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Investing in rural people

President's report

Proposed grants from the IFAD Fund for Gaza and the West Bank for the Resilient Land and Resource Management Project

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For: Approval

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Abbreviations and acronyms

AWP/Bs	annual workplans and budgets
EQA	Environment Quality Authority
FGWB	Fund for Gaza and the West Bank (IFAD)
GCF	Green Climate Fund
M&E	monitoring and evaluation
MoA	Ministry of Agriculture
OFID	OPEC Fund for International Development
PMU	project management unit
RELAP	Resilient Land and Resource Management Project

Map of the project area

Palestine

Resilient Land and Resource Management Project (RELAP)

President's report



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

Map compiled by IFAD | 01-02-2018

Proposed grants from the IFAD Fund for Gaza and the West Bank for the Resilient Land and Resource Management Project

Financing summary

Initiating institution:	IFAD
Recipient:	Palestinian Authority
Executing agency:	Ministry of Agriculture
Total project cost:	US\$41.44 million
Amount of IFAD Fund for Gaza and the West Bank grant:	US\$4.56 million
Amount of IFAD Fund for Gaza and the West Bank grant from resources contributed by OFID:	US\$1 million
Financing gap:	US\$23 million (Green Climate Fund: US\$15 million and other partners/entities: US\$8 million)
Contribution of recipient:	US\$7.73 million (cash contribution of US\$1.166 million and in-kind contribution of US\$6.57 million)
Contribution of beneficiaries:	US\$4.89 million from beneficiary households (cash contribution of US\$1.28 million and in-kind contribution US\$3.61 million); US\$0.24 million from village and municipality councils
Appraising institution:	IFAD
Cooperating institution:	Directly supervised by IFAD

Recommendation for approval

The Executive Board is invited to approve the recommendation for the proposed grants from the IFAD Fund for Gaza and the West Bank for the Resilient Land and Resource Management Project, as contained in paragraph 48.

Proposed grants for the Resilient Land and Resource Management Project

I. Strategic context and rationale

A. Country and rural development and poverty context

1. Palestine is at a crossroads, with increasing fragility, heightened geopolitical uncertainty and accelerating climate change threatening to further marginalize vulnerable populations, particularly in rural areas. Land ownership and access to water resources for Palestinians living in the West Bank are being increasingly challenged. With the expansion of settlements and the traditional tenure system under pressure, small farmers risk marginalization and upstream value chains may be undermined. This situation has resulted in a fragmented geography, where Palestinian farmland is at risk of being lost if investments and effective use are not undertaken, and where it is difficult for farmers to move freely across their land. Such a set-up challenges the consistent management of natural resources, and the sustainability and resilience of rural livelihoods, making life increasingly difficult. Rural lands especially (in what is known as Area C)¹ are being contested and it is increasingly being recognized that urgent action is needed.
2. The restrictions on Palestinians' ability to effectively access land and water resources (more than 80 per cent of groundwater reserves are inaccessible to them) are a serious constraint on investment and growth. These restrictions make the Palestinian population among the most water-stressed in the world. Their situation is exacerbated by the increase in temperatures and more erratic rainfall, which in turn adds to the vulnerability of rural villages and the agricultural sector. Vulnerability has also been driving the high poverty rate, which, in 2011, stood at 17.2 per cent in rural areas. Future climate change scenarios foresee even more water scarcity, and the adaptation capacity of farmers and the public response are hampered by inadequate agro-climatic information, lack of climate change impact modelling for farming systems, and limited inter-institutional capacity to implement actionable adaptation strategies.
3. Difficult access to land and water is only part of the problem. For many smallholders, the high land fragmentation and limited commercialization are a critical brake on their ability to achieve economies of scale and higher value addition. Limited options for bulking and storing their produce, combined with weak value chains, conspire to perpetuate a vicious circle of low productivity and limited commercialization, leading to low rural incomes. Women and youth are especially marginalized from rural productive activities, as their access to land and investment resources is even more limited. These two segments of the population are therefore particularly vulnerable.

¹ Under the framework of the Oslo Accord (1993), the Palestinian Authority was designated to have control over internal security and civilian issues in Palestinian urban areas (Area A) and only civilian control in rural areas (Area B). The remainder of the territories (Area C, covering 63 per cent) including Israeli settlements, the Jordan Valley region and bypass roads between Palestinian communities, were subject to future negotiations to clarify transfer to the Palestinian Authority. However, negotiations failed to progress, and the part of Area C claimed by the Israelis has been expanding.

B. Rationale and alignment with government priorities

4. The West Bank's rural territorial viability is subject to multiple threats that are undermining agriculture as one of the key pillars of the national economy. Consequently, many young people (in particular, women) leave agriculture, and this is reflected in the ageing demographics of farmers, in a population otherwise characterized by its high share of youth. The Palestinian Authority has launched initiatives to revive rural growth and agriculture, as laid out in the National Agricultural Sector Strategy 2017-2022. Against this backdrop and based on the past robust achievements, the Palestinian Authority has called upon IFAD to assist in increasing the resilience, adaptability and productivity of the rural economy at a time characterized by transformation, increasing challenges from climate change, threats and some internal market opportunities.
5. In Palestine, IFAD is seen as a long-term partner specializing in the promotion of land development and sustainable and resilient rural transformation. IFAD's comparative advantage is its unwavering commitment to work directly through the Ministry of Agriculture (MoA) to increase land tenure and food security, nutrition and smallholders' resilience in sustaining their livelihoods. By consistently creating employment opportunities in deprived areas, in collaboration with the MoA, and engaging with other development partners, IFAD is contributing to reducing uncertainty and increasing resilience by improving access to productive land and opening up and diversifying opportunities for smallholders and small businesses adapted to the challenges of climate change.
6. The Resilient Land and Resource Management Project (RELAP) will support the acceleration of resilient rural economic growth by expanding the area under cultivation and increasing the productivity and profitability of rural production. Special attention will be paid to ensuring the adaptability and inclusion of less advantaged segments of the rural population – especially women and youth, and families with limited access to land – and to increasing climate resilience through adapted agricultural practices and enhanced governance and management of land and water.

