



**PALESTINE<sup>1</sup>**

**EU COUNTRY ROADMAP FOR  
ENGAGEMENT WITH CIVIL SOCIETY**

**2014 - 2017**

**Approved by: Heads of EU Missions in Jerusalem and Ramallah**

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<sup>1</sup> 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.

## INTRODUCTION

*The Commission Communication “The Roots of democracy and sustainable development: Europe’s engagement with Civil Society in external relations”<sup>2</sup> envisages the elaboration of EU Roadmaps for engagement with Civil Society at country level. Conceived as a joint initiative between the European Union and the EU Member States, Roadmaps aim to strengthen the EU strategic engagement with civil society in EU partner countries.*

*The Communication gives a definition of what the EU means by Civil Society Organisations (CSOs). The concept of “CSOs” embraces a wide range of actors with different roles and mandates. Definitions vary over time and across institutions and countries. The EU considers CSOs to include all non-State, not-for-profit structures,<sup>3</sup> non-partisan and non-violent, through which people organise to pursue shared objectives and ideals, whether political, cultural, social or economic. Operating from the local to the national, regional and international levels, they comprise urban and rural, formal and informal organisations. The EU values CSOs’ diversity and specificities; it engages with accountable and transparent CSOs which share its commitment to social progress and to the fundamental values of peace, freedom, equal rights and human dignity.*

*In related Council Conclusions<sup>4</sup> EU Member States welcomed the new EU strategic support to local civil society and the Roadmaps. EU Member States expressed their engagement to the definition of country Roadmaps in cooperation with EU Delegations, and stressed that Roadmaps shall be developed taking into account the views of local civil society and existing coordination structures.*

*The European Parliament endorsed the process in its October 2013 Resolution “Local Authorities and Civil Society: Europe’s engagement in support to development”,<sup>5</sup> by welcoming the envisaged more ambitious partnership with Civil Society Organisations.*

*The purpose of the Roadmaps is to identify long-term objectives of the EU cooperation with local Civil Society Organisations as well as to develop a common strategic framework for the engagement of EU with civil society at country level, in order to strengthen the local civil society contribution to governance and development of hosting countries, as well as to improve the impact, predictability and visibility of EU actions.*

*Roadmaps concern countries in Latin America, the Caribbean, Africa, Asia, Pacific and the Neighbourhood region and are endorsed at the level of the EU Heads of Mission.*

Palestine has been characterised by territorial, legal and political fragmentation – where East Jerusalem is under Israeli control, Hamas rules the Gaza Strip and Fatah the West Bank. This fragmentation has had an impact in the recognition of civil society actors and their role in development, as well as their participation in policy dialogue, setting and monitoring of public policies and services.

For the purpose of this Roadmap, local Civil Society is mainly referring at associations and organisations as defined by the Palestinian Law “Charitable Associations and Community Organisations” (Law 1/2000):

*“Any charitable Association or Community Organization with an independent judicial personality, established upon an agreement concluded among no less than seven persons to achieve legitimate objectives of public concern, without aiming at attaining financial profits to be shared among the members or achieving any personal benefits”.*

<sup>2</sup> COM(2012) 492 final. URL: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2012:0492:FIN:EN:PDF>

<sup>3</sup> They include membership-based, cause-based and service-oriented CSOs. Among them, community-based organisations, non-governmental organisations, faith-based organisations, foundations, research institutions, Gender and LGBT organisations, cooperatives, professional and business associations, and the not-for-profit media. Trade unions and employers’ organisations, the so-called social partners, constitute a specific category of CSOs.

<sup>4</sup> Council Conclusions (14535/12): <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2012:0492:FIN:EN:PDF>.

<sup>5</sup> <http://www.europarl.europa.eu/sides/getDoc.do?type=TA&language=EN&reference=P7-TA-2013-432>

# 1. STATE OF CIVIL SOCIETY

## 1.1. ENABLING ENVIRONMENT

### Legal Framework

In the West Bank and Gaza areas under control of the Palestinian Authority (PA), the "Law of Charitable Associations and Community Organisations" (Law n° 1, Year 2000) is considered as the main regulatory framework for charitable associations and organisations under the supervision of the Ministry of Interior.

The Law 1/2000 formalises the right of Palestinian citizens “to practice social, cultural, professional and scientific activity in all freedom, including the right to establish and run Associations and Community Organizations” (Article 1).

The Law defines the following aspects: what is to be considered as an association and organisation; a community activity; the procedure for registration by the Ministry of Interior; the obligations and entitlements of the associations; modalities and reasons for dissolving an association.

The implementation of Law 1/2000 is difficult in Palestinian territories under the Israeli control following the Oslo Agreement. In East Jerusalem (illegally annexed by the Israel Government in 1980), Palestinian organisations are bound by the "Israeli Law of Association" under the Israeli Ministry of Justice and organisations have to register with and report to two authorities to be considered legal by each. In Area C, the Israeli control poses challenges to the organisations' which are often constraint by Israeli imposed measures, such as movement restrictions or reporting requests on projects and activities.

In Gaza, organisations have been subject to special requirements imposed by the Hamas de facto authority, which are restricting their activities for example by requesting them to obtain permits from the General Police Command for organising public activities or events, or by pressuring for more detailed information on the organisation under threat of a dissolution.

Based on the experience of other countries and with the support of international aid, Palestinian organisations promoted the establishment of a self-regulatory framework in the form of a Code of Ethics (CoE). The Palestinian Coalition for the Code of Ethics, whose Secretariat was hosted by the NGO Development Centre (NDC),<sup>6</sup> facilitated the formulation of the Code in 2006 after consultations with more than 250 Non-Governmental Organisations (NGOs) and other stakeholders. The CoE sets out ethical values and principles, NGOs are expected to comply with. In 2008, the CoE was further developed into a Code of Conduct (CoC), which was adopted by the Arab League as a model for Arab countries. The CoC is owned by the NGOs and promoted by unions and networks, but it is not yet fully operationalised and monitored.

In July 2010, a new law was adopted to regulate the work of Palestinian cooperatives under the Ministry of Labour.

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<sup>6</sup> The NGO Development Center (NDC) works “towards the development of the NGO sector as a whole by facilitating the sharing and exchange of information and experience; by supporting research and policy development; and by strengthening the NGO sector relationships with the development partners”. URL: [www.ndc.ps](http://www.ndc.ps).

The different legal frameworks regulating Palestinian civil society sector pose challenges to the organisations' ability to operate in an effective and sustainable way.

Against this context, the Law 1/2000 is subject to debate for further improvements (e.g. clear implementing regulations). On the one hand, the PA led by the Ministry of Interior, is asserting greater authority and control over the civil society. For the PA, the issue of coordination between civil society and public authorities is not well defined; no monitoring mechanism exists over the activities carried out by NGOs and their impact; and allegedly NGOs often hide specific political interests or even private interests. On the other hand, organisations and charities would like to enjoy greater autonomy and independence, calling for a more effective implementation of the law (i.e. reduction of the bureaucratic delay for NGO registration). Both, CSOs and public authorities consider the Law 1/2000 inadequate to guarantee the quality of the organisations and their actions. Both sides call for greater attention to be paid to corruption and internal governance of civil society actors.

### **Organisational and financial sustainability**

The obligation of civil society actors to register has produced a proliferation of registered organisations and increased difficulty in distinguishing and identifying different kinds of associations. As a matter of fact, the only difference in registration is among organisations based on “voluntary work” and organisations using paid workers. However, increasingly “voluntary work” is paid and an increasing number of small local organisations (family run) tend to self-define themselves as NGOs in order to access donor funds, which is the main source of financing of the organisations.

The proliferation of registered organisations weakens the possibility to verify the quality of actions and internal governance. The law makes binding to submit reports to the competent ministry and former studies covering a number of selected NGOs seems to point out that the majority of NGOs are committed to transparency in their activities through annual and financial reporting. However, the issues of representativeness and membership of each organisation, the organisational and regulatory abilities, the regularity on events and activities and the cooperation and coordination amongst them are all of importance to comply with the internal governance. While this activity can be performed by the Ministry of Interior for a relatively small number of organisations, it became an impossible task when these organisations number in the thousands and have different features.

