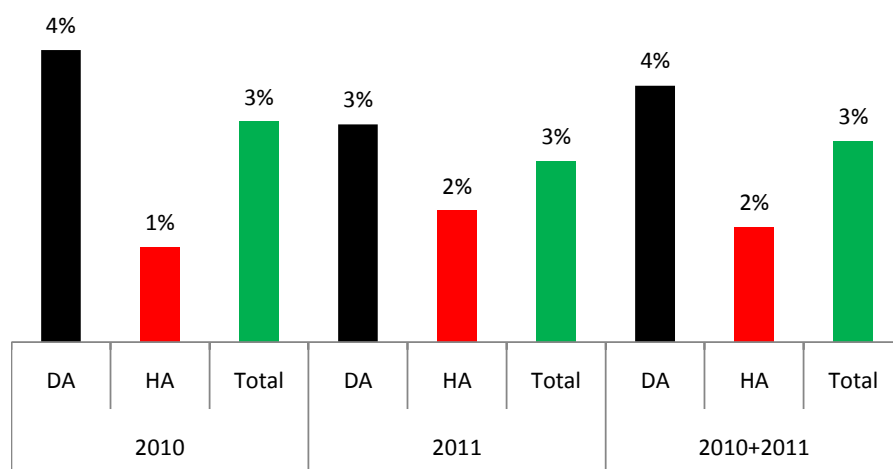
Chart 3 also confirms that similar types of activity are being funded through both the development and the humanitarian budget lines. For example, funding for short-term employment and the creation of public assets is divided between humanitarian assistance to UNRWA and development assistance to the four cultural heritage organisations. Humanitarian funding to support health work goes to the Swedish Red Cross (for the Palestinian Red Crescent Society (PRCS)) and development funding for health to the Diakonia Rehabilitation Program and to Palestinagruppen (for PMRS).

Funding is also provided through both the development and humanitarian budget lines for activities in protection. Chart 3 only includes protection projects funded through humanitarian assistance because it was not feasible to separate out and quantify the protection activities carried out by Palestinian and Israeli NGOs funded through the development assistance budget line. Had they been included, total expenditure on protection would have been higher than the figures and percentages presented here, the increase coming from the development envelope.

4.1.5 East Jerusalem

A little under SEK 11 million was allocated to activities in East Jerusalem in 2010 and a little more than SEK 9 million in 2011. Chart 4 below shows the percentage expenditure of development and humanitarian assistance to East Jerusalem, by year and in total for the two years under review.

Chart 4: Development and humanitarian assistance to East Jerusalem as a percentage of overall development and humanitarian assistance in 2010 and 2011



These levels of funding are below the 6 percent of the population of the oPt that is estimated to live in East Jerusalem. Moreover, this level of funding fails to take sufficiently into account the political importance of East Jerusalem or the challenges presented to Palestinian state-building by Israel's illegal annexation of the city, its progressive separation from the rest of the oPt, and the violations of the civil, economic and social rights of its Palestinian residents.

The range of activities funded in East Jerusalem is similar to the overall pattern of Sida support. Six partners report that Sida is funding activities in East Jerusalem. Under the development budget line these are the NGO Development Center (support to Palestinian and Israeli human rights organisations for raising awareness on rights, campaigning and providing legal representation with respect to family and residency rights, house demolitions and land cases), the Welfare Association (short-term employment and the restoration of historic buildings), and Palestinagrupperna/PMRS (health services). Activities in East Jerusalem funded through humanitarian assistance include short-term employment and cash and food assistance through UNRWA, UNICEF adolescent centres, and ecumenical accompaniment. The higher volume of development funding than of humanitarian assistance allocated to East Jerusalem is largely explained by the cultural heritage projects in the Old City, which accounted for over 70 percent of development assistance to East Jerusalem in 2010 and over 55 percent in 2011.

4.2 Partner profile

This section of the report presents an outline description of Sida's partners working in Area C, East Jerusalem and the seam zones, and comments on the relevance of their activities to conditions in those areas. As mentioned, the PA does not have a development agenda for these areas. The sector action plans that line ministries are now elaborating will go some way to filling this gap but, in the meantime, partners lack a national policy framework with which they could align their own policies and strategies. Despite this, all partners identified through the mapping as currently working in the target areas indicated that they intend to continue to do so and, in some cases, to scale-up their work. Partners working in East Jerusalem expressed a particular concern to expand their development programmes to respond more effectively to the city's social and economic problems.