II. Project description

A. Project area and target group

7. The RELAP target area comprises Areas B and C in the 11 governorates of the West Bank. Components 1 and 2 will initially be rolled out in Bethlehem, Hebron, Jenin, Nablus, Tubas and Tulkarm. The number of governorates may be increased after the midterm review, subject to progress in project implementation and the available financial envelope. Due to the inherent nature of building a network of agro-meteorological weather stations and the upscaling ambitions, component 3 will cover all of the West Bank's governorates. The project will seek to select the areas with the highest incidence of poverty. Other criteria for village selection include the potential to develop a minimum of 200 dunums² of land and high vulnerability to climate-related risks. Project activities have been designed to benefit: (i) smallholders and small-scale farmers; (ii) poor, landless and unemployed youth and women; and (iii) herders. The project will directly benefit an estimated 30,000 rural households (representing 150,000 persons) through higher incomes and enhanced resilience to climate change, especially in terms of water access and improved water retention capacity of soils.

B. Project development objective

8. The goal of RELAP is to improve the resilience and incomes of rural producers' households in the West Bank. The development objective is to increase climate

² 1 *dunum* is equivalent to 0.1 hectare.

resilience, land productivity, agricultural production and marketing opportunities for smallholders and landless rural poor people.

C. Components/outcomes

9. The project's main components are: (i) climate-resilient land development; (ii) market linkages for the rural poor; and (iii) improved public services for scaling up climate-resilient agricultural land use and production systems.
10. The first component will enhance access to productive agricultural land and water resources, through investments in resilient land development, agricultural roads, soil improvement and rainwater-harvesting facilities linked to water use, efficient complementary irrigation systems and the related capacities to sustain the investments.
11. These investments will be undertaken in close partnership with beneficiaries, municipalities and villages, and will be based on business plans for the developed land. This component will also support testing and monitoring of the benefits of adaptation, as well as cost-efficiency of land development approaches and practices for different types of land use suited to the conditions of the West Bank. The main outcome will be more productive land. Improved connectivity will also drive profitability and incomes.
12. The second component will improve market linkages for the beneficiaries of the land development, by facilitating clustering of agricultural products at village level. This will seek to attract and connect farmers with more market actors, and increase local demand for agricultural products. Local bulking will also be enhanced by the rehabilitation or building of agricultural roads linking developed land to villages. Creating such a conducive context for agricultural trade will also provide seasonal jobs in the agribusiness sector. In addition, there will be a specific focus on creating climate-resilient income-generating activities and entrepreneurial opportunities in the rural farming and off-farm sectors, specifically addressing constraints faced by marginalized groups, including landless women and youth. A microenterprise facility will be established, which will include climate adaptation as a key criterion for the awarding of investment grants. The main outcomes will be the increased production and marketing of agricultural produce, and the development of microenterprises that can harness improved market opportunities, of which 35 per cent are managed by women and youth.
13. The third component will improve public services for climate-resilient agriculture and support Palestinian farmers in taking timely and effective action to protect their crops and animals from pests, diseases, extreme weather and climatic conditions. This component will strengthen farmers' capacity to absorb climate risk through anticipation and early action. Farmers will also be supported in adopting new practices through access to knowledge, transformation of livelihood strategies and an enabling environment. The third component also aims to promote public services to enable farmers to take timely and risk-informed actions, and to consolidate institutional capacities for advanced information, evidence and programming of climate change adaptation in agriculture. The main outcomes will be the increased number of farmers using advanced agro-climate information and extension services for farming decision-making, and the increased number of national initiatives for mainstreaming climate-resilient approaches in agriculture.

III. Project implementation

A. Approach

14. A key ambition of the project is to promote institutional development among its core partners. The project will contribute to institutional development and outcomes through: (i) the establishment of the project management unit (PMU) in the MoA, which will have overall responsibility for implementing the project; (ii) the

promotion of adaptive and inclusive land development practices, for further scaling up by government; (iii) the development and establishment of institutionalized support and advisory services to promote the market integration of the rural poor and bulking of agricultural produce; (iv) the capacity development of government and other stakeholders' structures in utilizing climate information; and (v) support to and expansion of public-private-NGO partnerships in climate-resilient infrastructure and land development models. In particular, the work on land development practices and models is expected to generate useful knowledge about low-cost highly adaptive interventions that are more inclusive and gender-sensitive. This is also expected to inform the IFAD-Palestinian Authority policy dialogue. Similarly, the work on climate modelling will constitute a knowledge platform that will enable farmers to make better-informed decisions on adaptation practices.

B. Organizational framework

15. The MoA will be the lead agency responsible for project implementation and will consult regularly with the Environment Quality Authority (EQA) and other stakeholders. The General Directorate of Agricultural Land/MoA will be responsible for ensuring that all aspects of implementation are carried out in accordance with the project financing agreement and agreed annual workplans and budgets.
16. A national project steering committee (PSC) will be established to: (i) provide policy guidance and strategic direction; (ii) ensure RELAP alignment and complementarity with projects financed by other donors in the West Bank; and (iii) approve the annual workplans and budgets AWP/Bs. The PSC will be chaired by the MoA. A technical committee will also be established to ensure coordination within and between components.
17. A PMU will be integrated within the MoA and led by the General Directorate of Agricultural Land. It will be vested with financial and technical autonomy and will be responsible for overseeing implementation, in coordination with implementing partners and service providers. The PMU will produce the AWP/Bs and procurement plans to be submitted to the PSC for review and approval, and to IFAD for no objection. Likewise, the PMU will take the lead in implementing subcomponent 1.1 (testing and monitoring of resilience benefits of land development practices), with support from the National Agricultural Research Centre and NGOs, and in procuring civil works for subcomponent 1.3 (investment in agricultural roads). The PMU will also be responsible for implementing activities related to wadi land development, conservation agriculture, and rangeland rehabilitation under subcomponent 1.2 (resilient land development). NGOs will be competitively contracted for the implementation of other activities under subcomponent 1.2 and for the implementation of component 2. The Food and Agriculture Organization of the United Nations (FAO) will be the main implementing partner for component 3.