Organisations are highly dependent on foreign funding, which constitute a large share of both public budget and civil society resources. This dependency limits the financial sustainability of the organisations and their ability to define long term strategic planning, making them vulnerable to policy priorities that could not be eventually in line with the Palestinian national development plan.

### **Participation in public life**

Most relations between the political authorities and the CSOs occur both in the West Bank and in Gaza with little reference to the existing legal framework.

Over the years, the division between the West Bank dominated by Fatah and the Gaza Strip ruled by Hamas has created further burdens for the civil society sector, as CSOs associated with one or the other political movement can be subject to retaliatory measures by the authorities. The civil society claims an increasing tendency of both authorities, in the West Bank and the Gaza Strip, to

control/limit CSOs activities. The independence and impartiality of the civil society sector is compromised where the authorities are successful in instrumentalising them politically in one way or another. Authorities' restrictions on CSOs and some abuse in the law implementation (e.g. application of security clearance to members for registration, confiscation of assets in case of forced closure; new requirements in Gaza as for instance on exit permits for staff) continue to restrict their capacities and effectiveness.

In 2012, a Presidential decree established a "NGO Affairs Commission" with the aim of organising NGOs relations with the PA. The Commission is not yet operational and its mandate has not been clearly defined. Civil society, including unions and networks, and the Independent Commission for Human Rights have questioned the establishment of the Commission.

The Israeli occupation and the measures imposed on Palestinians (movement restrictions, separation barrier, Area C under Israeli civil and military control, closure of the Gaza Strip, restricted access to Jerusalem, land confiscation, settlements) restrict very much the work and the operational capacity of Palestinian NGOs. This is particularly exacerbated in East Jerusalem, where Palestinian NGOs face a continuous threat of closure by Israeli authorities, limited access to resources and a higher financial burden to carry out their activities due to the isolation.

## **1.2. PARTICIPATION AND ROLES**

### **Participation in public policy formulation**

In the recent years, there has been a slow-down in Palestine in the pace of democratic development with national electoral processes stalled, and little progress as regards democratic accountability and oversight. Palestine is in need of renewed efforts to develop robust democratic institutions and to reinforce the ways in which citizens and civil society actors can participate in public decision-making.

Civil society in Palestine is increasingly called on to play a role as policy actor, participating in the setting of policies and assuming a special function in monitoring and assessing the implementation of laws and policies by the Palestinian Authority.

Although modalities for NGOs participation in national planning process are in place (e.g. workshops, consultations and meetings), they are deemed as 'superficial' by the civil society, which considers limited and moderate its influence on policy formulation, legislation and budgeting. There is no legislation to regulate national decision-making and planning processes.

Until 2009, civil society did not participate in planning processes. Dialogue between political authorities and CSOs has been difficult, because of the lack of reciprocal trust and by the attempts of political authorities to control civil society activities and policies.

A positive change took place with the National Development Plan 2011-2013, where participation of civil society in the sector strategies was allowed, but without inclusion in the National Development Plan as whole and in related planning phases.

Civil society could participate in the formulation of the National Development Plan 2014-2016. Participation was focus on the sector strategies and mostly limited to big NGOs located at the centre of the West Bank. The quality and type of participation was affected by weak preparedness

of organisations in playing a proactive role in the process: poor technical abilities, limited coordination and cooperation among civil society actors.

Gender, human rights and agriculture/rural development are the three policy areas, where civil society is mostly active in. While NGOs have a limited capacity to promote economic development and to address socio-economic distortions caused by the market, even if CSO representatives are part of the tripartite committee created to ensure social dialogue.

A focus on citizenship and on the representation of citizens' considerations in state-building could be a potential field of actions for the Palestinian civil society. This would imply a series of new competences, such as: increasing the participation both to policy setting (providing the PA with information and knowledge, facilitating the integration of citizens' perspectives in public policies); monitoring of public policies and services at the national and local levels while claiming for greater transparency and accountability of public authorities. Of course, this would imply an effort for civil society to cooperate with public authorities beyond service delivery, as well as the willingness of authorities to establish invited spaces for policy dialogue with civil society actors.

### **Transparency and accountability: civilian oversight**

In Palestine, the ability to hold those who govern to account (“watchdog” function) is particularly important in the absence of the Parliament (the Palestinian Legislative Council has not been functioning since 2007), in order to achieve an extent of accountability.

Civil society participation in budgeting processes (analysis, proposals, monitoring and tracking of public revenues and expenditures) is still very limited, with some improvements reached only during Fayyad government.

In some cases, NGOs have been reluctant to play an active role in the setting and monitoring of public policies, because of the political division between the Fatah-ruled West Bank and the Hamas-ruled Gaza Strip.

### **Service delivery**

Palestinian CS has emerged and grown in the absence of a State authority and to support the Palestinian population in the context of the Israeli occupation. This particular context has mainly shaped civil society development-oriented organisations as providers of basic social services, such as health, education and social protection, for Palestinian population.

After the establishment of the Palestinian Authority in 1994, a state structure started emerging, playing an increasing role in the management of basic and fundamental services. Consequently, the role of NGOs as service providers decreased; while they are increasingly called on to play a role as policy actor -participating in policy formulating, monitoring and advocacy for better public services and citizens' rights, etc.-. These two roles have not been always fulfilled in an optimal way.

Often NGOs have entered into competition with public authorities in services delivery for external financial resources and for beneficiaries (in fact, these are sometimes considered as clients, rather than as citizens with rights and basic needs). In this context, resources managed by NGOs are frequently perceived as “escaping” public authority control and producing consensus-building processes affecting the role public authorities.

Service provision by NGOs remains vital in locations out of PA control, especially in Area C and East Jerusalem.

### **Conflict prevention, peace-building and state-building**

Israeli occupation and the periodic armed clashes have produced a permanent condition of insecurity and emergency. In this fluid situation, Palestinian civil society has supported citizens in the absence of a Palestinian State, allowing Palestinians to resist occupation through relief activities. Furthermore, this has facilitated the creation of a “grassroots governance” in a situation in which political power was not allowed to exist. However, work according to emergencies has limited the possibility for Palestinian NGOs to develop institutional and operational capacities and to operate according to a long-term and sustainable basis.

Israeli occupation and conflict situation have produced a series of divisions within Palestinian civil society. First of all, the division between the organisations assuming the national perspective and struggling against Israeli occupation and those ones focusing on service provision avoiding direct engagement on “conflict related activities”. Another important division happens between organisations focusing their action on the resistance against occupation and those ones fostering peace-building.

Over the last years, due to the lack of common goals and political objectives among Palestinian civil society actors and pressures from the anti-normalisation movement, the willingness of Palestinian civil society to cooperate with Israeli partners has generally declined.

A further division follows the lines of Palestinian politics. NGOs have been accused of being affiliated to political parties and to factions thus causing in recent years a decrease of public trust in the civil society sector itself.

Another criticism to civil society concerns its bond with exogenous agendas (donors or PA) more than to organisations strategies responding to citizens’ interests and needs.

## **1.3. CAPACITY**

### **Legitimacy, credibility and internal governance**

Palestinian NGOs are experienced, flexible and capable of coping with social and political changes. They are diversified in terms of geography, target groups and sector coverage. One of their most relevant assets is the ability to capture community needs and develop successful models of addressing these needs on the ground, due to the existent linkages of the organisations and associations with local communities and grassroots organisations.

Overall the NGOs sector enjoys a high level of professionalism and independence from the public sector and is characterised by its continued willingness and desire to improve its financial and administrative procedures.

Palestinian civil society is structured according to the following four tiers or main organisational levels: the first level includes grassroots groups and community-based organisations; the second level is composed of NGOs and other intermediary organisations (e.g. no-profit resource centres, charities); the third level comprises the aggregation of CSOs focusing on a certain sector,

geographical area or a campaign; the fourth level consists of general aggregations of CSOs, such as the national civil society platforms.

### *First tier*

A vibrant civil society exists at the grassroots level, made up of grassroots groups and community-based organisations (CBOs) carrying out several types of activities, responding to local needs and preferences.

