



Brussels, 1.9.2020
C(2020) 6044 final

COMMISSION IMPLEMENTING DECISION

of 1.9.2020

amending Commission Implementing Decision C(2018)7933 of 26.11.2018 on the annual action programme in favour of Palestine¹ for 2018 (including one action on budget 2019 and 2020)

¹ This designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue

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amending Commission Implementing Decision C(2018)7933 of 26.11.2018 on the annual action programme in favour of Palestine¹ for 2018 (including one action on budget 2019 and 2020)

THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union, amending Regulations (EU) No 1296/2013, (EU) No 1301/2013, (EU) No 1303/2013, (EU) No 1304/2013, (EU) No 1309/2013, (EU) No 1316/2013, (EU) No 223/2014, (EU) No 283/2014, and Decision No 541/2014/EU and repealing Regulation (EU, Euratom) No 966/2012², and in particular Article 110 thereof,

Having regard to Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures of the implementation of the Union's instruments for financing external action³ and in particular Article 2(1) thereof,

Whereas:

- (1) By its Decision C(2018)7933 of 26.11.2018 on the annual action programme in favour of Palestine for 2018 (including one action on budget 2019 and 2020), the Commission adopted the annual action programme in favour of Palestine for 2018 including three separate actions (one of which making use of the budget 2019 and 2020).
- (2) It is now necessary to modify the action entitled "Support to East Jerusalem in 2018, 2019 and 2020" (Annex 3) in order to partially change the implementing modality from direct management to indirect management and to extend the implementation period.
- (3) Therefore, Decision C(2018)7933 should be amended accordingly.
- (4) The envisaged assistance is deemed to follow the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU⁴.
- (5) The measures provided for in this Decision do not fall into those for which the opinion of the ENI Committee set up by Article 15 of Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a European

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² OJ L 193, 30.7.2018, p.1.

³ OJ L 77, 15.03.2014, p. 95.

⁴ www.sanctionsmap.eu please note that the Sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version which prevails.

Neighbourhood Instrument⁵ is required. The measure shall be communicated to the European Parliament and to the Member States through the ENI Committee within one month of its adoption.

HAS DECIDED AS FOLLOWS:

Sole Article

Commission Implementing Decision C(2018)7933 of 26.11.2018 on the annual action programme in favour of Palestine for 2018 (including one action on budget 2019 and 2020) is amended as follows:

- Article 3 is replaced by the following:

“The implementation of the actions carried out by way of indirect management, as set out in the Annexes, may be entrusted to the entities or persons referred to or selected in accordance with the criteria laid down in points 5.3.1.1.1., 5.3.2.2.1., 5.3.4.1.1., 5.3.5.1. and 5.3.6.1. of Annex 1, in points 5.3.2.2., 5.3.3.1. and 5.3.4.1. of Annex 2 and in points 5.3.3., 5.3.4, 5.3.5, 5.3.6 of Annex 3.

The eligibility of costs incurred by Belgian Development Co-operation shall be authorised as of the dates set out in the Annex 3.”

- Annex 3 is replaced by the Annex to this Decision.

Done at Brussels, 1.9.2020

*For the Commission,
Olivér VÁRHELYI
Member of the Commission*

⁵ OJ L 77, 15.3.2014, p. 27



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ANNEX

Commission Implementing Decision amending Commission Implementing Decision C(2018)7933 of 26.11.2018 on the annual action programme in favour of Palestine¹ for 2018 (including one action on budget 2019 and 2020)

Multi-annual Action Document for "Support to East Jerusalem in 2018, 2019 and 2020"

MULTIANNUAL MEASURE

This document constitutes the multiannual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.

1. Title/basic act/ CRIS number	"Support to East Jerusalem in 2018, 2019 and 2020" CRIS number: ENI/2018/041-167, ENI/2019/041-196, ENI/2020/041-540 financed under the European Neighbourhood Instrument	
2. Zone benefiting from the action/location	East Jerusalem, Palestine The action shall be carried out at the following location: East Jerusalem	
3. Programming document	European Joint Strategy in Support of Palestine 2017-2020 – Towards a democratic and accountable Palestinian State	
4. Sustainable Development Goals (SDGs)	Sustainable Development Goal no. 11 "Sustainable Cities and Communities" Sustainable Development Goal no. 1 "No Poverty" Sustainable Development Goal no. 4 "Quality Education" Sustainable Development Goal no. 8 "Decent Work and Economic Growth"	
5. Sector of concentration/ thematic area	Other measures: Support to East Jerusalem	DEV. Aid: YES

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<p>6. Amounts concerned</p>	<p>Total estimated cost: EUR 45 321 690</p> <p>Total amount of EU budget contribution EUR 36 000 000</p> <p>The contribution is for an amount of EUR 12 000 000 from the general budget of the Union for financial year 2018; for an amount of EUR 12 000 000 from the general budget of the Union for financial year 2019 subject to the availability of appropriations following the adoption of the relevant budget, and for an amount of EUR 12 000 000 from the general budget of the Union for financial year 2020, subject to the availability of appropriations following the adoption of the draft budget and the budget.</p> <p>This action is co-financed in joint co-financing by:</p> <ul style="list-style-type: none"> - Belgium (Enabel) for an amount of EUR 2 405 838; - GiZ for an amount of EUR 700 000 - UNHABITAT for an amount of EUR 2 000 000 - United Nations Children's Fund (UNICEF) for an amount of EUR 2 000 000 (EUR 1 100 000 from Swiss Development Co-operation and EUR 900 000 from Belgium – Enabel (Belgian Development Co-operation)). <p>This action is co-financed by potential grant beneficiaries for an indicative amount of EUR 2 215 852.</p>
<p>7. Aid modality(ies) and implementation modality(ies)</p>	<p>Project Modality</p> <p>Direct management – grants</p> <p>Direct management – procurement</p> <p>Indirect management with a Member State Agency: Enabel Belgian Development Co-operation</p> <p>Indirect management with a Member State Agency: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH</p> <p>Indirect management with an international organisation: United Nations Children's Fund (UNICEF)</p> <p>Indirect management with an international organisation: United Nations Human Settlements Programme (UN-Habitat)</p>
<p>8 a) DAC code(s)</p>	<p>Main DAC code – 15150 Democratic Participation and Civil Society</p> <p>Sub-code 1 - 11120 Education Facilities and training</p> <p>Sub-code 2 – 25010 Business Support Services and Institutions</p> <p>Sub-code 3 – 15153 Media and free flow of information</p> <p>Sub-code 4 – 15160 Human rights</p>
<p>b) Main Delivery Channel</p>	<p>Local and International Non-Government Organisations (NGOs)20000</p> <p>Enabel 13000</p>

	GiZ 11000 UNICEF 41122 UN-Habitat: 41000			
9. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	X	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
10. Internal markers	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation	X		
	Migration	X		
11. Global Public Goods and Challenges (GPGC) thematic flagship	N/A			

SUMMARY

The proposed Action seeks to prevent the population in East Jerusalem from being further coerced into leaving the city, thus jeopardizing the chances to safeguard the Palestinian identity of Jerusalem in future status talks and consideration of Jerusalem as the future capital of two states.

The programme targets interventions primarily in the following sectors: (i) Protection and rule of law; (ii) Inclusive Quality Education and Technical and Vocational Education and Training (TVET); (iii) Private sector and economic development; (iv) Social welfare; (v) Culture and heritage protection ; (vi) Urban development and Housing. Activities will support the community capacity to enhance the living conditions in East Jerusalem. It aims to respond to the continued deterioration of socio-economic trends, caused by insufficient investment in community services, inadequate municipal public services, low labour force participation, limited opportunities and protection for women and vulnerable groups, low private investment and minimal economic development.

The proposed Action supports the implementation of the European Joint Strategy (EJS) in support of Palestine 2017-2020 “Towards a democratic and accountable Palestinian State”.

The EJS is closely aligned to the new Palestinian National Policy Agenda (NPA) 2017-2022 and to the Sustainable Development Goals.