C. Planning, monitoring and evaluation, and learning and knowledge management

18. Towards the end of each fiscal year, the PMU will prepare the AWP/B for the next fiscal year, identifying for each subcomponent: (i) the outputs to be produced and the related physical targets; (ii) the key activities and inputs required to deliver the planned outputs; (iii) the timetable for implementation; (iv) the responsible entities; and (v) the financial resources for implementing activities and acquiring inputs. The preparation of subsequent AWP/Bs will follow an iterative process, starting in September each year in consultation with all stakeholders and partners.
19. The monitoring and evaluation (M&E) system will be established to provide project management, government and IFAD with reliable and timely information on project performance and results. In this way corrective action can be taken promptly to ensure that implementation remains efficient (results are obtained at reasonable costs) and effective (goods and services are delivered, and outcomes are

achieved). The project will conduct: (i) a baseline survey; (ii) outcome surveys; (iii) gender studies; and (iv) a midterm and a completion survey. Monthly activity reports and six-monthly and annual progress reports will be prepared.

20. RELAP is expected to pilot new approaches and models for land development and learn lessons from the scaling up of these models with farmers. Project implementation is expected to generate useful lessons in key thematic areas, which may be of value to MoA and EQA policymakers and other stakeholders.

D. Financial management, procurement and governance

21. Based on the financial management risk assessment, the fiduciary risk is rated as medium, due to the inadequacy of a government integrated financial management information system for project accounting and financial management, and the limited capacity of the internal audit unit at the executing agency level. It is expected, however, that RELAP financial management arrangements and internal control systems will satisfy IFAD's minimum requirements to provide accurate and timely information on implementation progress and appropriate accountability for funds. The residual financial management risk may be reduced to low, provided that appropriate risk mitigation measures are adopted, such as: (i) competitive recruitment of the finance and procurement staff; (ii) training of staff on IFAD guidelines and procedures at start-up and continued support during the first year of implementation; (iii) drafting of a financial and administrative procedures manual (with detailed procedures on financial, accounting, procurement and administrative management) to be submitted for IFAD's no objection as a condition of first disbursement; and (iv) purchase and installation of an accounting software package that meets all IFAD requirements, also as a condition of first disbursement.
22. Financial management. The PMU fiduciary team will be composed of a finance officer, a procurement officer and an accounts and administrative assistant. Quarterly interim consolidated financial statements prepared in accordance with International Public Sector Accounting Standards (IPSAS) and IFAD requirements, in addition to the annual ones, will be submitted to IFAD 30 days after the end of the quarter and two months after the year-end closure respectively.
23. External audit. Annual financial statements will be audited by an external private sector auditor appointed for three years. During the competitive tendering process, the terms of reference for the audit will be submitted to IFAD for no objection. The selected auditor will conduct its work in accordance with the International Standards on Auditing and the IFAD Handbook for Financial Reporting and Auditing. This will include public disclosure of audit reports, which should be submitted to IFAD within six months of the end of the fiscal year.
24. Procurement. Although the legal and regulatory framework adopted by the Palestinian Authority is in line with international standards and IFAD procurement guidelines, most of the related institutional arrangements and instruments are still not operational. Consequently, the procurement of goods, works and services will be conducted in accordance with the IFAD project procurement guidelines and procurement handbook, the provisions of the financing agreement and letter to the recipient, and the RELAP financial and administrative procedures manual. This section provides an overview of the key aspects of financial management: systems that will be used for financial management, including flow of funds and whether they are integrated into (part of) country systems; arrangements for audit; and the governance aspects, including anticorruption measures.
25. Governance. Primary responsibility for detecting fraud and corruption lies with the recipient. However, the project should note that IFAD applies a zero-tolerance policy towards fraudulent, corrupt, collusive or coercive actions in projects financed through its loans and grants. The dissemination of IFAD's anticorruption policy among project staff and stakeholders, as well as the adoption of IFAD's

procurement guidelines for RELAP procurement should reinforce the use of good practices. In addition, RELAP will promote good governance through the involvement of municipalities, villages and beneficiaries in: (i) the preparation of the AWP/Bs; and (ii) the implementation and monitoring of project activities.

E. Supervision

26. The project will be directly supervised by IFAD. At least one supervision mission will be organized each year, supported by regular implementation support and/or follow-up missions.

IV. Project costs, financing, and benefits

A. Project costs

27. The overall project cost, over six years, is estimated at US\$41.44 million. Project investments are organized into four components: (i) climate-resilient land development (61 per cent of total costs); (ii) market linkages for the rural poor (19.4 per cent of total costs); (iii) improved public services for scaling up climate-resilient agricultural land use and production systems (12.1 per cent of costs); and (iv) project management and M&E (7.5 per cent of costs).

Table 1

Project costs by component and financier

(Thousands of United States dollars)

Components	FGWB grant ^a		Gov. in kind		Gov. in cash		OFID		Financing gap GCF ^b		Financing gap other entities		Beneficiaries in kind		Beneficiaries in cash		Village council		Total
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount
1. Climate-resilient land development	1 449	5.9	3 941	16.0	646	3.1	905	3.7	8 869	36.0	4 396	17.8	3 619	14.7	604	2.4	240	1.0	24 671
2. Market linkages for the rural poor	1 373	14.7	777	8.3	-	-	-	-	3 032	32.4	3 504	37.4	-	-	676	7.2	-	-	9 362
3. Improved public services for scaling up climate-resilient agricultural land use and production systems	-	-	351	10.5	-	-	-	-	3 000	89.5	-	-	-	-	-	-	-	-	3 351
4. Project management and M&E	1 744	43	1 501	37	519	12.8	94	2.3	99	2.4	99	2.4	-	-	-	-	-	-	4 056
Total	4 566	11.0	6 570	15.9	1 166	2.8	1 000	2.4	15 000	36.2	8 000	19.3	3 619	8.7	1 280	3.1	240	0.6	41 440

^a Fund for Gaza and the West Bank.

^b Green Climate Fund.

B. Project financing

28. The total project costs will be financed by: (i) a grant from FGWB of US\$4.56 million (confirmed); (ii) an OFID grant from the FGWB of US\$1 million; (iii) a government cash contribution of US\$1.166 million; (iv) a government in-kind contribution currently estimated at US\$6.57 million;³ (v) an in-kind and cash contribution from beneficiaries, respectively of US\$3.61 million and US\$1.28 million (in the form of cash, casual labour, and some inputs and equipment); and (vi) a contribution towards road construction from the village/municipality councils (estimated at US\$0.24 million).
29. Funds of approximately US\$23 million – including a grant from the GCF of US\$15 million and a grant of approximately US\$8 million from other

³ This will cover VAT, salaries of seconded staff, office space and utilities.

partners/entities identified at the design stage – are budgeted for the financing gap.