Formal institutional requirements are generally respected by CBOs, as most of them have an assembly and governing bodies that are functioning according to the organisations by-laws. In some cases and in addition to the formal bodies, informal committees or executive committees exist for facilitating the work of organisations. Despite these institutional features, often CBOs are very dependent on the personality of founders (a dependency that is increased by the small number of members CBOs normally have).

Together with the focus on service delivery and the dependency on external resources, the small number of members and the influence of one leader are factors contributing to the tendency to change the nature of CBOs to professionalised NGOs.

There is a strong linkage with communities and the willingness to respond to “community needs” is diffused, because of the involvement of community member in the organisations. Still, the existing legal framework and the reference to CBOs just as beneficiaries of NGO actions tends to reduce grassroots organisations visibility and public recognition as a relevant actor for governance and policy making.

### *Second tier*

The second tier of civil society actors can be identified with citizens' organisations, including those characterised by being permanent, having a formal status (which in the Palestinian situation is represented by registration) and a stable structure, supporting a group of beneficiaries that is larger than and different from “organisation members”.

Second-tier organisations are engaged in all sectors, from scientific and technological research to education (particularly focusing on special education or on higher – graduate and post graduate education) to health, agriculture, water and environment, human rights and democracy, gender, youth-related issues, peace building, etc.

Almost all organisations carry out “service delivery” activities, a smaller percentage is involved in advocacy activities, policy monitoring or in the work of policy dialogue at local and national levels.

Second-tier organisations have a formal status and an institutional structure, with establish long-term and strategic plan. Second-level organisations show in most cases long-term permanence. The presence of a large number of organisations with a long history implies the emergence of a generational issue. In most organisations the founders are still active and still play a leadership role. As a consequence, the change of (actual) leadership is difficult, so that often younger professionals tend to create new organisations (producing a proliferation of NGOs) or tend to follow new emerging professional opportunities, including in international CSOs. This produces a high staff turnover and a low capacity to retain skilled staff in Palestinian organisations.

### *Third tier*

The third level is constituted by coalitions of organisations focusing on a sector, a geographical area or a campaign.

As these organisations are often created for coordinating a specific action or for being a discussion forum on a special issue, the mandate and scope of these organisations are in most of the cases well defined and delimited. Moreover, the fact that these organisations maintain a completely or partially informal status obliges them to stick to their original mandate. When the scope of action changes or does not respond to the needs and expectations of members anymore, these coalitions are dissolved.

Coalitions do not have direct access to funding sources and are sustained by the resources of their member organisations.

#### *Fourth tier*

Fourth-level organisations consist of the general aggregations of CSOs, such as the national civil society platforms. In Palestine, there are four platforms: the Palestinian General Union of Charitable Societies (PGUS), the Palestinian NGO Network (PNGO), the General Palestinian Union for NGOs in Gaza (GPU) and the Palestinian National Institute of NGOs (PNIN).

These organisations involve only part of the Palestinian civil society organisations of 1st and 2nd level.

From the institutional point of view and from the perspective of transparency and accountability, the umbrella organisations seem to be in compliance with the “Associations’ Law” (in fact, they are more often scrutinized than other NGOs), and also with the “Code of Conduct”.

Despite the fact that platforms collect a large pool of resources in terms of knowledge, capacity and even financial resources, they are actually suffering from lack of resources (particularly, adequate permanent staff) and from limited engagement in member organisations in fostering a stronger role for umbrella organisations.<sup>7</sup>

#### Features common to the four-level civil society organisations

Links with their own constituency actually emerges as a major risk for Palestinian civil society actors. When organisations tend to adopt “service providers” as reference model, there is a risk that the organisation focuses on its own “sustainability”, rather than on the “common interest and needs” of the constituency. Recognising civil society and CSOs’ constituencies implies moving away from an approach based on “targeting beneficiaries” to an approach based on participation, supporting actual exercise of citizenship.

The poor monitoring of the quality and impact of the work of civil society is another concern, taking into consideration the fact that NGOs are becoming more and more project-oriented and less focussed on their mandate and objectives. Besides, this makes them vulnerable to policy priorities that could not be eventually in line with the Palestinian national development agenda.

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<sup>7</sup> The EU support to the four NGOs platforms has been instrumental in improving the relationship and cooperation among the networks as well as to foster the dialogue and partnership between EUREP and civil society networks.

In recent years, the scarcity of the foreign funding has resulted in a threat for Palestinian civil society, producing crises and conflict among organisations. The following phenomena can be considered indicators of these frictions:

- the proliferation of CSOs without a real constituency and without mid or long term vision;
- the competition for qualified human resources;
- the increasing dependency not only concerning financial resources but also concerning the setting of agendas and the identification of activities and projects;
- the growing tendency of organisations to act as simple “implementing agencies” or “contractors”;
- the widening of the gap among key organisations and those that were mainly created for implementing a project;
- a tendency of community-based organisations to adopt the shape and features of second-level organisations, so as to access available funds without the intermediation of other actors;
- a tendency of smaller organisations to perceive themselves in competition with others for financial resources, resulting in a reduction of inter-organisational cooperation and communication.

Palestinian civil society actors have come under attack for being corrupt and non-democratic. In general there is an absence of proper internal democratic structures and scrutiny, although organisations have sought to report their financial statements and prepare audit reports on an annual basis. Despite the increasing diffusion of the “Code of conduct”, participation, transparency, accountability and rotation of representatives inside the organisations remain limited. As a consequence, publication and disclosure of reports and information to the general public about their activities and resource management is still poor. Reports and information are regularly submitted and disseminated to donors, mainly in relation to the implementation activities funded by the donor rather than on the entire performance of the organisations.

### **Programme and project management**

Sustainability is a main weakness at programme and projects level. Reaching sustainable results is a challenge for the most part of the organisations, especially in Gaza. This is explained by the limits of the organisations for a long-term vision and the lack of real exit strategies regarding activities and the way these activities interact with CSOs' development.

At management level, this requires to enhance result orientation, both at the design phase and for the monitoring and reporting, by using objective verifiable indicators (OVI). Considering the impact of the conflict-related-obstacles, organisations would need to systematically follow up risk assessment matrix and enhance synergies.

Horizontal issues are also often disregarded. Gender mainstreaming is for instance still variably depending on the commitments of the partner institutions, even regarding the use of disaggregated data. Environment friendly approaches are uncommon.

### **Research and advocacy**

Research and outreach by NGOs and public authorities aiming at facilitating the recognition of local civil society are lacking.

### **Organisation, coordination and collaboration**

"*De facto*" division between the West Bank, Gaza Strip and East Jerusalem has prevented for the creation of a unified civil society vision and common position. The problems of competition, lack of coordination, duplication of work and fragmentation of efforts continue to exist within civil society sector, particularly among various civil society components (i.e. youth unions, women movements, students' organisations, trade unions, media, business associations, academic centres). In addition there is a weak complementarity between larger NGOs and grassroots communities, especially in rural areas.

Some improvements have been achieved in matters of coordination, overcoming the fragmentation and enhancing the organisations governance through the work of the four national platforms, which in March 2013 produced a *Strategic Framework to Strengthen the Palestinian NGO Sector (2013-2017)* in cooperation with the NGO Development Centre (NDC). The formulation of this sector strategy was made through an intensive consultation process with a wide range of NGOs in different regions of Palestine. The process ensured the ownership of the strategy by the civil society sector, which will be jointly implemented by the NGOs registered with the Minister of Interior.

In view of further elaborate a unified vision and common position of the Palestinian NGOs, a Coordination Council of Palestinian NGOs was established on 28 December 2013. The Coordination Council includes three of the four existing Civil Society Platforms (9 members, three members from each of the three platforms). The General Palestinian Union in Gaza decided not to join. The Coordination Council meets every three months.

In some cases, international CSOs have played a unifying role, facilitating a single project to be carried out in a coordinated way in the different areas of the Palestinian territories, with different local partners.

Some believe that there has been a relative improvement when it comes to coordination with public authorities.

Palestinian civil society actors have established and maintained partnership relationships with different kind of actors, such as other Palestinian civil society organisations, international CSOs, multilateral organisations, public authorities, local authorities and private sectors.