The context for considering the relevance of partners' activities in the target areas is Sida's upcoming country strategy, with its more explicit focus on supporting Palestinian 'steadfastness' and prevention of further depopulation of the target areas. From the quantitative assessment of Sida support provided above, three categories of partner emerge whose work appears to be most relevant to this objective. The first category is of partners working directly with communities. Most of these partners are Palestinian and Swedish NGOs working in collaboration with local Palestinian and Israeli NGOs and with Palestinian CBOs. They also include UNRWA and UNICEF, the latter also collaborating with Palestinian partner NGOs in running 'safe spaces' for adolescents. As mentioned, community-based work (whether funded through the humanitarian or the development budget lines) accounts for the majority of activities in the target areas and has a strong focus on trying to ensure that the basic needs of the population are met. Since much of this work is carried out in partnership with local NGOs and CBOs, it should also contribute to building a stronger civil society in the target areas that is better able to challenge the occupation regime that is driving depopulation.

The cultural heritage organisations do not work directly with local partners but, nevertheless, their work also makes a contribution to strengthening civil society development as well as to reviving community life. The transformation of run-down buildings into attractive, functional and secure spaces provides CBOs, village councils and the like with working environments that facilitate their own growth and their ability to provide effective services to local residents. Refurbishment of the old residential areas of Bethlehem, Hebron and Jerusalem also helps to repopulate these city centres, which are facing economic decline and often intense pressure from settlers, in Hebron in particular.

Permits are not required from the Israeli authorities to restore historic buildings and this work is therefore less constrained than other types of infrastructure development. Since the major historic buildings are located in Area A, the potential for a significant level of new cultural heritage work in Area C appears to be limited but, as the separation barrier is extended, it is likely that more of their work may come to be located in the seam zones. There is also potential to do more work in existing areas, if Sweden were willing to relax the rule about not funding the restoration of private property. Rehabilitating residential properties is crucial to maintaining a Palestinian presence in the old city of Hebron, for example, and is consistent with supporting 'steadfastness'. Partners working in East Jerusalem also noted Sida's unwillingness to fund work with private households as a constraint.

The second category of partners whose work has most direct relevance to the target areas are organisations working on human rights and protection. Protection is directly concerned with preventing involuntary migration from target areas and protection activities underpin and support all other development and humanitarian work. These activities include being present at checkpoints and in relation to house demolitions and settler violence; training in International Humanitarian Law (IHL); research and documentation; monitoring, advocacy and campaigning in relation to IHL, including representation in Israeli and international courts; and ensuring that IHL is mainstreamed in the programmes of humanitarian actors. As noted, some of the Palestinian and Israeli sub-grantees of the NDC work on similar protection-related issues. In addition, some of these sub-grantees provide support to individuals and communities in relation to spatial planning in Area C and East Jerusalem while others focus on rights specific to women and children.

The last category of partners are those providing direct support to the PA, either in terms of contributing to service delivery or through support to the development of national policies. PEGASE funding for civil servants' salaries is ear-marked mainly for the Ministries of Health and of Education and Higher Education and, thus, contributes to the delivery of essential services in the target areas. Sida also funds partners to assist the PA to develop national policies and strategies. For example, Sida contributes to Diakonia's work with the PA to develop a national policy for rehabilitation and to UNICEF's work to develop policies for nutritional surveillance. Although projects concerned with policy formulation were excluded from the quantitative mapping, they are relevant to a consideration of Sida's support to the target areas because the application of national policy frameworks may help to mitigate the impact of the administrative and de facto geographic divisions in the oPt and to bring the target areas into the mainstream of Palestinian state-building.

Two Sida-funded programmes that are not currently operational in Area C, East Jerusalem or the seam zones are developing future activities that are likely to have an impact in those areas. The Palestinian International Business Forum (PIBF) has supported the Palestinian and International Chambers of Commerce to create the Jerusalem Arbitration Centre, which is expected to become operational in 2012. The centre will provide internationally backed and neutral mediation services for the resolution of commercial disputes, and so should contribute to a more favourable climate for business in the oPt and improve the structural conditions for Palestinian businesses, including those operating in the target areas. The PIBF is also planning to undertake a mapping of small and medium enterprises in areas A, B and C. The purpose of the mapping is to identify the specific problems to business development in each of these areas and to devise solutions to these problems. The mapping exercise is currently at proposal stage.

The other partner planning programmes that would fit Sida's intention to channel more of its development assistance to Area C is the Municipal Development and Lending Fund (MDLF). The MDLF provides municipalities with performance-based grants for municipal service delivery. As the majority of local authorities in Area C and the seam zones are classified as village council, rather than municipalities, they are excluded from the programme. An additional constraint is that the MDLF's funding to infrastructure development is conditional on local authorities obtaining the necessary permits, which self-evidently is problematic for authorities in Area C. The MDLF believes that communities in Area C could benefit from the programme through amalgamation with municipalities in Areas A and B but, so far, the process of amalgamation has focused on municipalities within the latter two areas.