30. The financing gap may be sourced by cofinancing identified at design and resources from the GCF. In 2017, grant applications were made to several potential cofinanciers, and in February 2018 a full project proposal was submitted to the GCF. The financing gap may also be covered by cofinancing mobilized during implementation. Should financing from the GCF not materialize, component 3 would be dropped while the geographical coverage of components 1 and 2 would be scaled down (reducing the number of villages supported and the number of beneficiaries), as agreed with Government at the design stage. This would not change the nature of the RELAP design, which would still have climate change adaptation strongly mainstreamed into components 1 and 2.

Table 2
Project costs by expenditure category and financier
(Thousands of United States dollars)

Expenditure categories	FGWB grant		Gov. in kind		Gov. in cash		OFID		Financing gap GCF		Financing gap other entities		Beneficiaries in kind		Beneficiaries in cash		Village council		Total
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount
I. Investment costs																			
Consultancies	1 134	18.3	820	13.2	723	11.7	91	1.5	3 235	52.2	193	3.1	-	-	-	-	-	-	6 195
Goods, services, equipment	443	18.9	353	15	1	-	6	0.2	1 404	59.9	-	-	139	5.9	-	-	-	-	2 345
Grants and subsidies	-	-	-	-	-	-	-	-	2 703	60.0	1 126	25.0	-	-	676	15.0	-	-	4 505
Training and workshops	694	37.6	295	16.0	-	-	35	1.9	675	36.6	147	7.9	-	-	-	-	-	-	1 845
Works	966	4.2	3 706	16.0	-	-	845	3.7	6 885	29.7	6 435	27.8	3 480	15.0	604	2.6	240	1.0	23 161
Total Investment costs	3 236	8.5	5 173	13.6	724	1.9	977	2.6	14 901	39.2	7 901	20.8	3 619	9.5	1 280	3.4	240	0.6	38 051
II. Recurrent costs																			
Salaries and allowances	1 314	50.3	1 102	42.2	-	-	-	-	99	3.8	99	3.8	-	-	-	-	-	-	2 614
Operating costs	16	2.1	295	38.1	442	57	22	2.9	-	-	-	-	-	-	-	-	-	-	775
Total recurrent costs	1 330	39.2	1 397	41.2	442	13.0	22	0.7	99	2.9	99	2.9	-	-	-	-	-	-	3 389
Total	4 566	11.0	6 570	15.9	1 166	2.8	1 000	2.4	15 000	36.2	8 000	19.3	3 619	8.7	1 280	3.1	240	0.6	41 440

C. Summary benefit and economic analysis

31. Benefits are expected to derive from: (i) enhanced access to productive agricultural land and water through a range of investments in land development, agricultural roads, soil improvement and rainwater-harvesting facilities; (ii) strengthened smallholder resilience to current and anticipated impacts of climate variability and change through adapted agricultural land-use practices and improved soil and water management; (iii) improved market linkages at cluster levels; and (iv) entrepreneurship development support. The overall economic internal rate of return of the project is estimated at 27 per cent for the base case. The net present value of the net benefit stream, discounted at 9 per cent, is US\$56.5 million.

D. Sustainability

32. Sustainability is being built into the design of the land development component in several critical ways. By adopting a demand-driven and cost-sharing approach, and by enhancing the target group's capacity for improving the productivity of existing resources, it is expected that they will use the existing natural resources more efficiently and profitably. This in turn will enable the target group to present a

more resilient response to the challenges of climate change, and will provide a financial incentive and the means to finance routine maintenance costs. The project will ensure environmental sustainability by insisting that all activities and inputs under component 1 are screened from an environmental perspective. Finally, the selection criterion of a feasible and sustainable operation and maintenance procedure will be endorsed by the responsible institution, i.e. the municipality/village councils for agricultural roads, and individual farmers for the improved land.

33. Sustainability is an integral part of the market approach (component 2), which will involve all market stakeholders at an early stage and thereafter throughout the process. Village/municipality councils will own the economic infrastructure. The project will support the establishment of autonomous private management entities, to which village/municipality councils will delegate sustainable use and management of the marketing and collecting centre for an agreed market fee. In the long term, it is also expected that the recognition of Palestinian origin for agricultural products will lead to effective and regular market outlets. Multi-stakeholder rural platforms will enhance local social capital by making financial institutions aware of viable entrepreneurship initiatives and encourage them to support investors with financial services.
34. Component 3 is based on the strong and accelerating demand for improved climate information, including forecasting modelling, and its translation into actionable information for farmers. All stakeholders, including MoA, EQA and meteorological services have expressed their commitment to the operation and maintenance of the proposed weather stations. The sustainability of component 3 activities are also backed up by the fact that both MoA and EQA: (i) consider RELAP as an important project designed to reduce the vulnerability of the agricultural sector; and (ii) advocated strongly for the inclusion of the third component into the RELAP design.

E. Risk identification and mitigation

35. Political risks in the West Bank are higher than average and have to be accepted as part of the framework conditions when working in Palestine. However, a well thought-out risk management plan is proposed.
36. The risk of implementation difficulties due to volatility in certain parts of Area C will be mitigated by a geographical focus on non-sensitive zones within this Area (there will be no investments near the separation wall, Israeli settlements and/or Israeli roads). Land development works will also only be carried out on land with property titles. The PMU will be staffed with professionals who are aware of the local environment and political sensitivities. Alternative plans would also be considered should implementation problems occur in Area C (for instance shifting part of the investments to Area B after the midterm review).
37. Activities to be delivered under component 1. No significant risks in terms of implementation of proposed land development procedures and technologies are identified. These technologies and procedures have been widely used in the implementation of many projects/programmes funded by different donors in the project area, including the recently completed IFAD-funded Participatory Natural Resource Management Programme (PNRMP).
38. Activities to be delivered under component 2. No major risks in terms of realizing market access related activities are identified. The interventions rely upon the participation and involvement of village/municipality councils and local stakeholders to ensure ownership and durability of the investments. Risks may arise from the large number of implementing agents, but through its agribusiness unit the PMU will guide and control the quality of the services delivered by the implementing partners.