### **International Civil Society Organisations operating in Palestine**

The total number of international civil society organisation (ICSOs) operating in Palestine is not known, as different numbers are sometimes suggested, from over 100 to over 200. Actually, the number of ICSOs changes if only those having an office Palestine are considered or if only those providing funds are included. About 80 ICSOs have implemented activities and provided funding and long-term engagement in Palestine through the Association of International Development Agencies (AIDA).<sup>8</sup>

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<sup>8</sup> AIDA is a membership-based body having mainly coordination functions that was founded in 1995. AIDA is currently organised in subcommittees concerning the main intervention areas of ICSO in West Bank and Gaza Strip, such as advocacy, health, agriculture and education. URL: [www.aidajerusalem.org](http://www.aidajerusalem.org).

Over the years, ICSOs operating in Palestine have played different roles, including:

- Advocating for the Palestinian cause at international level;
- Direct implementation of local development projects, relief activities and service delivery, often mobilising or assuming local CSOs as implementing partners at local (village) level;
- Provision of funds to Palestinian CSOs, including both project funding and core funding;
- Project based partnerships with Palestinian CSOs, involving the direct intervention of international partners in the delivery of activities or services;
- Setting up of long-term, strategic partnerships, in which the international partners has provided "core fund" and/or technical assistance to local partners based on "institutional development plans" or "strategic plans";
- Promotion/participation in international or regional project-based partnerships, using international funds and sometimes involving organisations from Israel and other neighbouring countries.

Direct involvement in activity implementation and the engagement (mainly with a leadership role) in project-based partnerships and funding (sometimes channelling bilateral agencies funds) are the most frequent activities, particularly because of the restrictions on movement for Palestinian organisations. In some cases, ICSOs directly involved in activity implementation or in the management of short-term partnerships with local CSOs carrying out a kind of bridging action, facilitating the access of local CSOs to knowledge and innovation, international networks and funding opportunities. Also, in some few cases, ICSOs have directly played a "political role" protecting local CSOs from political risks and -even in some cases- "legitimizing" and recognising first-level organisations as relevant policy actors at the local level.

These actions and roles seem to be scarcely recognised by local CSOs. When talking about ICSOs, Palestinian organisations have reported the following aspects:

- Competition in fund raising - ICSOs are blamed for having a greater capacity in project formulation and in administrative management, that results in unfair competition in the accessing international funding opportunities;
- Orientation of ICSOs to create "unbalanced" partnerships, in which local organisations are mostly involved as providers of workforce;
- Competition in the recruitment of human resources, as ICSOs can offer better wages than those of local organisations;
- Tendency to impose agendas and approaches coming from abroad and little adapted to local conditions;
- Local partners are maintained in a dependency situation, as most of the time ICSOs are the channel for accessing international donors' resources. Therefore, local autonomous capacities and conditions to access resources are not developed.

- Limited coordination exists among ICSOs and local CSOs – even if in certain sectors strong cooperation initiatives exist, such as human rights or education. There is not a common umbrella.

## **2. CURRENT EU ENGAGEMENT**

### **1.1. STRUCTURED EU DIALOGUE WITH CIVIL SOCIETY**

Most part of the EU members have established dialogue mechanisms with Palestinian civil society in individual bases.

Since 2010, EUREP has established and maintained a structured dialogue with civil society in the framework of the ENP process and the programming processes. The involvement of Palestinian civil society has been ensured through the organisation of workshops, consultations and information sessions in West Bank, in Gaza Strip and in East Jerusalem.

Policy dialogue with civil society takes place regularly to discuss relevant issues of the EU/PA Action Plan, the ENP package and, more importantly, to prepare the EU/PA sub-committees which take place every year in 6 domain, promoting in that way the participation of NGOs in domestic policies. Prior to relevant EU/PA sub-committees, a consultation with civil society is organised, both in West Bank and Gaza, to discuss civil society main priorities and concerns in the concerned area. These consultations provide inputs from the civil society to the EU/PA policy dialogue in a wide range of sectoral policies, mainly relating to human rights, rule of law, governance and social affairs. After the EU/PA sub-committee, a debriefing with the civil society is organised to ensure follow-up.

Contacts are also regularly maintained with civil society organisations to discuss specific policy issues (e.g. gender based violence) or concerns (e.g. Gaza de-facto authorities' new requirements) or monitor conflict evolution. These contacts can take place in coordination fora or individually.

Most of the EU Member States (BE, DK, DE, ES, FR, IE, IT, NL, SE, UK), together with Norway and Switzerland, have established dialogue mechanisms with Palestinian civil society (e.g. consultations, workshops) to discuss their multi-annual strategic plan, their projects/programmes and the civil society relations with the PA. These dialogue mechanisms provide policy dialogue between the EU and the PA with inputs from civil society in a wide range of sector policies (e.g. human rights, gender equity, rule of law and governance, etc.).

### **1.2. POLICY DIALOGUE FOR AN ENABLING ENVIRONMENT**

While generally speaking the enabling environment for civil society is quite positive, at least according to regional standards, EUREP and the EU Member States have remained vigilant. In particular, the EU concerns with regard to freedom of association and of expression have been conveyed to the Palestinian authorities as appropriate.

In relation to the establishment of an "NGO Affairs Commission", generally perceived by the civil society as a means of control, EUREP and NL have raised some concerns in their contacts with the Palestinian Authority.

During all 2013, pressure has been put by EU on the Palestinian Authority to ensure a gender mainstreamed participatory approach for the definition of the Palestinian National Development Plan (2014-2016).

Most of the EU Member States have expressed their concerns about civil society during their annual meeting with the PA. Some of them have used their leverage in a specific sector (e.g. IT on gender issues) to defend a space for civil society.

Whenever projects funded face difficulties in their implementation because of interference from public authorities, the relevant EU Member State/EUREP has *ad hoc* consultations with the PA to overcome the difficulties. Despite these *ad hoc* meetings essentially focus on concrete operational issues related to specific projects; EU put emphasis on the importance of preserving a *de facto* enabling environment for Palestinian civil society.

### 1.3.MAINSTREAMING CIVIL SOCIETY

Civil society mainstreaming in the EU cooperation is a way to ensure an inclusive approach focusing on citizens, acknowledging and supporting their roles and responsibilities as well as promoting their rights and democratic culture and values at all levels.

Since 2010, civil society has been associated to EU programming and monitoring exercises. In 2013, mainstreaming civil society became one of the principles of the EU Local Strategy on Development Cooperation in Palestine.

At EUREP level, since 2010, civil society has been largely consulted on all the civil society oriented programmes and instruments (e.g. Thematic Programme “NSA-LA in Development”; EIDHR; Partnership for Peace, East Jerusalem Programme), to discuss strategic priorities, objectives and/or future recommendations.

In 2013, during the programming of the Single Support Framework (2014-2015), EUREP largely consulted with Palestinian civil society, in West Bank, Gaza and East Jerusalem. It is to note that the SSF mainstream civil society into all sectors of intervention, including mainstreaming of the civil society programmes within two of the sectors of concentration. The support provided through the country allocation for European Instrument for Democracy and Human Rights (EIDHR) will be mainstreamed into the focal sector 1 (support to good governance). The Thematic Programme “Civil Society Organisations and Local Authorities” (CSO-LA TP) will be mainstreamed support to private sector and economic development (focal sector 2). Both programmes will continue giving priority to populations' needs in Gaza Strip and Area C, encouraging initiatives respectively on complementarity with civil society actions to focal sectors 1 and 2. In particular, EIDHR will promote respect for human rights of vulnerable groups, fundamental freedoms and international humanitarian law. The CSO-LA TP will focus on income-generating activities and employment initiatives targeting women and youth (including people with disabilities). In addition it is foreseen to continue providing Palestinian civil society with funds based on their right of initiative to undertake specific activities (e.g. advocacy, opening or enlargement of spaces of dialogue, monitoring of public authorities, service delivery, etc.), to invest in organisations' capacity development, as well as to promote alliances and platforms, with the objective to help strengthen civil society role and capacities in Palestine's processes of governance and development.