1 CONTEXT ANALYSIS

1.1 Context Description

East Jerusalem has traditionally served as the focus of political, commercial, religious and cultural life for the population of Palestine. Since the 1967 occupation and its illegal annexation by the Israeli government in 1980, East Jerusalem (EJ) depends *de facto* on the Israeli municipality for its governance and the delivery of public services. The European Union has regularly recalled that it never recognized the 1980 annexation of East Jerusalem and reaffirmed its commitment to Jerusalem as the future capital of two states. Pending a final status agreement, the possibility of East Jerusalem becoming an integral part of a future Palestinian state and its role as the social, economic, political and cultural hub for Palestinians must be maintained.

Like in Area C, in East Jerusalem, the segregation and confinement of Palestinians is visible and has accelerated rapidly throughout 2017.

Developments throughout 2017 and well into 2018 have increased the isolation of Palestinian Jerusalemites from the political, economic and social life of Palestine. Settlement plans, including in and around Jerusalem and in areas identified by the EU and its Member States as key to the two-state solution, have accelerated in 2017. In parallel, demolitions of Palestinian owned houses continued and several Palestinian families were evicted from their homes, to the benefit of settlers. Tensions around the Haram al-Sharif/Temple Mount persisted culminating in the summer of 2017. Several draft Knesset bills, which, if adopted, would amount to unilateral changes to the status and boundaries of Jerusalem, in violation of international law are advancing.

The most pressing issues in East Jerusalem can be summarised as follows:

Residency status: there are 300 200 Palestinian residents in Jerusalem, who constitute 36.8% of the city's population. Nearly all of the Palestinian residents of Jerusalem are not Israeli citizens, but rather possess permanent residency status (a different status from other Palestinians). Since 1967, the residency status of 14,595 Palestinian residents of Jerusalem has been revoked. This prevents them from residing and, in practice, returning to Jerusalem. It is estimated that 70% of East Jerusalemites are 30 years of age or less.

The Separation Barrier/Access and movement: more than 25% of Palestinian East Jerusalemites reside in Jerusalem neighbourhoods that are disconnected from the rest of the city. These residents suffer from a severe lack of access to basic services and infrastructure as they are forced to cross checkpoints to access health, education and other services to which they are entitled as residents of Jerusalem. A further 30-40% of Palestinian East Jerusalemites could be cut off from the city should the Israeli Municipality of Jerusalem decide unilaterally to redraw the municipal boundaries.

According to the United Nations, there were 729 children from East Jerusalem arrested in 2017 by Israeli Forces, of which only 650 had access to a lawyer. During the same period Israeli courts issued 90 orders of house arrest mostly for children in East Jerusalem². New Israeli guidelines might result in longer detention periods for Palestinian Jerusalemite minors, including those below the age of 14, and further reduced chances for rehabilitation and treatment.

Settlements and settler activities: in 2017 Israel settlement activity in and around Jerusalem increased more than 200% in advancement of housing units compared to 2016, further increasing tensions on the ground and seriously undermining the prospects for achieving the two-state solution. Over 208 000 Israeli settlers in occupied Palestinian territory live currently in East Jerusalem. Furthermore, settlement construction covered strategically touristic, archaeological and infrastructural projects in East Jerusalem and the West Bank.

Haram Al-Sharif/ Temple Mount: the events of July 2017 constituted the deepest crisis in years, both in East Jerusalem and in the rest of the occupied Palestinian territory. The core of the conflict between Palestinians and Israelis is due to its religious and symbolic significance. The status quo on Haram Al-Sharif/Temple Mount (i.e. access to all and prayer only for Muslims) has been the foundation of the agreement since its establishment in the Ottoman period, but has been eroding due to the increased number of visits by Jewish national-religious extremists, often leading to clashes.

The above mentioned issues constitute a major threat to the realisation of a two-state solution, and therefore, supporting East Jerusalem communities' resilience is an important contribution to the European Council's declared goals of keeping open the option for Jerusalem as a capital for two states.

*1.1.1 Policy Framework (Global, EU) and **Public Policy Analysis of the partner country/region***

The Palestinian National Policy Agenda (NPA) 2017-2022 Putting Citizens First places the expansion of Palestinian sovereignty over East Jerusalem as a priority. Under the NPA, under the National Policy 1 "Mobilizing national and international support", measures include 1) to reassert sovereignty over the whole territory of the State of Palestine based on the 1967 borders including East Jerusalem, and 2) to establish and develop East Jerusalem as the capital of the State of Palestine.

In 2017 the Jerusalem Unit of the Office of the President embarked on the updating of a Palestinian strategy for Jerusalem. This first draft of the Sectoral Development Strategic Plan of East Jerusalem (2018-2022) serves as the basis for policy dialogue and the prioritisation of actions funded by the EU.

The European Joint Strategy in Support of Palestine 2017-2020 Towards a democratic and accountable Palestinian State incorporates the central role of East Jerusalem serving as the future capital of the State of Palestine. It states: "In line with the NPA's Strategy, and while EU's development partners recognise the geographical disparities and special needs/challenges related to them, Palestine is treated as "one" [...] At the same time, the Strategy acknowledges the specific needs of East Jerusalem, the Gaza Strip and Area C, which are also areas where the role of the Palestinian Authority is severely limited and challenged due to different political, administrative and security arrangements.

² Palestinian Commission for Detainees and Ex-Detainees Affairs, Ramallah

Under the EU component of the European Joint Strategy, there is a specific Other Measure: Support to East Jerusalem to reflect the multi-sectoral nature of EU support to East Jerusalem. The EU is adopting a strategic approach to sustain the presence of the Palestinian population and protect the Palestinian identity of the city.

This action is in addition aligned with the EU review of EU modalities of engagement on the ground in support of a two-state solution, as it contributes to strengthen sustainability and resilience in East Jerusalem.

EU policy has been repeatedly reflected in EU Council Conclusions, which recognise that "a way must be found [...] to resolve the status of Jerusalem as the future capital of both states." Furthermore, the 2017 EU Heads of Mission Report on Jerusalem provides a joint assessment of the situation and clear recommendations which are primarily implemented through the EU's financial support to East Jerusalem. The EU continues to support the restoration of Palestinian institutions and political organization in East Jerusalem.

1.1.2 Stakeholder analysis

The final beneficiary of the present action is the Palestinian population living in East Jerusalem, especially children, youth, women, vulnerable communities (including Palestinian refugees) and, more comprehensively, people whose fundamental rights are being violated. In the absence of formal Palestinian institutions in East Jerusalem (closed down by Israeli authorities since 2001), the key stakeholders remain primarily community-based organisations (CBOs), local and international non-governmental organisations (NGOs), and international organisations supporting East Jerusalem communities.

Civil society organisations have suffered from the growing isolation of the city in the past ten years, as well as from a number of restrictive measures taken by the Israeli authorities. These measures have resulted in the closure and/or transfer of numerous Palestinian and/or international organisations to the West Bank, further weakening the Palestinian institutional and social fabric in East Jerusalem. Therefore, the East Jerusalem programme tries to counter these measures by supporting the activities of the few remaining Palestinian institutions/organisations in East Jerusalem and increasing support to community based organisations especially since the Palestinian Authority has minimal reach in East Jerusalem. Discussions have been held with interested partners on possible interventions. Feedback given on specific ideas put forward has been taken into account in the development of viable interventions that correspond to the priorities identified.

There are different dynamics between the various types of organisations depending on their experience as well as the sectors they are involved in. For example, there are some strong and well experienced international organisations that provide a protective umbrella to local organisations, especially those working on advocacy and/or legal aid since they face close scrutiny from the Israeli authorities. International organisations, in general, have fewer restrictive measures than the local organisations, especially in the education sectors and renovation/construction. These international organisations also have an important role to play using their international connections for awareness raising and advocacy.