39. Activities to be delivered under component 3. The main risk relates to the operation and maintenance of the weather stations, and processing the data into actionable recommendations that farmers will utilize. To counter this risk, a thorough needs and cost-effectiveness analysis will take place, including of farmers' needs and utility of the data to be produced.

V. Corporate considerations

A. Compliance with IFAD policies

40. The RELAP is aligned with IFAD's: (i) Strategic Framework 2016-2025; (ii) fragile situations strategy; (iii) engagement with middle-income countries (MIC); (iv) grant financing policy; (v) private sector development strategy; (vi) policies on inclusive targeting, and youth and gender mainstreaming; and (vii) climate change strategy. Considering that environmental improvements and social inclusion are at the heart of the project, and that potential negative impacts can be mitigated, the project is categorized as B.

B. Alignment and harmonization

41. The RELAP is aligned with: (i) the National Agricultural Sector Strategy 2017-2022, which details specific strategies for delivering on policy priorities such as increasing agricultural plant and livestock production and developing value chains, and protecting and supporting farmers; and (ii) the nationally determined contribution and the national adaptation plan, under the United Nations Framework Convention on Climate Change, which prioritizes key adaptation actions for the agricultural sector.

C. Innovations and scaling up

42. In the subcomponent on inclusive entrepreneurship development support, the multi-stakeholder rural platforms will support microenterprise development by helping with business identification, management support advice, value chain opportunities and assessment, and support for scaling up.
43. To sustain the scaling-up effort, component 3 will also provide technical assistance to develop adaptation capacities among public stakeholders, incorporating adaptation objectives and measures into planning and programming, and linking them with regional and international climate change networks.

D. Policy engagement

44. The project investments will promote resilience and take into consideration the vulnerability of the target areas in terms of water shortage, salinity and post-harvest losses. The project will promote policy engagement on climate change adaptation in the agriculture sector.

VI. Legal instruments and authority

45. A project financing agreement between the Palestinian Authority and the FGWB will constitute the legal instrument for extending the proposed financing to the recipient. A copy of the negotiated financing agreement is attached as appendix I.
46. The Palestinian Authority is empowered under its laws to receive financing from IFAD.
47. I am satisfied that the proposed financing will comply with the Agreement Establishing IFAD and the Policies and Criteria for IFAD Financing and the instrument creating the FGWB.

VII. Recommendation

48. I recommend that the Executive Board approve the proposed financing in terms of the following resolution:

RESOLVED: that the IFAD Fund for Gaza and the West Bank shall provide a grant to the Palestinian Authority in an amount equivalent to four million five hundred and sixty-six thousand United States dollars (US\$4,566,000) and upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.

RESOLVED FURTHER: that the IFAD Fund for Gaza and the West Bank shall provide a grant to the Palestinian Authority from resources contributed by the OPEC Fund for International Development in an amount equivalent to one million United States dollars (US\$1,000,000) and upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.

Gilbert F. Hougbo
President

Negotiated financing agreement

Resilient Land and Resource Management Project

(Negotiations concluded on 8 March 2018)

Grant Number: _____

Supplementary Grant Number: _____

Project Title: Resilient Land and Resource Management Project ("RELAP" or "the Project")

The Palestinian Authority (the "Recipient")

and

The International Fund for Agricultural Development (the "Fund" or "IFAD")

(each a "Party" and both of them collectively the "Parties")

WHEREAS, in 1998 the IFAD Governing Council created the IFAD Fund for Gaza and the West Bank (FGWB) to provide financial assistance for projects and programmes in the form of loans and grants for Gaza and for such areas, sectors and activities in the West Bank which are or will be under the jurisdiction of the Palestinian Authority; and

WHEREAS, the Executive Board of IFAD has transferred resources of the Fund to the FGWB for the purpose of providing a Grant to support the Project, and additional funds have been provided to the FGWB by the OPEC Fund for International Development (OFID) for the same purpose.

NOW, THEREFORE, the Parties hereby agree as follows:

Section A

1. The following documents collectively form this Agreement: this document, the Programme Description and Implementation Arrangements (Schedule 1), and the Allocation Table (Schedule 2).

2. The Fund's General Conditions for Agricultural Development Financing dated 29 April 2009, amended as of April 2014, and as may be amended hereafter from time to time (the "General Conditions") are annexed to this Agreement, and all provisions thereof shall apply to this Agreement. For the purposes of this Agreement the terms defined in the General Conditions shall have the meanings set forth therein.

3. The Fund shall provide two Grants to the Recipient, the IFAD Grant and the OFID Grant, (together the "Financing"), which the Recipient shall use to implement the Project in accordance with the terms and conditions of this Agreement.

Section B

1. (a) The amount of the Grant is four million five hundred sixty six thousand United States dollars (USD 4 566 000).

(b) The amount of the OFID Grant is one million United States dollars (USD 1 000 000).

2. The first day of the applicable Fiscal Year shall be 1 January.

3. The Recipient shall provide counterpart financing for the Project in the amount of seven million and seven hundred seventy three thousand United States dollars (USD 7 730 000), of which USD 1.166 million shall be in cash transferred to the counterpart account, and the rest in kind.

Section C

1. The Lead Project Agency shall be the Ministry of Agriculture.

2. The following is designated as an additional Project Party: FAO, as implementing partner for Component 3.

3. The Project Completion Date shall be the sixth anniversary of the date of entry into force of this Agreement.

Section D

The Financing will be administered and the Project supervised by the Fund.

Section E

1. The following are designated as additional general conditions precedent to withdrawal:

a. The Recipient shall have prepared a draft Project Implementation Manual acceptable to IFAD, including financial, accounting, procurement and administrative arrangements; and

b. The Recipient shall have acquired and configured financial, accounting and operational software to support all the transactions, budget and cash forecasts analysis, operational and financial dashboards.

2. The following are the designated representatives and addresses to be used for any communication related to this Agreement:

For the Recipient:

Minister of Finance and Planning
Ministry of Finance and Planning
P.O. Box 795
Ramallah

For the Fund:

The President
International Fund for Agricultural Development
Via Paolo di Dono 44
00142 Rome, Italy

This Agreement, dated _____, has been prepared in the English language in two (2) original copies, one (1) for the Fund and one (1) for the Recipient.