5. Strategic and operational guidance

The Terms of Reference for this assignment require the consultants to provide operational and strategic guidance for Swedish assistance aimed at facilitating the PA's State building agenda. In the context of the Sida strategy for the oPt that will be implemented from 2012 we interpret this as meaning to provide advice that supports Sida's strategic objective: "to primarily support the Palestinians in their steadfastness and [to] help them to stay on their land until a peaceful solution is reached"¹².

The findings presented in this report show that Sida is providing a significant volume of support to Area C, East Jerusalem and the seam zones, if this is judged simply in terms of their share of the population. However, the support that Sida is providing (along with that of other donors) is clearly failing to address the factors that are driving Palestinian depopulation from these areas. The final section of the report provides guidance that aims to support the planning of future Sida funding to these areas. In our view, future planning needs to be concerned with consolidating and adding value to Sida's existing development and humanitarian assistance programmes, as well as with looking for opportunities to fund new work (for example, the new initiatives being developed by the MDLF and PIBF). The guidance that we offer covers a range of strategic and operational issues that we believe will contribute to this.

5.1 A diverse portfolio

In line with good donorship principles, Sweden is progressively moving towards concentrating its development assistance to the oPt in fewer sectors. However, the challenges of working in the target areas may require a somewhat different approach. In these areas a more diverse portfolio of support is likely to reduce the risks associated with putting all Sweden's resources into a single sector that may be more vulnerable to Israeli restrictions. Moreover, Sida's current diversified pattern of assistance – sector-based, community-focused and concerned with meeting basic needs – is a coherent and logical strategy for helping to prevent depopulation of the target areas. As suggested above, this approach also has the potential to strengthen civil society and to help to revive community life. Given the relatively small percentage of funding currently going to agriculture, there appears to be scope to increase the level of Sida's support to livelihoods by encouraging further work both in agriculture and in enterprise development more broadly.^{13, 14}

5.2 Multi-annual programming and funding

The difficult operating environment in the oPt has created an anomalous situation where Sida's development partners receive multi-annual funding for their projects while humanitarian partners doing similar work are funded only on a yearly basis.¹⁵ The main reason for channelling a significant component of Sida's assistance through humanitarian funding has been the relative ease of obtaining resources through the CAP rather than because the funded activities are by their nature emergency interventions. On the contrary, most of the projects that have been funded in this way up to now (agriculture, health, protection and so on) require a two- to

¹² Consulate-General of Sweden in Jerusalem. *Assessment Memo oPt*. English Version. DRAFT 1.0. August 26th 2011.

¹³ The Swedish Cooperative Centre already carries out more comprehensive agricultural programmes than those funded through humanitarian assistance. While the humanitarian funding is used to pay for agricultural inputs and extension work, SCC uses resources from its framework agreement with Sida for cooperative and enterprise development with the same groups of farmers.

¹⁴ As already mentioned, we believe that Sida should consider relaxing the rule against the restoration of private property, as this is an important means of encouraging Palestinians to return to residential areas.

¹⁵ The ICRC and the NRC are funded from Sida's global allocation to their parent organisations and they therefore enjoy more longer-term financial security.

three-year planning cycle and corresponding longer-term funding. Sida needs to consider whether it can develop a funding mechanism that would offer similar financial security to its current humanitarian partners as is enjoyed by development partners. Granting a similar degree of financial security to partners who are carrying out similar work would enhance consistency and coherence within the Sida portfolio. It would also encourage partners to build synergies between their projects and to coordinate their efforts so as to maximise their impact. At the same time, multi-annual funding would increase the incentives for individual partners to develop more strategic approaches to their work and to strengthen their focus on achieving and demonstrating results.

5.3 Assessing impact

The mapping exercise was not expected to assess the results of the Sida-funded activities in the target areas, and our findings on the nature, scope and focus of these activities do not imply any conclusions about their quality or impact. However, they do suggest that it would be a useful exercise for Sida to commission a sector-level impact evaluation of work that has been funded through both the development and the humanitarian budget lines. Sida already requires regular impact evaluations to be carried out on individual projects and programmes. What we are proposing here is an evaluation that would consider the combined impact of all Sida-funded projects in a sector such as health, protection and so on, would draw out differences between the types of work being funded through different budget lines, and would highlight where there is duplication of effort or whether some communities (for example, herders) are less well-served than others.¹⁶ The findings from a sector or thematic assessment would provide valuable inputs into the planning of assistance programmes to Area C, East Jerusalem and the seam zones and would support coordination with other donors.

