

Country partnership framework  
**PALESTINE - SPAIN**  
**(2020-2024)**





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# ACRONYMS

ACH	Fundación Acción Contra el Hambre (Action Against Hunger Foundation)	HDI	Human Development Index
ACPP	Asamblea de Cooperación Por la Paz (Cooperation for Peace Assembly)	HID	Humanitarian International Law
AECID	Spanish Agency for International Development Cooperation	HoCS	Heads of Cooperation
AHLC	Ad-Hoc Liaison Committee	HoMS	Heads of Mission
APS	Alianza Por la Solidaridad (Alliance for Solidarity)	HPF	Humanitarian Pooled Fund
CPF	Country Partnership Framework	HR	Human Rights
CSD	Country Strategy Document	HRIL	Human Rights International Law
CSO	Civil Society Organisations	ICRC	International Committee of the Red Cross
DAF	Development Assistance Fund	JP	Joint Programming
DC	Decentralised Cooperation	ME	Member States
DCAF	Geneva Centre for the Democratic Control of Armed Forces	MFA	Ministry of Foreign Affairs
DGSDP	Directorate-General for Sustainable Development Policies	MFP	Ministry of Finance and Planning
DOW	Doctors of the World	MOPAD	Ministry of Planning and Development
DRM	Disaster Risk Management	MPDL	Movement for Peace
DRR	Disaster Risk Reduction	NDP	National Development Plan
ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations	NGO	Non-Governmental Organisations
ESDC	Economic and Social Development Center	OCDE	Organisation for Economic Co-operation and Development
EU	European Union	OCHA	United Nations Office for the Coordination of Humanitarian Affairs
FAO	United Nations Food and Agriculture Organization	ODA	Official Development Aid
FSP	Foundation for Social Promotion	OPM	Office of the Prime Minister
GDP	Gross Domestic Product	PCBS	Palestinian Central Bureau of Statistics
HAS	Humanitarian Action Strategy	PCHR	Palestinian Centre for Human Rights
HCT	Humanitarian Country Team	PEGASE	Palestinian-European Mechanism for Management of Socio-Economic Aid
		PLO	Palestine Liberation Organisation
		PNGO	Palestinian NGO Network
		PNPA	Palestinian National Policy Agenda

# ACRONYMS

PT	Palestinian Territories	UNFPA	United Nations Fund for Population Activities
SC	Spanish Cooperation	UNICEF	United Nations International Children's Emergency Fund
SCG	Stable Coordination Group	UNMAS	United Nations Mine Action Service
SDG	Sustainable Development Goals	UNODC	United Nations Office on Drugs and Crime
SGCID	International Cooperation Secretary-General	UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Middle East
SRC	Spanish Red Cross	UNSCO	United Nations Special Coordinator for the Middle East Peace Process
TCO	Technical Cooperation Office	VAT	Value Added Tax
UAE	United Arab Emirates	WFP	World Food Programme
UAWC	Union of Agricultural Work Committees	WHO	World Health Organisation
UN	United Nations		
UNDP	United Nations Development Programme		
UNESCO	United Nations Educational, Scientific and Cultural Organisation		

# EXECUTIVE SUMMARY

The Country Partnership Framework (CPF) is the instrument of strategic-geographic planning used to implement the mission of the Spanish Cooperation, which consists in facilitating the achievement of Sustainable Development Goals (SDG) through a partnership based on dialogue with the partner country, which plays a key role in and leads their own development within the context of the 2030 Agenda. This strategy aims to obtain a coherent and global vision of the Spanish Cooperation as a whole by integrating its several actors.

The 2020-2024 Palestine - Spain Partnership Framework is the result of a continuous dialogue and intense work between Spanish actors and Palestinian partners, both governmental and representatives of the civil society, who have jointly identified future areas of work and collaboration in a context that, although highly stagnant, deals with events that shake their reality almost on a daily basis. Such reality is the result of years of conflict and Palestinian territory and sovereignty aspirations which have not been met to date and are being increasingly reduced, thus affecting justice, security, economic development, provision of essential services and equality.