THE PALESTINIAN AUTHORITY

Authorized Representative
(name and title)

INTERNATIONAL FUND FOR
AGRICULTURAL DEVELOPMENT

Gilbert F. Houngbo
President

Schedule 1

Project Description and Implementation Arrangements

I. Project Description

1. **Project Area.** The Project area comprises Areas B and C in the 11 governorates of the West Bank. Components 1 and 2 will initially be rolled out in Bethlehem, Hebron, Jenin, Nablus, Tubas and Tulkarm. The number of governorates may be increased after mid-term review, subject to implementation progress and available financial envelope. Due to the inherent nature of building a network of agro-meteorological weather stations and the upscaling ambitions, component 3 will cover all of the West Bank's governorates. The project will seek to select areas with the highest incidence of poverty. Other criteria for final village selection include the existence of a potential to develop a minimum of 200 dunums of land and with higher vulnerability to climate related risks.

2. **Target Population.** In terms of categorisation, the major target groups are as following:

- Smallholders and small-scale farmers, especially semi-subsistence and commercially oriented smallholder farmers;
- Poor, landless and unemployed youth and women, sensitive to poverty and climate change, and facing unique challenges and opportunities that require tailor-made targeting strategies;
- Small livestock herders.

3. **Goal.** The overall goal of the Project is to improve the resilience and incomes of rural producers' households in the West Bank.

4. **Objective.** The development objective of the Project is to increase climate resilience, land productivity, agricultural production and marketing opportunities for smallholders and landless rural poor.

5. **Components.** The Project will have three core components that envisage a number of complementarities between subcomponents.

5.1. **Component 1: Climate resilient land development.** This component is designed to **enhance** access to productive agricultural land and water through a range of investments in land development, agricultural roads, soil improvements and rain water harvesting facilities, which will be undertaken in close partnership with beneficiaries, municipalities and villages. It will also aim to strengthen small farmers' and livestock keeper's resilience to current and anticipated impacts of climate variability and change. The component comprises three sub-components:

5.1.1. Testing and monitoring of resilient benefits of land development practices will be implemented in parallel with subcomponent 1.2 below. It will support the systematic testing, monitoring and learning with farmers and livestock keepers from the land development approaches and practices implemented in farmers' fields under subcomponent 1.2. The systematic learning and knowledge products will facilitate diversifying current land development interventions and support the transformation to resilient production systems.

5.1.2. Resilient land development will invest in the development of agricultural lands using multi-stakeholder rural platforms at the village level (MRPs). It will include soil improvement to enhance fertility and water storage capacity, land de-

rocking, different types of terracing and soil and water containing infrastructure, fencing, cisterns for rain water harvesting, land preparation, tree planting, as well as measures to inform, encourage and support smallholders, and particularly women, to register their land.

5.1.3 Investment in agricultural roads will focus on roads that will complement the land development activities under the sub-component 1.2, by assuring reliable access to and from the lands developed for agricultural production. Eligible investments will include also road ancillaries such as drainage facilities and required retaining walls to ensure climate resilience of constructed roads.

5.2. Component 2: Market linkages for the rural poor. This component will improve market linkages for the beneficiaries of land development, by facilitating clustering of agricultural products at village level through the establishment of the MRPs and market and collection centres. Also, specific focus will be on creating climate resilient income generating activities and entrepreneurial opportunities in the farming and off-farming rural sectors, specifically addressing constraints faced by the marginalized, including landless women and youth. The component is set up with two subcomponents:

5.2.1. Rural bulking of agricultural products will aim at attracting and connecting farmers and their organisations with more market actors and increasing local demand for agricultural products. It will generate more opportunities (through bulking), better prices (through higher value added thanks to processing, and access to markets on better terms) and incentivising trade and investment in agriculture. It will also create a conducive context for the emergence or strengthening of market oriented farmers organisations in the provision of post-harvest services.

5.2.2. Inclusive entrepreneurship development support will aim at supporting the establishment or expansion of rural micro-enterprises by investing in their business development and improve their incomes. This subcomponent will also have a clear focus on the inclusivity of rural women, unemployed youth, their organizations, and the poor landless at the village level, who will also be encouraged to participate in the MRPs and for whom a micro-enterprise facility will be established for the award of climate adaptive entrepreneurship investment grants and tailored technical assistance.

5.3. Component 3: Improved public services for climate resilient agriculture. The component will support Palestinian farmers in taking timely and effective action to protect their crops and animals from pests, diseases, extreme weather and climatic conditions. Also, to overcome current critical challenges in Palestine for a transformative change in dealing with climate change impacts on agriculture, this component aims to 1) promote public services that enable farmers to take timely and risk-informed actions, 2) consolidate capacities of the MoA, EQA, Meteorology Department (PMD) and other related actors for advanced information, evidence and programming on climate change adaptation in agriculture. The component is set up with two subcomponents:

5.3.1. Improving agro-climate information and extension services to farmers will aim at enabling the generation of practical agro-meteorological information to support farmers in applying agricultural activities that reduce and mitigate negative impacts of weather extremes and climate change on crops and livestock. Activities will include improving agrometeorological observations network covering the main agro-ecological zones in the West Bank. The Project will procure and upgrade/install synoptic weather stations and manual instruments and upgrade existing stations with sensors for measuring atmospheric and soil environment parameters. Results from the sub-component 1.1 and other remote sensing, analysis of historical climate data and future trends will be used to model future impacts of climate change on main crops and farming systems.

- 5.3.2. Strengthening institutional and technical capacities for the implementation of agriculture goals in the National Determined Contributions will facilitate the implementation of the "Action Plan for improving the Institutional Framework for Climate Change in Palestine". It will support the institutionalization of climate change adaptation in agriculture, including efficient mechanisms for the operationalization, partnerships and progress monitoring of national goals. The Project foresees the mainstreaming of climate change actions into agricultural institutions at both central and local level. Moreover, a plan for upscaling validated climate change adaptation practices will be prepared. Finally support will be granted to strengthening Palestinian agricultural partnerships and initiatives on climate change, nationally and internationally.