In other cases international organisations and international non-governmental organisations bring together a number of local organisations and co-ordinate their efforts under one single initiative in order to create synergies and have a greater impact. This, for instance, is the case with regard to support for the tourism sector in Jerusalem. The related local partners are well experienced and have good capacity but co-ordination between them needs to be enhanced,

especially in the absence of strong regulatory or co-ordinating bodies/mechanisms. In this case the international organisations cover this gap, and provide the necessary support. Additionally, international organisations can provide support and capacity building to less experienced smaller local ones, when needed. In these cases it builds up their capacity and their internal regulatory and monitoring systems.

The EU directly refers to the Office of the President of the Palestine Liberation Organisation (PLO) for matters related to the EU support to East Jerusalem. Furthermore, where applicable, co-ordination with Line Ministries of the Palestinian Authority (PA) and the Jerusalem Governorate takes place as and when appropriate. Moreover, the Action will continue to ensure civil society organisations' participation in development and monitoring of strategies to ensure accountability and transparency.

1.1.3 Priority areas for support/problem analysis

The EU support to East Jerusalem is multi-sectoral. Six priority sectors are identified for the next three years in co-ordination with the Office of the President of the PLO (and following civil society consultations), and actions in these areas are then selected. Synergies are thus ensured not only between actions, but mostly in the overall context of all on-going actions under the Programme. Strong coherence has been developed over the three years, thanks to this cyclical approach, which allows EU presence in most relevant sectors at almost any given time.

The priority sectors for 2018-2020 have been identified by regular consultations with civil society and systematic consultation with Palestinian Office of the President. These include:

- 1) Protection and rule of law, due to the deteriorated legal situation of residents in East Jerusalem, directly targeted by Israeli discriminatory laws³ against Palestinians, the alarming number of violations of Palestinian children's rights, and the number of housing units built without license under threat of demolition in East Jerusalem (EJ);
- 2) Inclusive quality education and TVET in EJ based on the decreasing number of Palestinian students in Waqf and Palestinian private schools⁴, their access difficulties⁵ linked to military checkpoints and/or the Separation Barrier, and the drastic shortage of classrooms in EJ;
- 3) Promotion of private sector and economic development since poverty is affecting 76% Palestinians, including 83.4% of children, and the occupation is negatively impacting on the Palestinian economy⁶;
- 4) Reinforcement of the Social Welfare services to support children and youth including with special needs, to promote quality environmental community services, and to prevent and treat drug addiction problems in EJ. According to the Jerusalemite High Commission for Drug Prevention, drug addiction and use is on the rise with

³ <https://www.madarcenter.org/en/legal-monitor?start=5>; <https://www.adalah.org/en/law/index>;
<https://www.acri.org.il/en/2014/11/24/twosysreport/>;<https://www.acri.org.il/en/2018/07/20/nation-state-law/>
<https://www.acri.org.il/en/2014/11/24/twosysreport/>;<https://www.acri.org.il/en/2018/07/20/nation-state-law/>

⁴ Head of Jerusalem Affairs Unit (September 2016) 'Education in E .Jerusalem is at Risk Facing big challenges'.

⁵ Ibid.

⁶ <https://www.acri.org.il/en/wp-content/uploads/2017/05/Facts-and-Figures-2017.pdf>.

approximately 15,000 drug users in EJ alone and a net rise in drug use among children between 10 to 17 years old;

- 5) Protection of Palestinian heritage and culture as there is an urgent need to preserve the Palestinian identity of EJ, based on the restoration of historical sites in the Old City and the promotion of cultural life and activities in EJ;
- 6) Improvement in Urban Development and housing sector in EJ, due to the inconsistencies between Israeli discriminative construction policies that apply to EJ and the real need of residential units, and to provide access to housing through construction, renovation and/or access to loans.

The specific political and regulatory environment in East Jerusalem impedes development, asphyxiates the economy and discourages investments. The resilience of the population relies on enhancing potential for economic development, maintaining a skilled workforce, modernizing existing businesses and improving their competitiveness. Palestinian women in East Jerusalem face particular challenges. Indeed, over and above the factors that negatively affect all Palestinian women (discriminatory legislation, weak performance of institutions and services, patriarchal social traditions, and the effects of the Israeli occupation), women in East Jerusalem have to deal with specific, context related issues: residency rights, house demolitions, evictions, increased gender-based violence, lack of services for women and the multiplicity of legislations related to personal status.

Regarding urban planning, for over a decade, the local and district planning Israeli authorities have not advanced even a single outline plan in the Palestinian neighbourhoods. Even the neighbourhood outline plans initiated by the Municipality itself are left unattended. Alongside the ongoing planning freeze, there has been a sharp rise in the demolition of homes in East Jerusalem on the grounds of construction without permit. Up until August 2017, 112 homes were demolished, leaving 179 people without a roof over their heads⁷. This is the largest number of home demolitions for over a decade.

The education system in East Jerusalem has been severely affected by Israeli policy and is currently fragmented into five types of service providers, lacking any co-ordination. According to the Ministry of Education and Higher Education in 2016, there are 5 types of schools in EJ with around 88,600 Palestinian students. There are approximately 12 800 pupils registered in the 46 Awqaf schools, and about 27,600 in private schools. 1,500 students in the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) schools, and 38,200 in Municipal schools, and finally 8,600 students in contractor schools. The Palestinian Authority (PA) has officially no authority over schools in EJ. Hence, Awqaf schools, which receive indirectly support from the PA, lack basic resources and cannot adequately address the increasing discomfort, challenges and social exclusion suffered by pupils. Main challenges faced by the system in East Jerusalem concern school dropout, shortage of classrooms, access to school, movement restrictions and transportation for teachers and students, shortage of trained teachers and absence of alternative educational frameworks able to deal with students with special needs.

⁷

<https://www.ochaopt.org/content/significant-increase-risk-displacement-east-jerusalem>.

According to UNICEF, ill-treatment in the Israeli military detention system remains “widespread, systematic, and institutionalized throughout the process.”⁸ In its 2017 report, the Palestinian Commission of Detainees and Ex Detainees Affairs of the Palestinian Authority stated that Israel had detained approximately 700 Palestinian children - between the ages of 10 to 18 - from East Jerusalem alone. Moreover, the Palestinian Committee of Prisoners' Affairs (a civil society organisation) reported that the Israeli authorities imposed house-arrest orders on at least 60 children from East Jerusalem in 2017. Defence for Children International – Palestine (DCIP) stated that interrogators with arrested children used position abuse, threats, and isolation to coerce confessions from some of these children. DCIP documented 66 children held in solitary confinement, for an average period of 13 days, during the reporting period, in one case an adolescent boy was placed in solitary confinement for 45 days. More than 90 percent of children held in solitary confinement provided a confession.⁹

Problems are even more acute in highly marginalized and overcrowded areas such as Silwan, Al-Issawiya, the Old City and the Shu'fat refugee camp, and neighbourhoods cut off by the barrier where open spaces – already extremely rare in East Jerusalem - are virtually absent. In contrast to West Jerusalem, the lack of recreational and sport facilities in a city with over 60% of the population under 25 years old, living in a state of continued political tension and in poor socio-economic conditions, is a further strong element of pressure.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Negative political developments leading to increased violence.	H	Maintain recourse to use of European umbrella organisations and UN agencies
Hardened Israeli policies on the access of people and goods to Jerusalem.	H	Maintain pressure to facilitate access between EJ and the West Bank. The EU will play an increased role with regards to convening both parties (Palestine and Israel) to maximise the effectiveness of EU cooperation and to address any obstacles to such effectiveness.
Adoption and implementation of a number of proposed Israeli legislations in the Israeli Knesset that could threaten the residency status of over 140,000 (approximately half of the Palestinian population in EJ) Palestinian Jerusalemites living	H	Continue to apply the Rights Based Approach as approved by the EU Council on 19 May 2014 in all projects under the East Jerusalem Programme. Strict adherence to EU Human Rights Guideline's by EU and Member States.

⁸ https://www.unicef.org/oPt/UNICEF_oPt_Children_in_Israeli_Military_Detention_Observations_and_Recommendations_-_6_March_2013.pdf.