Palestine is divided into three geographically separated areas which are ruled by different administrations. East Jerusalem (under Israeli administration), the West Bank (ruled by the Palestinian Authority), and Gaza (ruled by Hamas, which is not recognised internationally). The West Bank is further divided into three geographical areas established by the Oslo Accords (1993 and 1995) based on the level of control and sovereignty the Palestinian Government has over them. The Oslo Accords called Israelis and Palestinians to the negotiating table after acknowledging each other's capacity for representation and dialogue. However, they failed to address essential issues such as the return of refugees, the foundation of a Palestinian State, the status of Jerusalem (claimed by both parties as their capital city), and the dismantling of settlements (Israeli urban communities built on occupied territories), as it was thought that trickier issues would have to be tackled in future peace agreements. So far, the issues mentioned before have prevented both parties from reaching an initial agreements and the Oslo Accords are therefore still in force and, with them, the geographical division of Palestine and their lack of sovereignty. The international support that has allowed Palestinian political and economic feasibility is still key to promote a Peace Process that is nowadays considered to be a dream and shaken not only by political developments, but also by the ongoing economic crisis affecting

the Palestinian public purse, and by the uncertain future caused everywhere by the COVID19 pandemic.

Spain and the Spanish Cooperation have always been a faithful ally of Palestine and their aspirations. Since 1994, when the Memorandum of Understanding on Palestinian-Spanish Cooperation, six different Joint Commissions have taken place, and Palestine has always been included as a priority context for action in every one of the five Master Plans of the Spanish Cooperation. Our actions in terms of cooperation have been persistently directed to creating a sovereign, independent, economically sustainable, and human-rights friendly Palestinian State. Through humanitarian action, the rights of the Palestinian population have been protected, essential services have been provided to extremely vulnerable people, and the capacities to face a crisis that is rooted in them have been strengthened. That commitment is still in force, from the point of view of both development cooperation and humanitarian action. It has been adapted and renewed with the objective of strengthening public institutions in the light of an increasingly complex political scenario, increasing population vulnerability (especially amongst women and girls), increasing deterioration of the public purse and the economy as a whole. In order to do so, this CPF and, within the framework of the 2030 Agenda, the actions taken by the Spanish Cooperation will be directed to achieving the following development results:

1. Improving the situation of women as right holders in the social, political and economic spheres (SDG 5)
2. Job creation and inclusive economic growth (SDG 9)
3. Adequate and accessible mechanisms to defend and protect civilians in order to safeguard and guarantee human rights (SDG 16)
4. Transparent, participative and efficient public institutions on the bases of respect for democratic liberties and people's rights.

This Partnership Framework is inspired by comprehensive and essential elements such as improving the coherence of policies, ensuring a Palestinian leadership, and promoting the creation of alliances both in public and private spheres, as well as within the civil society. The aid granted, bilaterally, directly and indirectly, will be channelled in an unconditional, non-refundable way through projects and programmes, technical coopera-

tion, multilateral cooperation, and budget support, including the use of European funds. During the period 2015-2019, corresponding to the previous CPF, the official aid granted by Spain exceeded €100 million. The same amount, €100 million, has been foreseen for the period 2020-2024 too.

This new Partnership Framework maintains a spirit of continuity with regards to the previous CPF but it also includes new elements to adapt to and align with Palestinian priorities. It has been drafted according to the dispositions set forth in the Fifth Master Plan, in the 2030

Agenda and, certainly, to our own capacities. Through different instruments and modalities available to the Spanish Cooperation, we will contribute to several Goals and SDG Lines of Action in Palestine considering the five dimensions laid out in the 2030 Agenda: People, Prosperity, Planet, Partnership and Peace. We begin a new period of collaboration and cooperation between Spain and Palestine in pursuit of peace, gender equality, economic feasibility and good governance, and respect for human rights in the hope to see that Palestine has taken control over their own destiny.

# 1. PARTNERSHIP REQUIREMENTS

## 1.1. Context

Palestine is a territorial entity consisting of the West Bank, on the west bank of the Jordan river, the Gaza Strip, on the Mediterranean coast, and the eastern part of the city of Jerusalem. The Palestinian Government has limited powers based on several geographical and political constraints laid out in the Oslo Accords signed by Israel and the Palestine Liberation Organization (PLO) in 1993 and 1995, by virtue of which the Palestinian Authority (PA) was created as the managing body of a limited self-government with uneven powers, given that the Palestinian territory is divided into the following geographical areas:

- Area A: Including Gaza, Jericho, Ramallah and the main Palestinian cities, except for East Jerusalem. The Palestinian Authority controls civilians and the police in these places.
- Area B: Including rural areas with Palestinian control over civil matters but security is controlled by Israel.
- Area C: It represents more than 60% of the West Bank. Israel has full administrative powers over it, including those related to urban development, land expropriation, registration and security.