II. Implementation Arrangements

6. The Lead Project Agency: The Ministry of Agriculture will be the Project Lead Agency.

6.1 A National Project Steering Committee (PSC) will be established by Government decree to: (i) provide overall policy guidance, oversight and strategic directions for the Project; (ii) ensure RELAP alignment and complementarity with projects financed by other donors in the West Bank; and (iii) approve the AWPBs of the Project. A high representative from the MoA will be the Chairperson of the PSC. Other members will include: (i) all MoA General Directors involved in RELAP implementation and/or monitoring; (ii) the Minister's Advisor for climate change and national focal point for UNFCCC and IPCC/Environment Quality Authority (EQA); (iii) one representative each of the Ministry of Social Affairs, the Ministry of Women Affairs, the Ministry of Planning and Finance (MoPF), and the Palestine Trade Centre (PALTRADE); (iv) one representative each from other Project stakeholders, including government agencies and public and private organisations as appropriate; and (v) ad-hoc technical resource persons to be invited by the MoA as and when needed (e.g. the chamber of commerce and farmers' organisations). The RELAP Director will be the Secretary of the PSC, responsible for preparing the minutes of the PSC meetings.

6.2 A technical committee will be established to ensure coordination of implementation within and between components consisting of all implementing partners, including NGOs, NARC, FAO and PWA, PMD, field coordinators, PMU and others as needed. The technical committee will meet monthly invested and hosted by the Project Management Unit (PMU).

6.3 Day to day management and implementation of the Project will rest with the PMU, which will be integrated into the MoA and led by the General Directorate of Agricultural Land. The PMU will be vested with financial and technical autonomy and will be responsible for overseeing implementation. The principal functions of the PMU will be to carry out the overall programming and budgeting of Project activities, take the lead in implementation – in cooperation with implementing partners, service providers, infrastructure contractors, village and municipality councils and other beneficiary groups and institutions – and monitor and document Project progress.

6.4 Specifically, the PMU will assume the responsibility for generating the annual work plans and budgets (AWPBs) to be submitted to the PSC for review and approval and subsequently to IFAD for final approval. Likewise, the PMU will take the lead in the implementation of subcomponent 1.1, with support from the National Agricultural Research Centre (NARC) and NGOs, and in the procurement of civil works for sub-component 1.3. The PMU will also be responsible for implementation of activities related to wadis land development, conservation agriculture, and rangeland rehabilitation under sub-component 1.2. NGOs will be competitively contracted for the implementation of

other activities under sub-component 1.2 and for the implementation of component 2. FAO will be the main implementing partner for component 3.

7. Mid-Term Review (MTR). Towards the end of the third year of implementation, a MTR will be jointly organized by Government and IFAD. Government shall first take the lead in conducting an assessment of Project overall implementation. On that basis, the Fund shall carry out a mid-term review, covering among other things an assessment of: (i) the physical and financial progress as measured against AWPBs; (ii) the performance and financial management of implementing partners; (iii) the efficacy of the institutional development and capacity building activities; (iv) the progress in infrastructure investments and testing and upscaling of new land development models; (v) the establishment and functionality of the multi-stakeholders rural platforms; (vi) the efficiency of the investment grant mechanism; etc. IFAD will then present a report on mid-term review with conclusions, corrective actions to be taken to address potential performance gaps, as well as recommendations for the MoA.

8. Project Completion Review (PCR). Ideally before the RELAP completion date but no later than 3 months after project closing, a PCR will also be jointly organized by Government and IFAD. The PCR will focus on assessing the relevance of Project interventions, implementation effectiveness and efficiency, outreach and targeting, the likelihood of sustainability of Project benefits and the potential for upscaling and replication. The PCR also aims at generating and documenting useful lessons from implementation that will help improve future programming or policies.

9. Project Implementation Manual (PIM). Based on the draft PIM produced during design (Appendix 11 of the Project Design Report), the PMU shall finalize a PIM acceptable to the Fund and submit it for approval to the PSC. The PIM will comprise of three parts: (i) the administrative, accounting, financial and procurement part; (ii) the operations/implementation part; and (iii) the monitoring and evaluation (M&E) part. When so approved, a copy of the PIM shall be provided by the PMU to the Fund. The PIM may be amended when necessary to introduce clarification in procedures, eliminating constraints for implementation or facilitating access of producers to the Project services.

Schedule 2

Allocation Table

1. Allocation of Grant Proceeds. The Table below sets forth the Categories of Eligible Expenditures to be financed by the IFAD Grant and the OFID Grant; the allocation of the amounts of the Grants to each Category, and the percentages of expenditures for items to be financed in each Category:

Category	IFAD Grant Amount allocated (expressed in thousands USD)	OFID Grant Amount allocated (expressed in thousands USD)	Percentage of Expenditures (all net of Taxes and Government and Beneficiaries' contributions)
1. Consultancies	1 075	90	100%
2. Goods, Services and Equipment	420	5	100%
3. Trainings & Workshops	660	35	100%
4. Works	920	845	100%
5. Salaries, Allowances and operating costs	1 260	25	100%
Unallocated	231		
Total	4 566	1 000	

2. Start-up Costs. Withdrawals in respect of expenditures for start-up costs incurred before the satisfaction of the general conditions precedent to withdrawal will be authorized for expenditures related to: recruitment of the PMU contracted staff and salaries for first 3 months; start-up workshops; installation of the accounting software; drafting of the Project Implementation Manual (PIM); procurement of the IT equipment and the project vehicle; selection of the implementing partners (NGOs); and baseline survey. Such expenditures shall not exceed an aggregate amount of USD 200 000.