⁹ Defence for Children International - Palestine DCIP, 2016. "No WAY to Treat a Child".

outside the Separation Barrier but within the boundaries of the Jerusalem Municipality.		Using international political pressure and advocacy for alternative solutions
The situation of children's rights (youth in EJ constitute approximately half the population of the City) further deteriorates in East Jerusalem.	H	Monitoring and reporting and continuing to advocate and put pressure on Israel to respect IHL and HRs in relation to children's rights.
Continued absence of Palestinian political institutions in East Jerusalem	H	Regular dialogue with the relevant Ministries, the Office of the President of the PLO and the Governorate.
Financial sustainability of the EU funded actions	H	- Create sustainable models through developing solid visions, strong co-ordination and effective planning. - Diversify sources of co-financing. - Seek co-financing from other European donors working in East Jerusalem
Assumptions		
Co-ordination among donors and communication on EU strategic intervention in East Jerusalem are continuously strengthened.		
Palestinian institutions have the political ambition to substantively engage in East Jerusalem despite obstacles.		

3 LESSONS LEARNT AND COMPLEMENTARITY

3.1 Lessons learnt

Lessons learnt were drawn from the external evaluation of the EU-funded Programme to support the delivery of public services in East Jerusalem between 2007 and 2011. In addition, projects' external evaluations, independent sectoral studies and consultations with civil society organisations and other donors provide useful feedback on the Programme. An evaluation of EU support of East Jerusalem will be launched in 2018. Furthermore, Results Oriented Monitoring of on-going projects supports identification and formulation of new actions. Lessons learnt can be summarised as follows:

- While the EU shall maintain its method of implementation working through partnerships between international and local organisations (thus creating an umbrella mechanism), it should continue working directly with Palestinian partners whenever possible.
- The EU must maintain flexible, innovative and creative means of implementation.
- The EU should enhance co-ordination of on-going operations and other donors, in order to avoid duplication and increase the potential for synergies among actions.
- The EU should increase - when feasible - well-structured and active efforts aimed at promoting visibility and awareness of EU funding in East Jerusalem.

There is a pressing need for the EU funded actions and EU statements to better support strategic communication promoting international humanitarian and human rights law.

3.2 Complementarity, synergy and donor co-ordination

Donor co-ordination in East Jerusalem remains a challenge despite the political will of major donors and the joint political framework provided by the annual EU Heads of Mission Report on Jerusalem.

The EU-led Informal Working Group on East Jerusalem offers a forum for co-ordination and exchange of information on support provided to East Jerusalem by the EU and its Member States as well as like-minded donors (i.e. Norway and Switzerland). More intense co-ordination efforts have taken place with EU Member States on multiple sectors, for example the economic development sector specifically on the TVET and Tourism sectors. Moreover, joint support on inclusive education sector has been under negotiation with ENABEL (Belgian Development Agency).

The absence of Palestinian institutions in East Jerusalem and the lack of a clear development strategy make also extremely difficult donor co-ordination at operational level. The Office of the EU Representative (EUREP) is engaged in regular bi-lateral information sharing with non-EU most significant actors, i.e. the UN agencies, the Welfare Association and the Islamic Development Bank.

The East Jerusalem multi-sectoral programme is complementary to other EU funded programmes and projects under the European Joint Strategy to support Area C, culture, private sector development, etc. Since 2013, through the PEGASE¹⁰ Direct Financial Support mechanism, the EU supports the Palestinian Authority in the payment of health referral bills to the six East Jerusalem hospitals. Through this mechanism, the EU provides crucial funding to ensure the survival of the six East Jerusalem hospitals, which are amongst the few remaining Palestinian institutions in East Jerusalem and are providing key medical services to the Palestinian population.

4 DESCRIPTION OF THE ACTION

4.1 Overall objective, specific objective(s), expected outputs and indicative activities

The **Overall Objective** of the East Jerusalem programme is political i.e. to "maintain the viability of the two-state solution, with Jerusalem as capital of two states".

The **Specific Objective** is to strengthen the resilience of the Palestinian residents of East Jerusalem and preserve the Palestinian character of the city.

The **expected results** are:

Result 1: Protection against violations of human rights and international humanitarian law are reinforced;

Result 2: Inclusive quality education and TVET services for Palestinians are enhanced;

Result 3: Private sector and economic development are promoted;

Result 4: Palestinian culture and heritage in East Jerusalem are protected;

¹⁰ Mécanisme Palestino-Européen de Gestion de l'Aide Socio-Economique

Result 5: Social welfare is improved;

Result 6: Urban development and housing are enhanced.

This action is going to intervene in a number of priority sectors identified in co-operation with civil society, EU Member States, and the Office of the President of the PLO, and in line with the recommendations of the 2017 EU Heads of Missions' Report on Jerusalem.

The sectors of intervention are aligned with the cyclical approach of the East Jerusalem programme, in order to ensure on-going support to each of the many priority sectors at any given time, through on-going or incoming actions.

All projects to be included in the 2018-2020 East Jerusalem programme will be fully consistent with the underpinning rights based approach to development adopted by the programme, which is one of its distinctive trademarks since its inception and a strong focus on strengthening communities aimed at improving the sustainability of EU funded actions.

This will be achieved through targeted actions in the following expected results in line with the EU Joint Strategy, and the Office of the President's Sector Development Strategy (SDS) Plan for East Jerusalem 2018-2022:

Result 1: Protection against violations of human rights and international humanitarian law are reinforced

This includes activities:

- to support legal defence of basic human rights, including residency, housing, child protection, family reunifications,
- to support human rights defenders,
- to support human rights awareness raising through which men and women, especially youth, will be effectively engaged in international and local dialogues to improve fundamental freedoms and human rights in East Jerusalem.

These activities aim for Palestinians, especially children (m/f), to be safe, protected and secure from Israeli Human Rights violations through (i) protecting Palestinians, especially children at risk through legal assistance and representation (ii) using evidence based advocacy to increase the knowledge and engagement of local and international communities as well as HRs defenders through media, advocacy enabling them to hold related duty bearers accountable (iii) Supporting and responding to the needs of detained/tortured/house-arrested/community-service-sentenced Palestinian Jerusalemite children and their families; and (iv) and highlighting challenging and changing discriminatory laws and policies.

Result 2: Inclusive quality education and TVET services for Palestinians are enhanced

This includes support for individuals, especially children and youth to access inclusive, high quality regular education, and TVET services and facilities through (i) increasing the number of children (including children with special needs) accessing inclusive, high quality basic education as well as TVET education; (ii) improving the teaching methodologies adopted by the trained teachers; (iii) Creating and/or enhancing inclusive educational facilities and equipment and increasing available classrooms/seats; and (iv) contributing to the decrease of the dropout rate of children in EJ. This comes hand in hand with (v) offering modern, innovative and market driven TVET educational and training programmes including tourism

related sectors (vi) raising the awareness on the importance of the TVET sector for the revival of SMSEs in EJ and attracting Palestinian youth to seek TVET related education and career opportunities.

Result 3: Private sector and economic development are promoted

Private sector and economic development will be promoted through (i) increasing the number of job opportunities, (ii) increasing the number of local and international tourists (iii) building the capacity and improving skills to increase employability and competitiveness of local produce (iv) and promoting entrepreneurship and start-up businesses (especially but not limited to TVET related, innovative, modern and IT related businesses) among marginalized and vulnerable groups in East Jerusalem.

Result 4: Palestinian culture and heritage in East Jerusalem are protected

This will be done through (i) preserving cultural and historical sites with a special focus on the Old City and the surrounding area, (ii) supporting cultural, arts and music activities, and co-ordination amongst cultural related organisations in the City; (iii) ensuring Palestinian cultural heritage remains in the curriculum.