Consultations are regularly organised, again in West Bank, Gaza and East Jerusalem, to discuss and share findings, conclusions and recommendations of external and in-house evaluations (e.g. external evaluation of the implementation of the Thematic Programme “NSA-LA” 2007-2013 in Palestine, Court of Auditors Performance audit, review of the 2008-2013 EU/PA cooperation). Since 2013, CSOs platforms are taking a leading role for ensuring the representativeness in such

consultations. Information sessions and capacity building workshops are often organised by the EUREP to ameliorate the capacities of the CSOs to participate and monitor EU programmes.

Mainstreaming civil society within EU Member States programmes has remained limited so far. Some Member States consult civil society to take into consideration civil society views before preparing their Multi-Annual Strategic Plan. Member States look for the participation of the civil society in the fields of intervention where civil society could be a key actor for change (i.e. gender, human rights, local development).

## **1.4.COORDINATION**

### **EU internal coordination**

Civil society matters are discussed at the relevant EU coordination meetings, such as EU Heads of Mission, Heads of Cooperation and Heads of Political Sections, including EU Humanitarian Office (ECHO) and EU missions present in Palestine, such as EUPOL COPPS. In addition, different EU interest or working groups exist to coordinate and discuss on specific themes (e.g. gender, Area C, PEGASE, East Jerusalem). When necessary Palestinian civil society representatives are invited in *ad hoc* manner to participate in the coordination meeting to discuss specific issues, both concerning civil society sector (i.e. restrictions to civil society in Gaza by the de-facto authorities, EU guidelines on the eligibility of Israeli entities in the territories occupied by Israel since June 1967) or particular issues (i.e. Area C, the Arab Peace Initiative, settlements, human rights violations).

At operational level, the coordination with EU Member States is framed by the EU Local Strategy on Development Cooperation (LDS), endorsed by the EU Head of Missions in October 2011 and updated in June 2013 as follow up of the May 2012 Foreign Affairs Council Conclusions. The strategy outlines the political and operational framework conditions for operating in Palestine. It establishes the principles for the EU cooperation in Palestine and EU division of labour. It is an important step towards EU joint programming.

The EU LDS takes stock of discussions and commitments that have taken place at both global and local level, including the September 2012 EC Communication "Roots of Democracy and Sustainable Development: Europe's Engagement with Civil Society in External Relations". Within this framework, there exist some tools which facilitate an operational coordination and exchange of information on civil society support: 1) joint sector strategies, which are to be developed under the guidance of the relevant EU lead donor (e.g. EU local strategy on Gender Equality and Women Empowerment); 2) the development of EU matrixes on support provided (e.g. operations in Area C; in East Jerusalem, on gender and on support to civil society sector); 3) on line discussion groups hosted by Capacity4Dev (e.g. discussion group on gender); 4) mappings (e.g. 2012 mapping on EU donors strategies on Gender; 2011 civil society mapping).

### **Coordination with the Palestinian Authority and other donors**

The coordination with the Palestinian Authority, the other donors and the international agencies and civil society is done through the Local Aid Coordination Secretariat (LACS) and supported by four Strategy Groups and 13 Sector Working Groups that largely mirror the structure of the key programmes set out in the Palestinian National Plan (2014-2016). Each EU Member State co-chairing one of the 13 sector working groups is encouraged to mainstream the issue of gender and civil society in the discussions.

## 1.5. LESSONS LEARNT

There has been a fully EU recognition of Palestinian civil society not only as service providers or implementers of EU strategies, but also as key political actors in the governance and development processes. Such recognition implies that engaging in a structured dialogue with civil society has become a specific priority for the EU, as a way to make development strategies closer to citizens' perspective and needs, as well as more effective and sustainable.

The structured dialogue with civil society implemented since years within the ENP process and the organisation of workshops, consultations and information sessions in West Bank, the Gaza Strip and East Jerusalem have had a positive impact on the EU's credibility to support Palestinian civil society and to promote networking among local civil society actors.

The support provided to the four Palestinian NGOs Platforms under the Civil Society Facility has been instrumental in improving the relationship and cooperation among the networks as well as to foster the dialogue and partnership between EUREP and the civil society networks.

EUREP has conducted several external evaluations from which some lessons on EU engagement towards civil society can be learned. Some EU Member States (SE) have also reviewed their support to the civil society.

The 2011 EU Civil Society Mapping Study noted that Palestinian civil society is a main actor in basic service provision and support to needy populations in the West Bank, Gaza Strip and East Jerusalem and that civil society is not effectively engaged in the setting and monitoring of public policies and public services. As a general recommendation to the different stakeholders, the Mapping Study calls for a shift towards a greater integration of service delivery activities with participation in governance at the local and at national level, involving civil society's increased engagement in the policy setting process, in the monitoring of policy implementation and public service management, in the setting and functioning of local and national councils on development, and in supporting civic participation in decision making. When it comes to EU future support, the Mapping Study included some suggestions towards widening the impact of civil society actions, such as adopting measures aimed at: increasing policy awareness of CSOs; promoting an increase of the strategic relevance of their activities; fostering the development of CSOs' roles and functions that are consistent with their nature and their levels; fostering "priority action" not only at each level of CSOs, but also focusing on sectors, according to existing opportunities and needs.

The 2011 EIDHR Review noted that a balance should be given to the needs of NGOs and also to the needs of community-based organisations (CBOs). Subcontracting from NGOs to CBOs should not aim to raise the capacity of CBOs to compete with NGOs, but to complement each other through which CBOs should concentrate on community mobilisation and promoting the community activities, while the NGOs could provide the technical assistance to these CBOs. In a similar track local NGO and platforms have repeatedly insisted that INGO should not compete with them but work complementary through local partners.

The 2011 Sida report on support to civil society noted that local NGOs receiving funding from Sida should intervene more with the PA Ministries to push forward the agenda to achieving the rights of vulnerable groups. In addition local NGOs needs to influence other donors funding agendas to become more inclusive in line with local priorities.

The 2012 Evaluation of the EU support to East Jerusalem also calls for sharing information and disseminating best practices, and notes that where possible projects should be given longer timeframes and second phases should be planned and agreed before the end of the project to ensure continuity. The evaluation requires projects to place more emphasis on sustainability and encourages deeper coordination, particularly within the programme, such as joint strategies and encouraging working groups between projects to find and develop ideas for collective action rather than simply avoiding duplication.

The 2013 External Evaluation of the Thematic Programme "NSA-LA in Development" as implemented in Palestine (2007-2012) shows that there has been a shift from NGOs as service provider in the first calls to NGOs as partners for governance issues (e.g. local development planning). Among the "positive" findings, the evaluators have mentioned the relevance of the issues addressed by the programme; the greater engagement in policy by the NGOs, the greater ownership of the NGOs involved; the complementarity with other projects that is emerging in the last calls; the greater consideration for gender issues; an increased participation of local NGOs. However, according to the evaluation the following aspects need to be addressed: sustainability of civil society actors (with a special focus on platforms), the lack of exit strategy at the end of EU funding to increase the impact of the action; limited impact of civil society initiatives without the engagement of public authorities; the limited coordination among projects; little knowledge production and dissemination within civil society sector. The evaluation included made some recommendations concerning the priority setting of the future Thematic Programme "Civil Society Organisations" (2014-2017), such as a more rationalised approach to have a greater impact (rationalisation of priorities, actors, locations); the promotion of networking and knowledge dissemination and share among NGOs; the reinforcement of the engagement of civil society with public authorities at national and at local level; the support to vulnerable groups, especially women and youth; the cooperation with the private sector and the funding of projects with clear exit (end of project) strategy.

The 2014 review of the PA/EU cooperation (2008-2013) shows that since 2011 the EU cooperation with Palestine tends to strengthen the role of civil society as a partner. However support to civil society is still mainly channelled through calls for proposals under the thematic programmes. NGOs still tend to be seen largely as implementers for projects, not as inputs, feedback and oversight providers. Resources for NGO engagement in local and national governance and policy dialogue activities have been relatively few. The evaluators have stressed the need to focus the support at the community level to introduce a stronger culture of accountability.