5.4 Improving coordination

The findings from the mapping exercise suggest that there is scope for greater coordination of the assistance that Sida is providing to Area C, East Jerusalem and the seam zones. While we do not wish to add unnecessarily to the arguably already abundant coordination mechanisms in the oPt, there appears to be a good case for seeing greater coordination between those Sida staff who are funding similar work through different budget lines. Indeed, one of the objectives of Sida's 2008-2011 strategy for the West Bank and Gaza was to create a stronger linkage between development cooperation and humanitarian aid.¹⁷ Commissioning a joint evaluation on a specific sector as described above might be a useful place to start.

In the interests of transparency, it would be sensible to involve relevant partners in drafting the objectives and scope of such an exercise. This would have the additional advantage of signalling whether there are tangible benefits to be derived from encouraging a greater degree of coordination with and between partners. At the same time, joint discussions on a one-off exercise, such as an evaluation, would not commit any of the parties to longer-term coordinating mechanisms, unless it was clear that these would add value to the Sida programme and/or to the other coordinating mechanisms that are already in force in the oPt.

5.5 Providing visible political support

Sida's partners are appreciative of Sweden's non-financial support to their work in Area C, East Jerusalem and the seam zones, seen both in Sida's willingness to take a public stand on violations of IHL and through Sida's flexibility in the face of programme set-backs and delays. However, partners are also concerned that efforts on their part to increase and intensify their

¹⁶ An assessment of the extent of coverage within the target areas was beyond the remit of the mapping exercise.

¹⁷ Sida. *Strategy for development cooperation with the West Bank and Gaza July 2008-December 2011*. June 25th 2008. Page 5.

work in the target geographic areas should be accompanied by more concerted and visible political action by the international community. Partners acknowledge that donors are increasingly ready to accept the risks associated with funding construction works and willing to accept a financial cost when these are demolished. However, they sense that donors are unwilling to take up these cases with the Israeli authorities because each individual case is relatively minor, especially compared with some of the major issues that are under negotiation. They would like to see a greater readiness by donors to protest such cases to the Israeli authorities, both on an individual basis and through coordinated donor initiatives. Similarly, they would like to see donors, including Sida, providing more practical and active support to partners' requests for access permits for staff and materials.

Currently partners are operating in a policy vacuum as regards social and economic development in Area C, East Jerusalem and the seam zones. As a donor that is well-regarded by the PA and within the international community, Sweden is in a strong position to take a lead in supporting the Office of the President and MoPAD in formulating policies and defining strategies for work in these areas.

5.6 Monitoring support to Area C, East Jerusalem and the seam zones

We have explained in section 3 that the level and type of documentation available in Sida files mean that Sida currently has almost no capacity to monitor levels of funding to Area C, East Jerusalem and the seam zones. We noted also that assembling the data necessary for quantifying Sida support is a complex task – first for partners in generating the data and then for whoever is responsible for their aggregation and analysis. If Sida is concerned to update the quantification presented in this report it will need to provide clear guidance and support to partners on how they are to report. This will involve as a minimum:

- providing partners with a current list of Area C communities
- providing partners with an up-to-date list of seam zone communities
- providing guidance to partners on how expenditure is to be disaggregated by area, particularly for projects that span more than one administrative division or that have a national remit.

If Sida wishes to update and amplify the information in this report on the outreach of Sida-funded projects and programmes, partners will also need guidance on how direct and indirect beneficiaries should be measured.

Given the time-consuming nature of the task, we recommend that updating the mapping should be a periodic rather than a routine procedure. While it might be useful to re-assess the levels of Sida support to the target geographic areas towards the end of the next strategy period, we consider that the added value of an annual updating would be outweighed by the level of effort involved.

Moreover, we also consider that it is now more useful and important for Sida to assess the impact of the work that is being carried out in these areas rather than focusing on the volume. This mapping exercise has revealed the levels of development and humanitarian assistance being channelled to Area C, East Jerusalem and the seam zones. However, Sida currently has little knowledge or understanding of what the combined impact of these efforts has been, of where achievements can be built upon and of where weaknesses need to be redressed. We recommend that Sida should make it a priority over the next period to adopt approaches to its support to the target areas that focus on impact and quality rather than on levels of expenditure.

Annex 1 – Terms of Reference

Mapping of Sida funded projects in area C, Jerusalem and Seam Zones through the Palestinian Authority, UN, Palestinian, Israeli and International NGO's

I. Background

Over sixty percent of the West Bank is currently defined as Area C¹⁸, where Israel retains security control and jurisdiction over planning and construction, while the Palestinian Authority (PA) is responsible for the provision of services. This division has created problems in ensuring that basic services can be provided to the most vulnerable in Area C. For example, the responsibility for the provision of education and health services to Palestinians in Area C rests with the PA, however, difficulties in obtaining building permits from the Israeli Civil Administration (ICA) for the construction or expansion of schools and health clinics significantly impede the fulfilment of this responsibility.