Result 5: Social welfare is improved

Social Welfare activities will contribute to ensuring decent living of Palestinians East Jerusalemites and guaranteeing the provision of services (79% of Palestinian households living in Jerusalem are below the poverty line; 87% are children) that are currently not fully covered by the Israeli municipality despite their taxes contribution. This can be accomplished through (i) promoting healthy and safe environments for the most vulnerable communities in the City, (ii) facilitating access to services for people and children with special needs, and (iii). Supporting preventative measures to deter and treat drug abuse especially among youth in Jerusalem.

Result 6: Urban development and housing are enhanced

Activities will support and assist institutions involved in improving conditions of existing buildings, and accessing finance for vulnerable families for housing purposes; aiming to maintaining Palestinian presence in the City as well as the Palestinian identity of East Jerusalem. This is also reinforced through developing urban plans for Palestinian neighbourhoods and advocating for their urban rights by raising awareness in their communities and implementing concrete actions in East Jerusalem neighbourhoods.

Expected results include the following (non-exhaustive list): the Palestinian identity in East Jerusalem is reinforced; the Palestinian presence in East Jerusalem is safeguarded; duty bearers are held accountable; local and international awareness of the situation in East Jerusalem is increased; Palestinian businesses in Jerusalem become more sustainable; there are increased job opportunities (for youth); and improved educational environment and educational facilities are in place.

4.2 Intervention logic

The EU will support targeted actions foreseen in the key sectors such (i) Protection and rule of law; (ii) Inclusive Quality Education and TVET ; (iii) Private sector and economic development; (iv) Culture and heritage protection; (v) Social welfare; and (vi) Urban development and Housing through activities funded under this Action.

Examples of such activities include inter alia: school renovations and support for inclusive education; capacity building for tourism operators; better child rights monitoring and protection of child rights, legal aid through court cases and legal administrative support to protect housing rights and retain residency rights; Palestinian cultural activities (plays, music, cinema, street festivals); capacity building and training for businesses through associations; as well as other targeted interventions.

These will strengthen the resilience of the Palestinian East Jerusalem residents (especially vulnerable groups such as women and youth who are key target groups) and will allow them to be better equipped and united in facing the challenges of living in East Jerusalem and pressure of the Israeli authority. Furthermore, through advocacy and awareness raising activities will support reducing barriers imposed by the Occupation and strengthen the ties of East Jerusalem with the West Bank. Through a rights-based approach applied to activities across sectors, Jerusalemites will be empowered to better combat the discriminatory policies which aim to reduce the Palestinian presence in the city. Businesses will be better able to challenge discriminatory policies and practices and children will be better educated to constructively contribute to society. By improving the tourism sector the local economy will be strengthened to provide job opportunities and the youth will not have to resort to options elsewhere. Supporting cultural heritage and restoration and rehabilitation in and around the heart of the Old City, will equally help to preserve the Palestinian character of the city and the identity of Palestinians.

All such measures will assist in maintaining the Palestinian presence on the ground which will contribute to maintaining the viability of the Two State solution with Jerusalem as the capital of the two states.

4.3 Mainstreaming

Good governance principles are entrenched in the implementation mechanism and projects' ownership from the Palestinian civil society is ensured. Furthermore, good governance and the use of local systems are embedded in the design of each initiative of this action.

Gender equality is promoted in every action of the Programme and gender disaggregated data will be produced and used whenever possible. The interventions will enhance girls' access to educational/extra-curricular activities as well as women's participation in economic empowerment initiatives that will promote their professional skills and employment opportunities. They will also be supported by legal counselling/aid, which will protect Palestinian's right to residency and violence against women. Advocacy initiatives will enhance their knowledge of their human rights and make their situation more widely known to the public, both locally and internationally.

The Rights Based Approach is central to each project undertaken under this Action given that the challenges faced by Jerusalemites are essentially due to the prevailing human rights violations and the absence of relevant protection mechanisms.

The five working principles will be applied at all stages of implementation: Legality, universality and indivisibility of human rights; Participation and access to the decision-

making process; Non-discrimination and equal access; Accountability and access to the rule of law; Transparency and access to information.

4.4 Contribution to Sustainable Development Goals (SDGs)

This intervention is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of Sustainable Development Goals SDG(s). Notably, SDG no. 11 "Sustainable Cities and Communities", no. 1 "No Poverty", no. 4 "Quality Education", and no. 8 "Decent Work and Economic Growth"

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 100 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this Decision and the relevant contracts and *agreements*.

5.3 Implementation modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹¹.

5.3.1 Grants: (direct management)

(a) Purpose of the grants

The objective is to strengthen the resilience of the Palestinian residents of East Jerusalem and preserve the Palestinian character of the city. To meet these objectives, the EU approach is multi –sectoral as defined in the Sectoral Development Strategy (SDS) Plan of East Jerusalem 2018-2022 by Office of the President of the Palestinian Liberation organisation (PLO). Within this multi sectoral approach interventions are prioritised on a yearly basis in consultation with the civil society and the Office of the President of the Palestinian Liberation Organisation (PLO), and in line with the recommendations of the EU Heads of Missions Report on Jerusalem 2017.

The main areas of intervention selected for 2018-2020 are: i) Protection against violations of human rights and international humanitarian law (ii) Inclusive quality education and TVET services (iii) Private sector and economic development (iv) Palestinian culture and heritage protection (v) Social welfare (vi) Urban development and housing.

¹¹ www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

In accordance with the rights-based approach, the action will take into account Human Rights Policy framework including the EU Guidelines on the Promotion and Protection of the Rights of the Child (2017), the EU Human Rights Guidelines on Freedom of Expression Online and Offline – 2014; EU Human Rights Guidelines on Children and armed conflict – 2008 and/or EU Guidelines on the Promotion and Protection of the Rights of the Child - Leave no Child Behind -2017; EU Guidelines on promoting compliance with International Humanitarian Law (IHL), the EU Guidelines on Human Rights Defenders (2008). Guidelines to EU policy towards non-EU countries on torture and other cruel, inhuman or degrading treatment or punishment -2016 and the EU Guidelines on Violence against women and girls and combating all forms of discrimination against them (2008).

Particular attention will be paid to prevent that EU-supported activities contribute to incitement to hatred and/or violence. Implementation of this action will be in line with the intent of the EU Framework Decision on racism and xenophobia.

(b)) Type of applicants targeted

Formally established legal entities which are: Non-Governmental Organisations (NGOs), international organisations, non-for-profit organisations; public bodies; and economic operators - among others - are equally eligible.

(c) Justification of direct grants

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to entities complying with the criteria under point (b) above selected using at least one of the following criteria: a) experience in being operational in East Jerusalem area b) specific knowledge in the field addressed in the objectives listed above c) previous experience in managing similar projects in the related fields and (d) Relevant technical expertise.

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because Palestine has been acknowledged to be in a "crisis situation". This is in line with Article 195 (a) of the Financial Regulation.

5.3.2 *Procurement (direct management)*

The objective of studies in relation to specific sectors or interventions in EJ is to clarify the needs in specific sector of intervention in consultation with other donors and stakeholders.

5.3.3 *Indirect management with an entrusted entity (Member State Agency)*

A part of this action may be implemented in indirect management with **Enabel (Belgian Development Co-operation)**. This implementation entails the renovation of schools in East Jerusalem. This implementation comes under Result (ii): Inclusive quality education and TVET services, and is justified because of; (i) it is the most efficient way to address the shortage of classrooms in East Jerusalem and the precarious state of the education sector for Palestinians in East Jerusalem and (ii) Enabel's thematic expertise and leading role in the education sector in Palestine and on education and school construction in East Jerusalem.

The envisaged entity has been selected because of Enable's: (i) thematic expertise and leading role in the education sector in Palestine and in school construction in East Jerusalem; and (ii) their administrative and managerial capacities, including close collaboration with the Palestinian Ministry of Education and Higher Education.

Exception to the non-retroactivity of costs: The Commission authorises that the costs incurred by the entrusted entity may be recognised as eligible as of 1 September 2018 because the foreseen action which is co-financed by the EU, entails the rehabilitation works of several schools in East Jerusalem that need to be carried out as soon as possible because of the challenging political situation in East Jerusalem.