### 3. PRIORITIES

The EUREP and the EU Member States together with Norway and Switzerland will provide support to Palestinian civil society along four priorities, with the final aim to empower Palestinian civil society actors. Considering the diversity of Palestinian civil society actors (four levels), differentiation will be particularly encouraged, as well as supporting their structuring. Within each of the four priorities, the EU together with Norway and Switzerland will pay special attention to gender equality, women empowerment, inclusion of disabled people and active participation of youth organisations.

For the successful achievement of the four priorities, the EU together with Norway and Switzerland engage to establish an **EU coordination mechanism dedicated to civil society** and to ensure its proper functioning. From a more concrete and operational point of view, the EU together with Norway and Switzerland commit to take action as follows:

- (i) to raise civil society sector concerns (e.g. operating environment) at the level of HOCs – at least one annual meeting;
- (ii) to improve the number and quality of consultations with Palestinian civil society organisations on their programming processes;
- (iii) to discuss financing and implementing modalities towards joint projects/programmes to support Palestinian civil society;
- (iv) to update sector fiches of the EU Local Strategy on Development Cooperation reflecting local civil society's needs and role, under the responsibility of the EU sector lead as per the agreed division of labour.

*Referring to priority 1 of the Communication: "To enhance efforts to promote a conducive environment for CSOs in partner countries"*

#### **PRIORITY 1 – LOCAL CIVIL SOCIETY EFFORTS TO ENHANCE THEIR INTERNAL GOVERNANCE, TRANSPARENCY AND ACCOUNTABILITY ARE SUPPORTED**

Under Priority 1, the EU together with Norway and Switzerland will support CSOs their independence from public authorities, their representativeness and internal governance, transparency and accountability. As development actors, CSOs share the responsibility to demonstrate the results of their actions, in particular to their constituencies. The EU will encourage the implementation of the Palestinian NGOs Codes of Conduct, and possible mechanisms to promote the performance evaluation of civil society actors.

The **expected results** under this specific priority include:

- CSOs' internal governance structures are transparent and accountable to members/constituents/beneficiaries;
- CSOs have developed more adequate individual, organisational and institutional capacities to hold their bodies accountable;
- CSOs are able to communicate the results of their activities to the public;

- CSOs are transparent about their programme activities and financial management;
- CSOs monitor and evaluate the results and impact of their work.

The progress will be measured through a set of **indicators** such as:

- Level of implementation of the existing NGOs Code of Conduct;
- Level of NGOs' compliance with the Code of Conduct (i.e. Percentage of CSOs publishing their governance structure and internal documents and making their (audited) financial accounts and annual reports publicly available) and other national monitoring legislation and mechanisms (e.g. Anticorruption Commission, etc.);
- Existence of a mechanism to report back to the platforms on NGOs' internal governance problems;
- Transparent NGOs budget processes promoted by the platforms among their members;
- Share of CSOs that monitor and evaluate their projects and programmes using baselines and quality indicators;
- External perception of importance and impact of CSOs activities.

## **PRIORITY 2 - THE FINANCIAL STABILITY OF THE CIVIL SOCIETY IS STRENGTHENED**

Under Priority 2, the EU together with Norway and Switzerland will support civil society financial sustainability, which requires membership development and improved capacity for diversified fundraising targeting public as well as private sources of income. In providing Palestinian civil society actors with financial assistance, the EU together with Norway and Switzerland will use an appropriate mix of funding instruments to respond to different types of actors, needs and contexts in a flexible, transparent, cost-effective and results focused manner. The EU believes that CSO should not be excessively dependent on international or domestic public funding as this can risk de-legitimising their activities in front of citizens. The EU together with Norway and Switzerland will encourage an enabling financial environment that supports sustainability of CSOs.

The **expected results** under this specific priority include:

- Fund-raising activities are rooted in CSOs' long-term strategic plans and the core mission of the organisation;
- CSOs have a diversified funding base, including membership fees, corporate/individual giving and social entrepreneurship.

The progress will be measured through a set of **indicators** such as:

- Long term funding to civil society is encouraged by EUREP and the Member States, together with Norway and Switzerland;
- Number of grantees supported through core funding;
- Existence of pooling mechanisms to support civil society;
- Number of CSOs having received support from multiple sources;

- Number and types of CSOs having received governmental support;
- Existence and implementation status of professional tender and grant-awarding systems.

*Referring to priority 2 of the Communication: "To promote a meaningful and structured participation of CSOs in domestic policies of partner countries, in the EU programming cycle and in international processes"*

### **PRIORITY 3 - THE PARTICIPATION OF CIVIL SOCIETY, INCLUDING VULNERABLE GROUPS, IN PUBLIC POLICY FORMULATION AND MONITORING OF PUBLIC POLICIES IMPLEMENTATION AND DELIVERY ARE STRENGTHENED**

Under Priority 3, the EU together with Norway and Switzerland will support Palestinian civil society organisations' contributions towards reinforced governance, inclusive policy-making and public authorities' accountability, in order to ensure that citizens' need, particularly those of vulnerable groups, are satisfied.

Reinforcing governance and accountability is essential to improve development outcomes, and CSOs as partners in national and local policy dialogue, advocates, monitors and providers of information and expertise can foster transparency, public knowledge and participation, with the aim to improve the quality and effectiveness of public policies and services, as well as promoting fairer and more transparent management of public resources. In particular, Palestinian CSOs could play an important role in facilitating the creation of more inclusive dialogue spaces to represent broader interests and positions and to contribute to policy-making and programming with the knowledge of the local context, bonds with constituencies and expertise.

Civil Society will also be supported under sector and thematic programmes through measures that enhance their role and capacities to participate actively in formulation and implementation of sector strategies for EU financial assistance.

The **expected results** under this specific priority include:

- Enhanced CSOs actions in policy dialogues, governance and accountability from the local to the national level;
- Strengthened capacity and coordination of CSOs to participate in and contribute to policy dialogue and accountability processes of public authorities at local and national level;
- Public institutions recognize the importance of CSOs in improving good governance through CSOs' inclusion in decision making processes;
- Improved response from public authorities to civil society's requests;
- Increased documentation, sharing and dissemination of knowledge in specific sectors among citizens.

The progress will be measured through a set of **indicators** such as:

- Existence of civil society sectoral interest groups mediating between citizens and the line ministries, as well as local authorities;

- Level of involvement of groups representing minorities/marginalised groups/peripheral groups;
- Existence of sector consultation mechanisms with the civil society organised by the line Ministries and/or the EU and its Member States;
- Level of responsiveness of government and other organs of the state to the views of civil society and the private sector (i.e. policies impacted by CSOs views);
- Level of transparency and access of information to CS and the citizen in general about the public policies proceedings;
- Level of awareness of marginalised groups/etc. of their rights (i.e. these groups communicate their grievances and proposals for change to the government and legislature).

*In reference to the priority 3 of the Communication: To increase local CSOs' capacity to perform their roles as independent development actors more effectively*

#### **PRIORITY 4 - NETWORKING, INTERACTION AND COMMUNICATION BETWEEN LOCAL NGOS LOCATED IN WEST BANK, EAST JERUSALEM AND GAZA ARE SUPPORTED**

Under the Priority 4, the EU together with Norway and Switzerland aims at strengthening representative, membership-based and actor-based<sup>9</sup> Palestinian civil society platforms, in order to maximize the effectiveness of their work as development actors and partners in policy-making, on development related topics at national and local levels.

The **expected results** under this specific priority include:

- Strengthened structures of CSOs platforms (networks) West Bank and Gaza;
- Enhanced capacity of CSOs platforms (networks) to represent the interests of their members;
- Facilitated experience and knowledge sharing within and among CSOs platforms (networks), particularly with the view to enhance their members' capacities;
- Enhanced capacity for CSO members at the national and local levels;
- Stronger impact of CSOs platforms (networks) on the national and local policy-making processes.

The progress will be measured through a set of **indicators** such as:

- Number of Palestinian civil society platforms supported;
- Number of CSOs members platforms indirectly benefitting from EU, Norway and Switzerland support;
- Number of CSOs platforms trained in specific-expertise development;

<sup>9</sup>“Actor-based” networks are understood as structures that gather civil society organisations belonging to the same family of actors, e.g. non-governmental organisations, cooperatives, trade unions, employers' organisations, foundations, etc.