The restrictions on the normal life of the local Palestinian population in area C impact directly and indirectly on the security, humanitarian, developmental and psychological conditions of the Palestinians in the entire area of the West Bank; as well as on the future prospects of establishing a viable Palestinian state. The Civil Administration is therefore operating as the de-facto sovereign in civilian affairs in area C thus contributing to the undermining of Palestinians right to self-determination by reinforcing a permanent military occupation in area C in particular.

The Palestinian Authority's Programme of the Thirteenth Government states that responding to specific needs in Area C, while also planning and developing the area, is key to build 'the foundations of [the] future state'. Palestinian development of the land and resources in Area C has been recognised by members of the Ad Hoc Liaison Committee and the Quartet as fundamental to sustainable economic growth and Palestinian state-building.

Full and effective Palestinian development of Area C will ultimately require the re-designation of Area C to Areas A and B. While this objective is pursued at the political level, enabling measures can be pursued in the interim to support Palestinian development of this area.

Sweden has for the past ten years been supporting Palestinians residing in these communities from a humanitarian envelope but the recent analysis prepared by the Consulate General of Sweden in Jerusalem showed that more needs to be done from a development cooperation envelope to support and facilitate Palestinian State building agenda.

The study is intended to do a quick mapping of Swedish funded activities in area C during the current strategy period.

II. Objective

To understand the activities funded by Sweden in area C, Jerusalem and Seam Zones in the current strategy period in order to provide strategic guidelines and operational guidance for Swedish assistance aimed at facilitating the PA's State building agenda.

III. Tasks

The tasks of the Consultant (Consultancy Firm) will include but not necessary be limited to the following:

¹⁸ As part of the 1995 Israeli-Palestinian Interim Agreement on the West Bank and Gaza Strip (Oslo II), the West Bank, excluding East Jerusalem, divided the West Bank into three different regions, known as "Areas A, B, and C". Each area would have a different legal and administrative status. While the 1995 Interim Agreement called for the gradual transfer of power and responsibility in the sphere of planning and zoning in Area C to move from the Israeli Civil Administration (ICA) to the Palestinian Authority (PA), this transfer was never implemented.

1. Study these TOR and suggest and agree on changes or amendments prior to commencement of work.
2. The team leader would be responsible for supervising, directing, coordinating and quality assurance of the other team member prior and during the study¹⁹.
3. Describe and analyse current challenges to implementing development activities in area C with dialogue with current Sweden's partners. This part will be a holistic and inclusive description and analysis of the current challenges working in area C with clear and operational recommendations to Sweden on future interventions based on political scenarios and clear indicators.
4. Profile all Swedish/Sida partners incl. organisations (PA/NGO) and UN bodies which utilises Sida funding in area C now and possible recommendations on those who has the advantage to implement activities in area C in the future.
6. Conduct workshops in area C for relevant Sweden partners including PA, NGO's, Swedish NGO's and UN for presentation of initial findings and conclusions.

IV. Method of work

One week preparation prior to arrival in Jerusalem. Desk study of all relevant literature (Sida strategy reports, decisions, agreements, assessments, applications etc) and databases and collection of data from the Internet. Draft mapping plan produced and shared with the Consulate of Sweden (Head of Cooperation or designated person) before moving ahead with the field exercise.

In Jerusalem and West Bank, interviews on the ground with all available Swedish partners to verify and update initial mapping and collect further data the verify the emerging picture.

V. Input:

A team of two consultants doing the study.

VI. Output

The Team will produce and deliver both a graphic presentation (through power point) and a draft final narrative report of a maximum of 25 pages, excluding annexes, presenting and analysing in a comprehensive and systematic way, the findings of the mapping mission. The report should contain statistics (visual graphics, diagrams) showing the extent, volume, percentage and geographically how the Swedish support have been utilized in the above mentioned areas, compared to the overall support. It is important that the consultants ensure a way of presenting the data that facilitates later update of Swedish baseline mappings for the future, if required.

VII. Time frame

1. The 1 weeks of desk study will be initiated in Middle August 2011. Before arrival in Jerusalem, the Consultant will present its initial findings in a draft Report and suggest a draft mission programme to the Consulate General of Sweden in Jerusalem for approval. All Programme Officers at the Consulate will assist with preparation of draft mission programme.
2. The Consultant will conduct interviews on the ground for a period of 10 days, starting first week of September 2011.
3. A debriefing report will be presented before departure from Jerusalem to the Head of the Consulates Development Section in Jerusalem.
4. A draft final report and other outputs will be submitted to the Head of the Consulates Development Section no later than 3 weeks after departure from Jerusalem.
5. Final report in English and final version of other outputs will be submitted to the Consulate no later than 2 weeks after having received comments on the drafts from the Consulates Development Section.