5.3.4 Indirect management with an entrusted entity (Member State agency)

A part of this action may be implemented in indirect management with GiZ. This implementation entails pursuing a market-oriented approach to private sector development. The proposed Action aims at improving the employment and income situation of the Palestinian population by improving the internal Palestinian economic conditions and increasing the demand for labour in the more dynamic economic sectors especially the tourism sector.

The envisaged entity has been selected using the following criteria (i) this proposed intervention comes in line with GIZ's thematic expertise and leading role in the private sector development in Palestine in general and in tourism in particular; and (ii) their administrative and managerial capacities, including close collaboration with the Palestinian Ministry of National Economy (MoTA) and the Ministry of Tourism and Antiquities.

Exception to the non-retroactivity of costs: The Commission authorises that the costs incurred may be recognised as eligible as of 1 March 2020 because of the political and social imperative to safeguard the viability of the two-state solution with Jerusalem serving as the capital of two states as well as the need to align to the co-funding provided by Germany.

5.3.5 Indirect management with an entrusted entity (international organisation)

A part of this action may be implemented in indirect management with United Nations Children's Fund (**UNICEF**). This implementation entails "Safeguarding Children's Rights in East Jerusalem". This implementation comes under Result number (1) "Protection against violations of human rights and international humanitarian law", and is justified because of the regular violations of children's rights in East Jerusalem and the high number of child arrests and detentions. This action will address the identified gaps in the protection services for children and their families and to develop a roadmap for a co-ordinated response to close these gaps. Furthermore, the focus of that action will be an evidence-based advocacy strategy to alleviate the grave violations of children's rights in line with the EU Guidelines for the Promotion and Protection of the Rights of the Child.

The envisaged entity has been selected using the following criteria: (i) specific mandate from the United Nations General Assembly to advocate for the protection of children's rights; and (ii) UNICEF is the only organisation that has established communications channels with all duty bearers.

5.3.6 Indirect management with an entrusted entity (international organisation)

A part of this action may be implemented in indirect management with United Nations HABITAT. This implementation would be through the project "Quality Urban Development and Sustainable Interventions for Jerusalem's old city". This implementation comes under

Result 6: Urban development and housing are enhanced, and is justified because of the eminent need for renovation work to in and around the Old City of Jerusalem.

The envisaged entity has been selected using the following criteria : (i) specific mandate from the United Nations General Assembly to promote socially and environmentally sustainable towns and cities; and (ii) as a UN agency, UN HABITAT has established communications channels with all duty bearers; (iii) UN HABITAT is empowered to increase and sustain Palestinian architectural, educational, cultural, economic and tourism development and presence in the old city of Jerusalem via quality oriented and interconnected interventions that are based on the Palestinian community's needs and aspirations.

5.3.7 Changes from indirect to direct management mode due to exceptional circumstances

Where, due to circumstances beyond the Commission's control, the implementation of indirect management with Member State Organizations and/or International Organizations does not materialise, the alternative implementation modality in direct management will be grants in direct award on the legal basis described under par 5.3.1.

5.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.5 Indicative budget

	EU contribution 2018	EU contribution 2019	EU contribution 2020	Total EU Contribution	Indicative third party contribution, in currency identified	Total
5.3.1 – Grants: Direct Management	7,542,670	600,000	11,800,000	19,942,670	2,215,852	22,158,522
5.3.2 – Procurement (direct management)		200,000		200,000	-	200,000
5.3.3. – Indirect management with Enabel Belgian Development Cooperation	4,257,330			4,257,330	2,405,838	6,663,168
5.3.4 – Indirect management with GiZ		3,000,000		3,000,000	700,000	3,700,000
5.3.5 – Indirect management UN UNICEF		1,000,000		1,000,000	2,000,000	3,000,000
5.3.6 – Indirect management UN HABITAT		7,000,000		7,000,000	2,000,000	9,000,000
5.5 – Evaluation, 5.6 - Audit	100,000	100,000	100,000	300,000		300,000
5.7 – Communication and visibility	100,000	100,000	100,000	300,000		300,000
Contingencies				-		
Totals must correspond to the amounts in the fourth line in the summary table on page 1	12,000,000	12,000,000	12,000,000	36,000,000	9,321,690	45,321,690

5.6 Organisational set-up and responsibilities

The EU co-ordinates and consults with the Office of the President of the Palestine Liberation Organisation (PLO) and the Governor of Jerusalem, through a Joint Committee established in 2011 with regard to the sector analysis and priorities for East Jerusalem. Furthermore, whenever possible, activities are co-ordinated with line-ministries.

For the UNICEF co-funded action a steering committee will discuss, review and endorse the selection of partners and actions.

For all other actions, the EU Representation lead Informal Working Group will discuss, review and co-ordinate actions supported in East Jerusalem.

5.7 Performance and Results monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as

reference the logframe matrix (for project modality) or the list of result indicators (for budget support).

The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.8 Evaluation

Having regard to the importance of the action, a final or ex-post evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the sensitive political nature of the Action.

The Commission shall inform the implementing partner at least one month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Evaluation services may be contracted under a framework contract.

5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

It is foreseen that audit services may be contracted under a framework contract.

5.10 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.5 above. Furthermore, for the international organisations i.e. UNICEF a Visibility and Communication Plan will be annexed to the Delegation Agreement.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or

entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

The communication and visibility measures will be implemented through a simplified procedure and/or Framework contracts.

APPENDIX – INITIAL LOGFRAME MATRIX (FOR PROJECT MODALITY) ¹² ENI/2018/041-167

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing Decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	Maintain the viability of the two-state solution, with Jerusalem as capital of two states by strengthening resilience and preserving the Palestinian character of East Jerusalem	- Palestinian institutions and presence are increased and strengthened in EJ	3 Palestinian institutions (Jerusalem Chamber of Commerce, the Jerusalem Governorate, EJ Unit under OoP)	To maintain and increase their operations and presence and influence in EJ.	<ul style="list-style-type: none"> - Multi Sector Development Strategy (MSDS) (2018-2022) - Systematic consultation with Palestinian authorities - EU HoMs Report's (2017) key recommendations - Regular consultations with civil society - European Joint Strategy 2017-2020 (raised the profile of EU and MS) - Partners' reports and log-frames - Statistics from PCBS - Other independent sources including Israeli NGOs and governmental organisations 	No further deterioration in the political situation
		- Number of Palestinian residents in Jerusalem is maintained through Human Rights, advocacy, legal aid, economic empowerment, media coverage, etc.	300,200 Palestinians residents living in EJ (36.8% of the city's population) (2017)	Maintaining the same number of Palestinian residents in the City as the baseline.		
		- Donor co-ordination actions are increased to maximize the impact of the EU funds	0 joint EU – Member State joint activities in EJ.	2 EU – Member State joint activities are implemented		No further obstacles imposed on local and International NGOs by either the Palestinian Authority or Israel Greater and more concerted political efforts in defence of Palestinian Jerusalemites' basic human

¹² Mark indicators aligned with the relevant programming document mark with '*' and indicators aligned to the EU Results Framework with '**'.

		- Triangulation with EUD in Tel Aviv is enhanced under the EJP	0 co-ordination with EUD in Tel Aviv under the EJP	1 yearly co-ordination/briefing meeting with EUD in Tel Aviv under the EJP	Minutes of the meeting	rights EU Member States continue to prioritise work in EJ
OUTCOME 1	Protection and Rule of Law are reinforced	Number of Palestinians affected by discriminatory policies affecting their HRs, their housing land and property (HLP) rights, as well as their residency rights, receiving legal assistance and protection	- About 9,900 Palestinians live in EJ with only military permits for family unification but without legal status or social security rights ¹³ - During 2016, the Israeli authorities demolished 88 buildings in Jerusalem Governorate ¹⁴ - In 2016, 116 building licenses were issued in Jerusalem governorate for residential buildings in area J2 with a total area of 71,900 m ² ¹⁵	Increase in the number of beneficiaries (m/f) who receive legal services to protect their status as Jerusalemites by TBD%	- EU HoMs Report's (2017) key recommendations - MSDS (2018-2022) - Statistics/reports from Palestinian institutions in Jerusalem - Partners' reports	The political situation does not further deteriorate The Israeli authorities do not penalize Palestinians for their advocacy efforts Israeli courts respect basic "Rule of Law principles" Individuals and families are not afraid to request the services of the related specialized organisations for legal defence, awareness raising sessions, and counselling

¹³ http://www.btselem.org/jerusalem/revocation_statistics.