- Number of CSOs networks/platforms and Associations of Local Authorities delivering services and support to their members;
- Level and quality of joint initiatives/campaigns developed and other forms of interactions amongst NGOs, especially between NGOs located in West Bank and in Gaza;
- Level and quality of exchange of information, knowledge and best practices amongst NGOs promoted by EUREP and the Member States, including Norway and Switzerland.

## 4. ACTIONS

Actions tables

<b>PRIORITY 1</b>
<b>LOCAL CIVIL SOCIETY EFFORTS TO ENHANCE THEIR INTERNAL GOVERNANCE, TRANSPARENCY AND ACCOUNTABILITY ARE SUPPORTED</b>
<b>Indicator(s)</b>
<ul style="list-style-type: none"><li>▪ Level of implementation of the existing NGOs Code of Conduct</li><li>▪ Level of NGOs' compliance with the code of conduct (i.e. Percentage of CSOs publishing their governance structure and internal documents and making their (audited) financial accounts and annual reports publicly available)</li><li>▪ Existence of a mechanism to report back to the platforms on NGOs' internal governance problems</li><li>▪ Transparent NGOs budget processes are promoted by the platforms among their members</li><li>▪ Share of CSOs that monitor and evaluate their projects and programmes using baselines and quality indicators</li><li>▪ External perception of importance and impact of CSOs activities</li></ul>
<b>Actions:</b>
<b>A. Analysis: Studies, mappings and research</b>
<ul style="list-style-type: none"><li>▪ Update of the May 2011 Mapping Study of the Civil Society Organizations in the Occupied Palestinian Territories (EUREP)</li><li>▪ Assessment of NGOs adherence to the existing code of conduct</li><li>▪ EU matrix of actions to support civil society sector (GIZ)</li><li>▪ EU matrix of actions to support civil society in the field of human rights (ES)</li></ul>

## **B. Policy dialogue, consultation and facilitation**

- An EU Technical Working Group on Civil Society meets regularly (EUREP)
- EU meets on a regular basis with the Coordination Council of Palestinian NGOs (EUREP and Member States)
- EU meets with civil society representatives in Gaza (EUREP and Member States)
- EU discuss with the Civil Society Platforms the need to monitor the NGOs' compliance with the existing code of conduct (EUREP and Member States)

## **C. Funding: Operational support including mainstreaming**

- EU follows closely the implementation of the World Bank support to promote (internal) good governance of the civil society sector (EUREP)

## **PRIORITY 2**

### **THE FINANCIAL STABILITY OF THE CIVIL SOCIETY IS STRENGTHENED**

#### **Indicator(s)**

- Long term funding to civil society is encouraged by EUREP and the Member States, together with Norway and Switzerland
- Number of grantees supported through core funding
- Pooling mechanisms to support civil society are encouraged
- Number of CSOs having received support from multiple sources
- Number and types of CSOs having received governmental support
- Existence and implementation status of professional tender and grant-awarding systems

#### **Actions:**

##### **A. Analysis: Studies, mappings and research**

##### **B. Policy dialogue, consultation and facilitation**

- Dialogue with PA to make specific funding available to civil society organisations
- Dialogue with CSOs on aid modalities

##### **C. Funding: Operational support including mainstreaming**

- The duration of the implementation period for the grant contracts under EU thematic programmes and instrument is increased (EUREP)
- EU launches calls for proposals with follow up grants (EUREP)
- EU is providing core funding to NGOs (EUREP and Member States)
- EU is promoting pooling mechanisms to support NGOs (EUREP and Member States)
- Pilot test to synchronise the channelling of EU funding with CSOs' financial year

### **PRIORITY 3**

#### **THE PARTICIPATION OF CIVIL SOCIETY, INCLUDING VULNERABLE GROUPS, IN PUBLIC POLICY FORMULATION AND MONITORING OF PUBLIC POLICIES AND SERVICES AND CITIZENS' RIGHTS IS STRENGTHENED**

#### **Indicator(s)**

- Existence of civil society sectoral interest groups mediating between citizens and the line ministries, as well as local authorities
- Level of involvement of groups representing minorities/marginalised groups/peripheral groups
- Existence of sector consultation mechanisms with the civil society organised by the line Ministries and/or the EU and its Member States
- Level of responsiveness of government and other organs of the state to the views of civil society and the private sector (i.e. policies impacted by CSOs views)
- Level of transparency and access of information to CS and the citizen in general about the public policies proceedings
- Level of awareness of marginalised groups/etc. of their rights (i.e. these groups communicate their grievances and proposals for change to the government and legislature)

#### **Actions:**

##### A. Analysis: Studies, mappings and research

- Feasibility study to support the development of the Coordination Council of Palestinian NGOs (EUREP)
- EU matrix of actions to support civil society sector (GIZ)
- EU matrix of actions to support civil society in the field of human rights (ES)

## **B. Policy dialogue, consultation and facilitation**

- EU structured dialogue with civil society using the existing civil society coordination mechanisms (e.g. Coordination Council of Palestinian NGOs, Civil Society Platforms and sectoral coordination mechanisms) (EUREP and Member States)
- EU together with Norway and Switzerland meets on a regular basis with the Coordination Council of Palestinian NGOs
- EU together with Norway and Switzerland meets with civil society representatives in Gaza
- EU together with Norway and Switzerland promotes the Massadar Portal as an interactive medium for information and experience sharing and dialogue among NGOs (EUREP and Member States)
- Facilitation of sharing of knowledge and practices among Palestinian CSOs as well as with ICSOs operating in Palestine

## **C. Funding: Operational support including mainstreaming**

- Technical Assistance provided to sectoral NGO-networks to enhance their technical capacities to contribute to policy formulation, implementation and monitoring [tbc]
- EU supports civilian oversight in all sectors, notably in the justice and security sector (EU lead donor – UK and NL)
- EU promotes civil society monitoring of public expenditures (EUREP)
- EU support to local governance promotes social accountability at local level (EU lead donor - DK)
- Enhanced support to active participation of organisations of women, young people and disabled people

## **PRIORITY 4**

### **NETWORKING, INTERACTION AND COMMUNICATION BETWEEN LOCAL NGOS LOCATED IN WEST BANK, EAST JERUSALEM AND GAZA ARE SUPPORTED**

#### **Indicator(s)**

- The number of Palestinian civil society platforms supported
- Number of CSOs members platforms indirectly benefitting from EU Norway and Switzerland support
- Number of CSOs platforms trained in specific-expertise development
- Number of CSOs networks/platforms and Associations of Local Authorities delivering services and support to their members
- Level and quality of joint initiatives/campaigns developed and other forms of interactions amongst NGOs, especially between NGOs located in West Bank and in Gaza
- Level and quality of exchange of information, knowledge and best practices amongst NGOs promoted by EUREP and the Member States, including Norway and Switzerland
- Civil society platforms (and networks) in West Bank and Gaza are strengthened

#### **Actions:**

##### **A. Analysis: Studies, mappings and research**

##### **B. Policy dialogue, consultation and facilitation**

- EU highlights with the Palestinian Authorities in their annual contacts (e.g. EU/PA sub-committees) the importance to facilitate civil society participation in the sectoral policy design, implementation and monitoring as well as to facilitate civil society access to information (EUREP and Member States)
- EU highlights with the Ministry of Planning and Administrative Development the need for a National Planning Law to formalize civil society participation in the Palestinian National Development Plan (PNDP) process (EUREP and Member States)
- EU uses the Local Aid Coordination Secretariat (LACS) to ensure that civil society views are taken into consideration when discussing sectoral policies with the Palestinian Authority (EU co-chairs)

### **C. Funding: Operational support including mainstreaming**

- EU funded programme to support the development of the Coordination Council of Palestinian NGOs and the capacities of the civil society platforms to enhance their coordination role (EUREP)
- Sectoral workshops with EU grantees are funded to promote exchange of knowledge and best practices (EUREP and the Member States)