¹⁹The idea is to have one International and one local consultant conducting this study.

Annex 2 – Persons met

Organisation	Name	Title
Palestinian National Authority, Ministry of Planning and Administrative Development Consulate-General of Sweden, Jerusalem	Estephan Salameh	Special Advisor to the Minister
	Axel Wernhoff	Consul General
	Peter Lundberg	Head of Development Cooperation
	Maher Daoudi	Deputy Head of Development Cooperation
	Maria Bjernevi	Consul, Development Cooperation
	Meria Bendel	Consul, Development Cooperation
European Union	Fadya Salfiti	Program Officer
	Elisabeth Rousset	Counsellor, EC Technical Assistance Office
Centre for Cultural Heritage Protection	Josep Desquens	Project Manager, Direct Financial Support
	Arch. Issam Juha	Director
Diakonia Rehabilitation Program	Ghadeer Abed Rabbo	Finance Manager
	Ghada Harami	Director
	Irene Habash Siniora	Senior Program Manager
Diakonia-International Humanitarian Law	Dona Khoury	Program Assistant
	Sara Lindblom	IHL Programme Manager
Hebron Rehabilitation Committee	Nadine Tabari	Project Officer
	Emad Hamdan	General Director
Human Rights Secretariat (NDC)	Zbynek (Sami) Wojkowski	PR Assistant
	Jamileh Sahlieh	Grants Program Manager
	Ma'moun Attili	Programme Officer
International Committee of the Red Cross Independent Commission for Human Rights	Murad Salah	Programme Officer
	Elpida Papachatzzi	Protection Coordinator
	Randa Siniora	Executive Director
Municipal Development and Lending Fund	Musa Abu Dheim	Lawyer
	Majeed	Public Relations Officer
	Abdel Mughni Nofal	Director General

Organisation	Name	Title
Norwegian Refugee Council	Carsten Hansen	Country Director
	Martin Clutterbuck	Programme Manager
	Malvina Khoury	Legal Advisor
	Jessica Stober	Project Manager
Olaf Palme International Center	Svjetlana Duric	Field Program Manager
Palestinagrupperna	Yvonne Fredriksson	Country Representative
Palestine International Business Forum	Arda Mardirossian	Country Coordinator
	Jumana Khoury	Deputy Country Coordinator
Riwaq	Fida Touma	Director
Swedish Christian Council	Karin Hallin (by telephone)	National Coordinator
	Katariina Stewart	Team Supporter
Swedish Cooperative Centre	Mohammed Khaled	Country Director
Swedish Red Cross/Palestinian Red Crescent Society UNDP-PAPP	Lena Sallin (by telephone)	Regional Coordinator
	Henrik Herber	Program Advisor
	Maarten Barends	Chief Technical Specialist Programme Manager Rule of Law & Access to Justice Programme
UNICEF	Douglas G. Higgins	Deputy Special Representative
UN-OCHA	Aurelien Buffler	Senior Humanitarian Affairs Officer
	Natalie Grove	Donor Relations and Communications
UNRWA	David Hutton	Acting Deputy Director Operations West Bank
	Tove Myhrman	Resource Mobilisation Officer, Fundraising and Protection
	Laurianne Leca	Field Emergency Officer
Welfare Association	Nabil Mu'aqet	Architect

Annex 3 – Selected documents

As indicated in the report, information on project activity and expenditure in 2010 and 2011 submitted by partners was the main input into the mapping exercise. A selected list of documents reviewed by the consultants is shown below.

Background documents

EU Heads of Mission Paper Office of the United Nations Special Coordinator for the Middle East Peace Process Office of the Quartet Representative	Area C and Palestinian State Building, July 2011 Palestinian State-Building: A Decisive Period. Ad Hoc Liaison Committee Meeting Brussels, 13 April 2011 Report for the Meeting of the Ad Hoc Liaison Committee On OQR Action in Support of Palestinian Authority State-Building. 13 April 2011 Brussels
Palestinian National Authority	Palestine: Ending the Occupation, Establishing the State. Program of the Thirteenth Government. April 2009.
Save the Children-UK	Life on the Edge: The Struggle to Survive and the Impact of Forced Displacement in High Risk Areas of the Occupied Palestinian Territory. October 2009.
Sida	Strategy for Development Cooperation with the West Bank And Gaza July 2008-December 2011
Sida	Assessment Memo oPt, English Version Draft 1.0. August 28 th 2011
UN-OCHA	Five Years After the International Court of Justice Advisory Opinion: A summary of the humanitarian impact of the barrier. July 2009
UN-OCHA	Restricted Space: The Planning Regime Applied by Israel in Area C of the West Bank. December 2009.
UN-OCHA	Area C Humanitarian Response Plan Fact Sheet. August 2010.
UN-OCHA	East Jerusalem: Key Humanitarian Concerns. March 2011.
UNRWA, UNICEF, WFP	Food Security and Nutrition Survey of Herding Communities in Area C. April 2010.
WFP, FAO, PCBS	2010 Socio-Economic and Food Survey: West Bank and Gaza Strip, occupied Palestinian Territory. February 2011.