¹⁴ PCBS 2017 Jerusalem report.

¹⁵ PCBS 2017 Jerusalem report.

OUTPUTS under OUTCOME 1	Output 1.1 Legal services on residency, housing, land and property (HLP) rights are protected	75% of individuals who received eviction or demolition orders or revocation of their residencies remain in their homes due to legal representation	- Over 20,000 Palestinian housing units without an Israeli permit ¹⁶ in EJ - 14,500 residency permits of Palestinians revoked by Israel since 1967 ¹⁷	Number of cases of provision of legal aid is increased by TBD		
	Output 1.2 Detained/tortured/house arrested/community-service-sentenced Palestinian children (m/f) are supported through legal aid and/or services	Reduction in the percentage% of detained/tortured/house arrested/community-service-sentenced children through legal aid and advocacy efforts	Number of EJ Palestinian minors (m/f) in Israeli detention centres and prisons in 2018 is 195 minors between the ages of 12+ till 18, in addition to 15 children who are below the age of 12. ¹⁸	Decrease in the number of children (m/f) detained by TBD %	- Statistics/reports from Palestinian Human Rights institutions monitoring the Israeli violations - Partners' reports - Israeli Human Rights organisations	Home-visits to children under home arrests remain allowed by Israeli authorities Israeli Courts Access to hospitals, prisons and houses to visit arrested children and their families is allowed by Israeli authorities to the Palestinian Human Rights Organisations
	Output 1.3 Israeli discriminatory laws and policies targeting Palestinians in EJ are monitored,	Number of discriminatory laws and policies that are highlighted, challenged and changed through advocacy and public interest cases is increased	In 2017 there were 92 Israeli discriminatory laws proposed against Palestinians in Jerusalem ¹⁹	Number of Supreme Court cases opened to challenge/change Israeli discriminatory legislations and policies to be confirmed		

¹⁶ <https://www.acri.org.il/en/wp-content/uploads/2017/05/Facts-and-Figures-2017.pdf>.

¹⁷ http://www.hamoked.org/files/2016/1160432_eng.pdf.

¹⁸ Palestinian prisoners' Families' Committee 2018 report.

¹⁹ <https://www.madarceneter.org/en/legal-monitor?start=5>.

	challenged and changed					
	Output 1.4 individuals, media outlets and or HRs defenders awareness, knowledge and advocacy efforts are increased	Percentage of individuals and/or HRs defenders, who are knowledgeable and engaged through media, advocacy and lobbying, is increased	125 East Jerusalem youth (age 20-30) (79 women, 46 men) currently engaged in advocacy ²⁰ under the EJ programme	- Increase in the number of local and international individuals (m/f), civil society organisations, media outlets, as well as local and international duty bearers to be reached through advocacy efforts TBD	Partners' reports & log frames 1-2 studies that monitor the local and international media coverage of the situation	
OUTCOME 2	Inclusive quality education and TVET services are enhanced	Percentage children who are provided with inclusive educational services and facilities is increased	25 Schools in Jerusalem 6,859 Students (at least 50% m/f) and 459 teachers ²¹ are currently targeted under the EJ programme	At least 16 new schools will be targeted with a total of 2,803 students and 190 new personnel ²²	Partners' reports and log-frames	No further deterioration in the political situation No further obstacles imposed on local and International NGOs by Israel
OUTPUTS under OUTCOME 2	Output 2.1 Inclusive, high quality education in Waqf and private Palestinian schools is	Number of children (m/f) (including children with special needs) accessing inclusive, high quality education in Waqf and private Palestinian schools in EJ is increased	- Between 2015 and 2016, 14% of Palestinian Jerusalemites students (m/f) were enrolled in the Waqf and 33% in Palestinian private schools ²³	2,803 children	- Statistics/reports from Palestinian institutions in Jerusalem - Partners' reports	MoEHE continues to supervise between Awqaf schools in East Jerusalem MoEHE budget continues to consent payment of staff

²⁰ Under the current project with Danish Church Aid.

²¹ Currently implemented projects with Terre Des Hommes (TDH) and Faisal Husseini Foundation (FHF).

²² ENABEL.

²³ Ministry of Education presentation: (September 2016) 'Education in East Jerusalem is at Risk Facing big challenges'.

	promoted					in East Jerusalem
	Output 2.2 high quality inclusive teaching methodologies are adopted by the trained teachers	Percentage of trained teachers adopting inclusive teaching methodologies is increased	25 Schools in Jerusalem 6,859 Students (at least 50% m/f) and 459 teachers ²⁴ are currently targeted under the EJ programme	At least 16 new schools will be targeted with a total of 2,803 students and 190 new personnel ³¹	- Statistics/reports from Palestinian institutions in Jerusalem - Partners' reports - Israeli human Rights institutions	Projects' staff is allowed to work in East Jerusalem MoEHE continues to contribute to supporting co-ordination between projects implemented in Awqaf schools in EJ
	Output 2.3 Inclusive educational facilities are renovated and/or constructed	Number of classrooms/seats is increased by adding or renovating inclusive educational facilities and equipment	2,000 classrooms lacking for children in EJ in 2017 ²⁵ - In 2016, just 44 new classrooms were added at public schools in East Jerusalem. ²⁶	195 classrooms rehabilitated and 12 new classrooms created ³²		
Output 2.4 Dropout rate of children in EJ is decreased	Percentage of the dropout rate of children (m/f) in EJ is decreased or maintained	- 13% of Palestinian students (m/f) dropout in EJ per year ²⁷ - About 33% of students do not complete 12 years of education ²⁸ 300 VTC students ²⁹ are	TBD			Access to schools staff and

²⁴ Currently implemented projects with TDH and FHF.

²⁵ ACRI report for 2017.

²⁶ ACRI report for 2017.

²⁷ http://www.ir-amim.org.il/sites/default/files/Education_Report_2017-Fifty_Years_of_Neglect.pdf.

²⁸ ACRI – Facts and figures 2017.

	<p>Output 2.5 Modern, innovative and market driven TVET (including tourism related) educational and training programmes are in place</p> <p>Output 2.6 Awareness raising programmes on TVET are in conducted</p>	<p>Percentage of students accessing modern, innovative and market driven TVET educational and training programmes is increased</p> <p>Number of students targeted in awareness raising programmes on TVET is increased</p>	<p>currently targeted</p> <p>6000 students are currently targeted under the EJ programme³⁰</p>	<p>At least new students 210 will be targeted</p> <p>TBD</p>	<p>- Statistics/reports from Palestinian institutions in Jerusalem</p> <p>- Partners' reports</p> <p>- Israeli human Rights institutions</p>	<p>students (as well as TVET schools) is not permanently hampered by closures, clashes, road-blocks or check-points</p> <p>Attendance and participation to trainings remains high</p>
OUTCOME 3	Private sector and economic development are promoted	Number of businesses and households that benefit from a stronger, more accessible and sustainable economic environment in EJ is increased	76% of poverty rate affecting Palestinians (m/f) in EJ, including 83.4% of children ³³	<p>Increase in the number of Palestinians who start income generating activities in EJ or who find new job opportunities by TBD%</p> <p>% of increase in the number of tourists and customers in EJ</p>	<p>- Statistics/reports from Palestinian institutions in Jerusalem</p> <p>- Partners' reports</p> <p>- Israeli human Rights institutions</p>	<p>No further deterioration in the political situation</p> <p>No further obstacles imposed on local and International NGOs by Israel</p>

²⁹ (currently targeted under the COOPI project).