## 5. DASHBOARD

COUNTRY: PALESTINE		
PROCESS		
Action	Indicators	Achievements
Involvement of Member States in Roadmap elaboration	Member States present in the country are actively involved in the elaboration of the Roadmap	<ul style="list-style-type: none"> <li>▪ Establishment of an EU Task Force for Civil Society Roadmap that includes EUREP and Member States' representatives (13 March 2014)</li> <li>▪ Discussions on the Civil Society Roadmap at the level of the EU Heads of Cooperation (7 March, 16 May and 27 June 2014), including reception of written comments to different drafts previously distributed</li> <li>▪ Meetings and Interviews with the Member States active in the field of civil society</li> <li>▪ Sharing of EU studies and reviews on support to the civil society in Palestine</li> <li>▪ Questionnaires received from Member States' grantees (Spain and Netherlands)</li> <li>▪ Draft distributed to HOPs (20 May)</li> </ul>

<p>Consultation with local civil society</p>	<p>The Roadmap has been prepared on the basis of consultations with a broad range of local CSOs respecting principles of access to information, sufficient advance notice, and clear provisions for feedback and follow-up.</p>	<ul style="list-style-type: none"> <li>▪ Questionnaire prepared for the local and international NGOs (12 March 2014)</li> <li>▪ Meeting with the Civil Society Platforms (19 March 2014)</li> <li>▪ Meeting with NGO Development Centre (19 March 2014)</li> <li>▪ Meeting with the Association for International Development Agencies (18 March 2014)</li> <li>▪ Questionnaire sent to relevant EUREP grantees (20 March 2014)</li> <li>▪ Questionnaire sent to Think Tanks (Masarat in West Bank and Palthink in Gaza) (10 April 2014)</li> <li>▪ Meetings with relevant ministerial departments (Ministry of Interior – 03 April 2014 and Ministry of Planning and Administrative Development – 7 April and 7 May 2014)</li> <li>▪ Consultation with CSO platforms (NGOs CCP) on draft final roadmap (17 June) in Ramallah. Written comments received on 19 June.</li> </ul>
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<p>Joint actions</p>	<p>Member States present in the country are actively involved in the implementation of the Roadmap priorities</p>	<ul style="list-style-type: none"> <li>▪ Civil Society Roadmap endorsed by EU Heads of Cooperation (27 June 2014)</li> <li>▪ Civil Society Roadmap endorsed by EU Heads of Political Sections (1 July 2014)</li> <li>▪ Civil Society Roadmap approved and endorsed by EU Heads of Mission (3 July 2014)</li> <li>▪ Development and updating EU matrix on civil society actions</li> <li>▪ Annual Civil Society Roadmap reporting (and update) in January</li> </ul>
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<b>OUTCOME</b>		
<b>Priority</b>	<b>Indicators</b>	<b>Achievements</b>
<p>1.</p> <p><b>LOCAL CIVIL SOCIETY EFFORTS TO ENHANCE THEIR INTERNAL GOVERNANCE, TRANSPARENCY AND ACCOUNTABILITY ARE SUPPORTED</b></p>	<ul style="list-style-type: none"> <li>▪ Level of implementation of the existing Code of Conduct for NGOs</li> <li>▪ Level of NGOs' compliance with the code of conduct (i.e. Percentage of CSOs publishing their governance structure and internal documents and making their (audited) financial accounts and annual reports publicly available)</li> <li>▪ Existence of a mechanism to report back to the platforms on NGOs' internal governance problems</li> <li>▪ Transparent NGOs budget processes are promoted by the platforms among their members</li> <li>▪ Share of CSOs that monitor and evaluate their projects and programmes using baselines and quality indicators</li> <li>▪ External perception of importance and impact of CSOs activities.</li> </ul>	<ul style="list-style-type: none"> <li>▪ CSOs' internal governance structures are transparent and accountable to members/constituents/beneficiaries</li> <li>▪ CSOs have developed more adequate individual, organisational and institutional capacities to hold their bodies accountable</li> <li>▪ CSOs are able to communicate the results of their activities to the public</li> <li>▪ CSOs are transparent about their programme activities and financial management</li> <li>▪ CSOs monitor and evaluate the results and impact of their work.</li> </ul>

<p>2.</p> <p><b>THE FINANCIAL STABILITY OF THE CIVIL SOCIETY IS STRENGTHENED</b></p>	<ul style="list-style-type: none"> <li>▪ Long term funding to civil society is encouraged by EUREP and the Member States, together with Norway and Switzerland</li> <li>▪ Number of grantees supported through core funding</li> <li>▪ Pooling mechanisms to support civil society are encouraged</li> <li>▪ Number of CSOs having received support from multiple sources</li> <li>▪ Number and types of CSOs having received governmental support</li> <li>▪ Existence and implementation status of professional tender and grant-awarding systems</li> </ul>	<ul style="list-style-type: none"> <li>▪ Fund-raising activities are rooted in CSOs' long-term strategic plans and the core mission of the organisation</li> <li>▪ CSOs have a diversified funding base, including membership fees, corporate/individual giving and social entrepreneurship</li> </ul>
<p>3.</p> <p><b>THE PARTICIPATION OF CIVIL SOCIETY, INCLUDING VULNERABLE GROUPS, IN PUBLIC POLICY FORMULATION AND MONITORING OF PUBLIC POLICIES IMPLEMENTATION AND DELIVERY ARE STRENGTHENED</b></p>	<ul style="list-style-type: none"> <li>▪ Existence of civil society sectoral interest groups mediating between citizens and the line ministries, as well as local authorities</li> <li>▪ Level of involvement of groups representing minorities/marginalised groups/peripheral groups</li> <li>▪ Existence of sector consultation mechanisms with the civil society organised by the line Ministries and/or the EU and its Member States</li> <li>▪ Level of responsiveness of government and other organs of the state to the views of civil society and the private sector (i.e. policies impacted by CSOs views)</li> <li>▪ Level of transparency</li> </ul>	<ul style="list-style-type: none"> <li>▪ Enhanced CSOs actions in policy dialogues, governance and accountability from the local to the national level</li> <li>▪ Strengthened capacity of CSOs to participate in and contribute to policy dialogue and accountability processes of public authorities at local and national level</li> <li>▪ Public institutions recognize the importance of CSOs in improving good governance through CSOs' inclusion in decision making processes</li> <li>▪ Improved response from public authorities to civil society's requests</li> <li>▪ Increased documentation, sharing and dissemination of knowledge in specific sectors among citizens</li> </ul>

	<p>and access of information to CS and the citizen in general about the public policies proceedings</p> <ul style="list-style-type: none"> <li>▪ Level of awareness of marginalised groups/etc. of their rights (i.e. these groups communicate their grievances and proposals for change to the government and legislature).</li> </ul>	
<p>4.</p> <p><b>NETWORKING, INTERACTION AND COMMUNICATION BETWEEN LOCAL NGOS LOCATED IN WEST BANK, EAST JERUSALEM AND GAZA ARE SUPPORTED</b></p>	<ul style="list-style-type: none"> <li>▪ The number of Palestinian civil society platforms supported;</li> <li>▪ Number of CSOs members platforms indirectly benefiting from EU Norway and Switzerland support;</li> <li>▪ Number of CSOs platforms trained in specific-expertise development</li> <li>▪ Number of CSOs networks/platforms and Associations of Local Authorities delivering services and support to their members.</li> <li>▪ Level and quality of joint initiatives/campaigns developed and other forms of interactions amongst NGOs, especially between NGOs located in West</li> </ul>	<ul style="list-style-type: none"> <li>▪ Strengthened structures of CSOs platforms (networks) West Bank and Gaza;</li> <li>▪ Enhanced capacity of CSOs platforms (networks) to represent the interests of their members;</li> <li>▪ Facilitated experience and knowledge sharing within and among CSOs platforms (networks), particularly with the view to enhance their members' capacities;</li> <li>▪ Enhanced capacity for CSO members at the national and local levels;</li> <li>▪ Stronger impact of CSOs platforms (networks) on the national and local policy-making processes.</li> </ul>

	<p>Bank and in Gaza</p> <ul style="list-style-type: none"> <li>▪ Level and quality of exchange of information, knowledge and best practices amongst NGOs promoted by EUREP and the Member States, including Norway and Switzerland.</li> </ul>	
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**The EU Technical Working Group that will be established will discuss possible ways to measure the identified indicators by proposing baseline, means of verification, performance common understanding and time bound.**

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