Project documents

Access to Justice and Rule of Law (UNDP)	Financial report 2010 Progress report 2010 2010-2012 Project document 2011 Annual work plan Programme Board Meeting April 2011
Diakonia IHL Program	Application for funding January-December 2010 Budget 2010 Grant disbursement authorisation Narrative and financial report for 2010 Application for funding for 2011 CAPProjectSheet_906_20101130

Diakonia Rehabilitation Program	2009 Evaluation report Final financial report 2010 Decision on contribution 2010-2012
Högskolan för Scenkonst och Musik	Memo 2007 re support to culture in the West Bank and Gaza Assessment re 2008-2010 Decision 2008-2010 Agreement Sida and Academy of Music and Drama Goteborg University 2008-2009 Decision on contribution Sida and Academy of Music and Drama Goteborg University 2008-2009 HSM Annual report 2010 Review report 2010 Amendment to Agreement (extension up to end 2012)
Human Rights Secretariat (NDC)	2009 Review report NDC 2010 Proposal Annual progress report 2010 List of approved projects 2010-2012
Independent Commission for Human Rights	Strategic plan 2008-2010 Annual HR Report for 2010 Progress report 2010 to donor consortium Strategic plan 2011-2013
Kvinna till Kvinna	Revised programme proposal 2008-2010 Assessment memo 2008-2010 Decision on contribution 2008, 2009, 2010 Yearly progress report 2008 2008 financial report 2009 narrative report 2009 financial report 2010 narrative report 2010 financial report 2011 Draft agreement
Norwegian Refugee Council	oPt part of the global proposal to Sida for 2011 Assessment memo for 2011-2013 funding Donor newsletter May-June 2011
OCHA (HERF)	Advisory Board ToR Assessment memo oPt CAP 2009 HERF Agreement to fund oPt CAP 2009 HERF Advisory Board Minutes 24.02.09 Humanitarian Response Fund Update 1 January to 30 April 2009 Humanitarian Response Fund Update 1 May to 31 August 2009 Activity report 25 February to 25 August 2009 HRD donors meeting 10.11.2009 HRF guidelines 2009 draft 11.11.09 Annual Report 2010 Advisory Board Minutes 29.06.10 HRF Proposal table 1.12.09 to 16.03.10 HRF Proposal table 1.7.10 to 25.10.10 Projects funded in 2010

OCHA/CAP	SIDA-OCHA HRF Agreement
	Projects funded 2011
	Humanitarian Response Fund Board Meeting 27/04/11
	Evaluation of the oPt Humanitarian Response Fund (HRF) ToR
	2009 Summary Consolidated Appeal
	2009 Year in Review (PPT)
	Assessment memo
	Beslut om Insats (decision on funding) for OCHA global request for funds for 2010-2013.
	Agreement 2010-2013
	2010 Consolidated Appeal
	CAP Project Sheet _opt10css28098
	2011 Consolidated Appeal
	CAP 2011 Fact Sheet
	Beslut om Insats (decision on funding) for 2011 CAP
	Financial tracking – humanitarian funding by donor @ 01/06/11
Olaf Palme International Center	Financial tracking – all pledges, commitments and contributions @ 01/06/11
	2011 Mid-Year Review
	Project description 2009-2010 v2.doc
	Civil Society Dialogue in Gaza and the West Bank, 2009 (OPIC med term report) (BSTG-84S9G9.pdf)
	Civil Society Dialogue in Gaza and the West Bank, 2009 (BSTG-84S9FU.pdf)
Palestinagrupperna (PMRS)	Final report Civil Society Dialogue in the West Bank and Gaza 2009-2010 (SJON-8GGEYT.pdf)
	Appendix 1 Suggestions from the grassroots in Gaza (SJON-8GGEYS.pdf)
	OPIC evaluation March 2011
	2008-2009 Application for WB and Gaza
	Narrative and financial reports 2009 and 2010
	PGS Review 2010
	2011 application
	2011 Assessment
Palestinian Cultural Heritage Preservation	2011 Amended Agreement
	2011 Decision
	August 2011 Grant application for future work
	Annex 1 Riwaq
	Annex 2 Center for Cultural Heritage Preservation
Palestinian International Business Forum	Annex 3 Hebron Rehabilitation Committee
	Annex 4 Welfare Association
	Application 2009 from PalTrade for PS TU
	Decision 2009 to host Technical Unit in PalTrade
	Agreement 2009 with PalTrade
	Agreement 2009 with Chamber of Commerce
	Request for extension February – October 2011
	Decision to fund extension