³¹ ENABEL.

³² ENABEL.

³⁰ Ibid.

³³ ACRI Jerusalem Facts and Figures 2017.

				The target number of supported businesses or created businesses TBD		
OUTPUTS under OUTCOME 3	Output 3.1 Job opportunities created	Number of job opportunities created is increased	The unemployment rate in Jerusalem Governorate of persons aged 15 years and above was 15.4% in 2016 ³⁴ Employment rates in Jerusalem governorate in 2016 was 84.6% ³⁵	Increase in the number of individuals (m/f) with access to labour market	<ul style="list-style-type: none"> - Statistics/reports from Palestinian institutions in Jerusalem - Partners' reports - Israeli human Rights institutions 	<p>A good level of co-operation is maintained between the different partners,</p> <p>Networking between East Jerusalem and the West Bank is not further hindered by difficulties of movement and/or the deterioration of the political / diplomatic climate</p>
	Output 3.2 Local and international tourists are encouraged to visit EJ	Number of local and international tourists is increased	There were 24 hotels in operation in Jerusalem Governorate at the end of the year 2016, with 1,462 rooms and 3,168 beds. The total number of guests in Jerusalem governorate hotels was 99,372 in 2016. ³⁶	Increase in the number of local and international tourists		
	Output 3.3 Capacities and skills are improved	Improved skills(for employability and/or production) are adopted by 80% of the trainees	- Labour force participation rate of persons aged 15 years and above in Jerusalem governorate was 30.3% in 2016 ³⁷	80% of trainees improved their employability and production skills		

³⁴ PCBS 2017 Jerusalem Report.

³⁵ Ibid.

³⁶ PCBS 2017 Jerusalem Report.

³⁷ PCBS 2017 Jerusalem Report.

	Output 3.4 Entrepreneurship and local businesses/MSMEs are supported	Supported businesses increase their revenue	<p>- According to PCBS number of registered businesses, the statistical yearbook (2016) only provides the numbers for 2012: The number of business establishments was 10,464</p> <p>- Employed persons in Jerusalem Governorate distributed by employment status in 2016 were as follows: 3.7% employers, 14.2% self-employed, 81.6% wage employee, and 0.5% unpaid family member.³⁸</p>	70 MSMEs increase their revenues		<p>political / diplomatic climate</p> <p>No further obstacles imposed on local and International NGOs by Israel</p>
Outcome 4	Culture and heritage are protected in EJ	Palestinian cultural identity is protected	<p>In 2016, there were 48 licensed cultural centres and 2 theatres operating in Jerusalem Governorate. (between 2014 and 2015, the number of licensed cultural centres dropped by 25 percent, from 64 to 48).³⁹</p>	TBD		<p>No further deterioration in the political situation</p> <p>No further obstacles imposed on local and International NGOs by Israel</p>

³⁸

Ibid.

³⁹

PCBS 2017 Jerusalem Report.

Outputs under Outcome 4	Output 4.1 Cultural and historical sites with a special focus on the Old City are preserved and/or revitalized	At least 1 new cultural and/or historical site is renovated/revitalized	3 cultural historical sites have been preserved/revitalized under the EJ programme ⁴⁰	TBD	- Statistics/reports from Palestinian institutions in Jerusalem - Partners' reports	The Israeli Ministry of Antiquities does not completely further renovation works
	Output 4.2: Cultural participation in Jerusalem is diversified and enhanced through cultural activities, arts and music	80% of community members who attend/participate in art/cultural activities feel more connection with their cultural roots	2015: 10, 000 people participated in art/ cultural activities ⁴¹	TBD		The shrinking space for cultural organisations does not become too restricted for organisations to continue to operate (closing of Bank accounts, detaining staff/performers, shutting down activities while in performance, cancelling registration of organisations, etc.
	Output 4.3 The quality and diversity of cultural scene is reinforced by a strengthened co-operation between the Jerusalem-based cultural centers	Increased the number of joint initiatives/platforms of Jerusalem based cultural centers under the EJ programme	2016-2018: 5 joint initiatives/platforms conducted under the EJ programme	TBD		Cultural organisations are still committed to working with each other

⁴⁰ 2 Hammam's and 1 building (Dar Al Consul).

⁴¹ Source: PCBS, Survey of Status of Cultural Institutions in Palestine, 2015.

OUCOME 5	Social welfare is reinforced	The EJ community is supported through various social welfare programmes	37% of the Palestinians of the City (around 36,029 individuals) need social welfare services ⁴²	TBD		
Outputs under Outcome 5	Output 5.1 Preventative and treatment measures to deter and treat drug abuse are in place	Number of treated/deterred individuals (m/f) especially youth from drug addiction in EJ	Approximately 20 thousand people in Jerusalem, are drug users (with about 6000 of them classified as real addicts) ⁴³	Increase the number of children and youth (m/f) with access to needed support services and awareness raising campaigns	- Statistics/reports from Palestinian institutions in Jerusalem - Partners' reports	No further deterioration in the political situation No further new obstacles imposed on local and International NGOs by Israel
	Output 5.2 Individuals, especially children with disabilities, and their families, enjoy improved living conditions and rights	80% of the families, especially women and children from East Jerusalem who received the services demonstrated improvement in the quality of their lives.	TBD	TBD		
	Output 5.3 Healthy,	Percentage of beneficiaries benefiting	37% of the Palestinians of the City (around 36,029	Improvement of the quality and increase of the	- Statistics/reports from Palestinian institutions in	No further deterioration in the political situation

⁴² ACRI Jerusalem Facts and Figures report 2017.

⁴³ January 2017: <http://midan.aljazeera.net/reality/community/2017/1/17/%D8%A7%D9%84%D9%85%D8%AE%D8%AF%D8%B1%D8%A7%D8%AA-%D9%81%D9%8A-%D8%A7%D9%84%D9%82%D8%AF%D8%B3-%D9%82%D8%B5%D8%B5-%D8%A7%D9%84%D9%85%D9%82%D8%A7%D9%88%D9%85%D9%8A%D9%86-%D9%88%D8%A8%D8%B1%D9%88%D8%AA%D9%88%D9%83%D9%88%D9%84%D8%A7%D8%AA-%D8%A7%D9%84%D8%B5%D9%87%D8%A7%D9%8A%D9%86%D8%A9>

	resilient and safe environments for the most vulnerable communities are promoted	from healthier, more resilient and safer environments witness the difference in the quality of their lives.	individuals) need social welfare services ⁴⁴	quantity of community and environmental services	Jerusalem - Partners' reports - Israeli human Rights institutions	No further new obstacles imposed on local and International NGOs by Israel
	Outcome 6: Urban development and housing are enhanced	At least 100 families benefiting from supported access to the housing sector are able to secure their housing.	Around 2000 residential units are needed per year for EJ ⁴⁵	TBD	- Statistics/reports from Palestinian institutions in Jerusalem - Partners' reports - Israeli human Rights institutions	
	Output 6.1 Access to housing in EJ (through construction/renovation/ or access to finance) for vulnerable families and individuals (m/f) especially women, youth and children, is facilitated Urban plans and	Number of housing units accessible to families Percentage of urban	In 2016, 116 building licenses were issued in Jerusalem governorate for residential buildings in area J2 with a total area of 71,900 m ² ⁴⁶	TBD	- Statistics/reports from Palestinian institutions in Jerusalem - Partners' reports - Israeli human Rights institutions	No further deterioration in the political situation No further new obstacles imposed on local and International NGOs by Israel Assuming the Israeli authorities will continue to allow Palestinians to demand their rights under

⁴⁴ ACRI Jerusalem Facts and Figures report 2017.

⁴⁵ East Jerusalem Sectoral Development Strategy 2018-2022.

⁴⁶ PCBS Jerusalem report 2017.

	building permits for Palestinian neighbourhoods are developed	plans adopted out of all the developed urban plans	250 number of cases supported by the Urban Clinic ⁴⁷	TBD		their courts
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⁴⁷ International Peace & Co-operation Centre ongoing project.