Logical framework

Objectives and expected results	Indicators	Targets				Means of Verification			Risks
		Baseline data	Y1	Midterm	Y6	Source	Frequency	Responsib.	
Goal: To improve the resilience, land security and livelihoods of rural producers' households in selected villages of the West Bank.	Number of beneficiaries reporting an increase in revenues of:					(i) Baseline and impact surveys; (ii) Sample of farmers' records	(i) Y1, Y3 and Y6; (ii) Annually	PMU	Sudden increase in prices may cause an increase in households' expenditures and override economic resilience benefits.
	<ul style="list-style-type: none"> At least 20% from agriculture for 75% of the 4 500 targeted farmers (component 1) 	n/a	n/a	1 350	3 375				
	<ul style="list-style-type: none"> At least NIS 2,293/month for 70% of 900 investment grant beneficiaries (sub-com 2.2) 	To be collected in Y1	n/a	180	630				
	Number of targeted households (all components) with enhanced resilience to climate change ^(A)	To be collected in Y1	n/a	9 000	24 000	Baseline and impact surveys	Y1, Y3 and Y6	PMU	
Development Objective: To increase climate resilience, land productivity, agricultural production and marketing opportunities for smallholders and landless rural poor	Number of households reached and supported	0	1 231	24 154	30 000	Annual outcome surveys (AOS)			Volatile economic and political situation disrupt project implementation. Severe droughts may cause low agricultural productivity or production. Mobility restrictions may disrupt production and marketing.
	Number of supported households (subcomponent 1.2) reporting increase in production ^(RIMS)	n/a	0	265	1 590	AOS	Annually, starting Y2	PMU	
	Number of hectares of land brought under climate-resilient management ^(RIMS)	0	0	955	1 800	Implementers' activity report	Annually	PMU	
COMPONENT 1									
Outcome 1: Enhanced smallholders' and livestock keepers' access to productive agricultural land and water	Number of supported farmers reporting reduced water shortage vis-à-vis production needs ^(RIMS)	n/a	0	795	2 20	AOS	Annually	PMU	Delays in the selection or contracting of implementing partners may cause implementation delays. Political interference in the local beneficiaries' selection process may cause mis-targeting
	Number of farmers and livestock keepers reporting adoption of climate resilient practices ^(RIMS)	0	0	1 325	2 120	AOS	Annually	PMU	
Output 1.1: Unproductive land is developed using climate-resilient techniques	Number of ha of reclaimed or rehabilitated land areas (both agricultural land and rangeland) that became suitable for agricultural use ^(MOA) :			955	1 800	Implementers' activity reports	Annually	PMU and implementers	
Output 1.2: Men and women smallholders are provided with legal support to obtain land property titles	Number of persons provided with legal support to obtain formal land title ^(B)	0	0	20	40.	Implementers' activity reports	Monthly	PMU and implementers	Social or family pressure prevents women from seeking project support Long court delays
Outcome 2: Enhanced smallholders' physical access to markets	Number of farmers whose land holdings are connected to constructed or rehabilitated road ^(B)	0	0	2 550	4 500	AOS	Annually	PMU and implementers	Difficulties in identifying land development beneficiaries living close to one another may inflate costs or result in lack of road access for some Component 1.1 benef.
Output 2.1: Market-access rural roads are constructed or rehabilitated.	Number of km of roads constructed or upgraded ^(MOA, RIMS)	0	0	25	100	Implementers' activity reports	Monthly	PMU and implementers	
COMPONENT 2									
Outcome 3: Increased marketing and business opportunities for farmers, rural producers and traders	Number of traders, rural producers and brokers with improved marketing opportunities ^(B)	0	0	3 326	6 50	AOS	Annually	PMU and implementers	Farmers' reluctance to use new marketing channels Traders' reluctance to join competitors in MRP may hinder results

Objectives and expected results	Indicators	Targets				Means of Verification			Risks
		Baseline data	Y1	Midterm	Y6	Source	Frequency	Responsib.	
Output 3.1: Multi-stakeholders' rural platforms (MRP) are established and facilitated	Number of micro-entrepreneurs receiving agricultural business development services ^{(MOA, RIMS) (B)}	0	0	1 675	1 675	Implementers' activity reports	Monthly	PMU and implementers	Lack of facilitation skills by implementers may jeopardize MRP's success.
Output 3.2: Village-level collection centres are rehabilitated/constructed, with functional management bodies.	Number of collection centres constructed ^(RIMS)	0		11	11	Implementers' activity reports	Monthly	PMU and implementers	Difficulties in identifying suitable municipal land Political influence may result in selection of unsuitable location.
Outcome 4: Enhanced income-generating capacities for poor, unemployed and landless rural youth and women.	Number of supported (existing) micro-enterprises reporting an increase in profit ^(RIMS)	0	0	1 172	1 507	Annual outcome surveys	Annually	PMU and implementers	Social or family pressure prevents women from seeking project support. Husbands' capture of women's benefits.
Output 4.1: Targeted, poor rural youth and women provided with investment grants and business skills training.	Number of persons receiving investment grants and receiving BDS ^(B)	0	0	675	900	Grants' management committee reports	Monthly	PMU and implementers	The lack of reliable data on applicants' income, may cause mistargeting
COMPONENT 3									
Outcome 5: Enhanced access by farmers and rural producers to practical agro-meteorological information	Number of supported farmers and livestock owners reporting accessing and using agro-climate information bulletins	n/a	0	15 000	27 000	AOS	Annually	PMU	Difficulties in tracking the total number of households accessing agro-meteorological information in the project target area, may be an obstacle to the proper measurement of results.
Output 5.1. New weather stations installed and equipped, with relevant staff trained in their proper operation	Number of agro-metrological stations installed and equipped	0	0	12	12	Implementers' activity reports	Monthly	PMU and implementers	
Output 5.2. Farmers have received technical advices in their adoption of climate resilient agriculture practices and are provided with regular agro-climate information	Number of farmers receiving technical advices, by topic ^(B)	0	1 231	17 847	30 000	Implementers' activity reports	Monthly	PMU and implementers	
Outcome 6: Strengthened institutional and technical capacities for the implementation of the "Action Plan for improving the Institutional Framework for CC in Palestine"	Percentage of action plan activities fully implemented	0%	0%	40%	70%	Implementers' activity reports	Quarterly	PMU and implementers	Insufficient cooperation between MoA, EQA and FAO could jeopardize results.
Output 6.1: MoA and governorates have capacities to mainstream climate change adaptation measures in working/operational procedures	Number of governorates that have included climate change adaptation measures in annual planning, budgets, programs, and monitoring	0	0	4	11		Monthly		

(A) Indicator on climate resilience on beneficiary households will be monitored using a resilience score card as explained and presented in SECAP note of the project design document.

(B) Data for these indicators will be disaggregated by sex (number of men and women to be reported separately) and age group (number of youth to be reported separately).