PEGASE – Direct Support to PA	Assessment memo 2009 Decision 2009 Interim Evaluation autumn 2009 EC delegation report on expenditure 2009 Assessment memo 2010 Decision 2010 SIDA-PA Agreement 2010 SIDA-EU MoU 2010 EC delegation report on expenditure 2010 Decision 2011
Swedish Christian Council, Ecumenical Accompaniment Programme	Evaluation of 2008 programme Application 2009 Budget 2009 Application 2010 Budget 2010 Grant disbursement authorisation 2010 Application 2011 SIDA-Christian Council Agreement 2011
Swedish Cooperative Center (KUG)	HAP Progress Report April-November 2008 HAP 2008-2009 Evaluation Application West Bank and Gaza 2009 HAP Budget 2009 HAP Assessment memo 2009 Agreement 2009 Application Household Food Security in the Seam Zone Areas of Jerusalem and Ramallah 2010 HAP Final Narrative Report March 2009-April 2010 Evaluation Sustainable Access to Food within Female Led Vulnerable Households in the Seam Zone Areas of Jerusalem & Ramallah Governorates - 2010 Application ARIJ CAP 2011 ARIJ CAP budget 2011 SCC-ARIJ CAP 2011 Project Sheet Amendment to Agreement May 2011
Swedish Red Cross UNICEF	Assessment memo 2011 SIDA-UNICEF 2009 Agreement.
UNRWA oPt (CAP 2011)	2010 Consolidated Emergency Report dated March 2011. 2009 Emergency Appeal SIDA-UNRWA Agreement 2009 Emergency Appeal Emergency Appeal January-June 2009 Progress Report Updated Final Report Sweden PR529 Consolidated Rpt Dec 2010

Annex 4 – Information request to partners

Information was requested for each of 2010 and 2011 on programme activities and programme finance as follows:

- Programme activities (2010 and 2011)
 - List and number of communities targeted by their programmes in: (i) Area C and Seam Zone; (ii) East Jerusalem; and (iii) Areas A and B (i.e. West Bank communities not in Area C or East Jerusalem).
 - Total number of direct beneficiaries in each of (i), (ii) and (iii) and total number of indirect beneficiaries in each of (i), (ii) and (iii).
 - Type of activity being undertaken with each of these communities (e.g. agriculture, health, women's empowerment).
 - For programmes involving infrastructure development or construction (including cultural preservation), brief description of completed physical outputs by location (e.g. x number of schools constructed in location a, location b, and location c with a total area of xxxm²).
 - For those agencies that work through local partners, a list of their local partner CBOs and NGOs in (i) Area C and Seam Zone; (ii) East Jerusalem; and (iii) Areas A and B (i.e. partners working in the West Bank outside Area C or East Jerusalem).
 - For those agencies that work through local partners, type of activity being undertaken by each local partner in (i) Area C and Seam Zone and (ii) East Jerusalem.
- Finance (2010 and 2011)
 - Total approved programme budget (from Sweden and other sources).
 - Percentage of total approved budget allocated to activities in Area C, East Jerusalem and the Seam Zone.
 - Total Swedish funding allocated to activities in Area C, the Seam Zone and East Jerusalem, by type of activity.
 - Actual expenditure on activities implemented in Area C, the Seam Zone and East Jerusalem.



MAPPING OF SIDA FUNDED PROJECTS IN AREA C, EAST JERUSALEM AND THE SEAM ZONES THROUGH THE PALESTINIAN AUTHORITY, UN AGENCIES, AND PALESTINIAN, ISRAELI AND INTERNATIONAL NGOS

This report presents the findings from an exercise to map Swedish support to Area C, the seam zones and East Jerusalem in the occupied Palestinian territories. The mapping exercise covered the strategy period 2008-2011 and Sweden's funding through the Palestinian Authority, UN agencies, and Palestinian, Israeli and International NGOs. The purpose of the exercise was to map the volume and composition of Swedish support in the current strategy period and to provide guidance for future Swedish assistance.

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