Several failed attempts to reach a **peace agreement between Israel and Palestine**, and the current stagnation in conversations make it impossible to find a final short-term solution to the historical conflict that broke out in 1948 after the State of Israel was founded in Palestine, which was a province within the dismembered Ottoman Empire ruled by Great Britain since 1922, which transferred its mandate over it in 1947 to the United Nations Organization. The first peace conference was held in Madrid in 1991, and none of the subsequent attempts have been fruitful to date.

In spite of being a “non-State”, Palestine has had full membership at the League of Arab States since 1064, at the Non-Aligned Movement since 1976, and at the Organisation of Islamic Cooperation since 1988. In 2011, Palestine was admitted as a full member of the United Nations Educational, Scientific and Cultural Organisation (UNESCO) and, in 2012, the United Nations General Assembly adopted resolution 67/19 whereby Palestine acquired the status of a United Nations non-member observer state.

## 1.2. The situation of the Spanish Cooperation

The presence of the Spanish Cooperation in Palestine responds to an extensive commitment made in Tunisia back on 29 July 1994 when the “Memorandum of Understanding on Palestinian-Spanish Cooperation” was signed. This commitment has been renewed and consolidated by virtue of the six Joint Commissions signed to date.

In 2005, a **Country Strategy Paper for the Palestinian Territories (CSP) 2005-2008** was identified and formulated. Its Global Strategic Objective was to support the peace process in the Middle East, through interventions of development cooperation, which ultimately, enabled the creation of a viable Palestinian State, supporting the Palestinian Government priorities in matters of poverty alleviation and strengthening the structure of the State. The CSP identified five Strategic Objectives: “Increasing social and institutional capacities” (Democratic Governance), “Increasing human capacities” (Fight against Hunger, Education, Health, Protection of Vulnerable Communities, Basic Living Standards, Water, and Sanitation), “Increasing economic capacities” (Micro-finance and Infrastructure), “Increasing freedom and cultural capacities”, and “Conflict prevention and peace-building”. The CSP never came into force as a strategic framework for the Spanish Cooperation in Palestine because the political context changed radically when Hamas won the election in January 2006 and hampered direct bilateral relations with the Palestinian Government in Gaza.

The **Fifth Meeting of the Joint Spanish-Palestinian Commission for Cultural, Educational, Scientific and Technical Cooperation** was held in Madrid on 22 January 2008. It put a stress on Spain’s commitment in favour of a fair and peaceful solution for the conflict according to the International Law, as well as the creation of a sovereign, independent Palestinian State, with recognized borders, living side by side in peace and security with the State of Israel, in accordance with the resolutions of the UN, the Madrid Peace Conference (1991) and the Arab Peace Conference (2002). This Fifth Joint Commission included as priority areas for action “essential services”, “Agriculture” and “Culture for Development”, and stressing as strategic lines of action, the sectors “Governance”, and the support to the civil society in terms of “Peace-building”.

The Sixth Meeting of the Joint Spanish-Palestinian Commission was held in January 2015 in Ramallah. The parties agreed to work jointly to develop a cooperation plan laid out in the Country Partnership Framework 2015-2017. The aforesaid CPF drafted a shared strategy towards achieving common objectives and visions on human development and poverty eradication. As part of the identification and negotiation process, several actors were included, both Spanish and Palestinian (government, institutions and civil society) and other donors were also asked for advice, with particular stress on the coordination tasks done by the EU. As a result of such action, which was highly participative, the Spanish Cooperation focused all of their interventions in the following three sectors:

- Consolidation of democratic processes and Rule of Law.
- Promotion of economic opportunities: inclusive and sustainable economic growth.
- Promotion of women's rights and gender equality.

This political commitment made by Spain in order to get a fair solution to the conflict based on International Law, and to create a sovereign and independent Palestinian State has received great financial support. Between 1994 and 2018, Spain allocated over €777 million, especially between 2008 and 2010, when Spain was the main

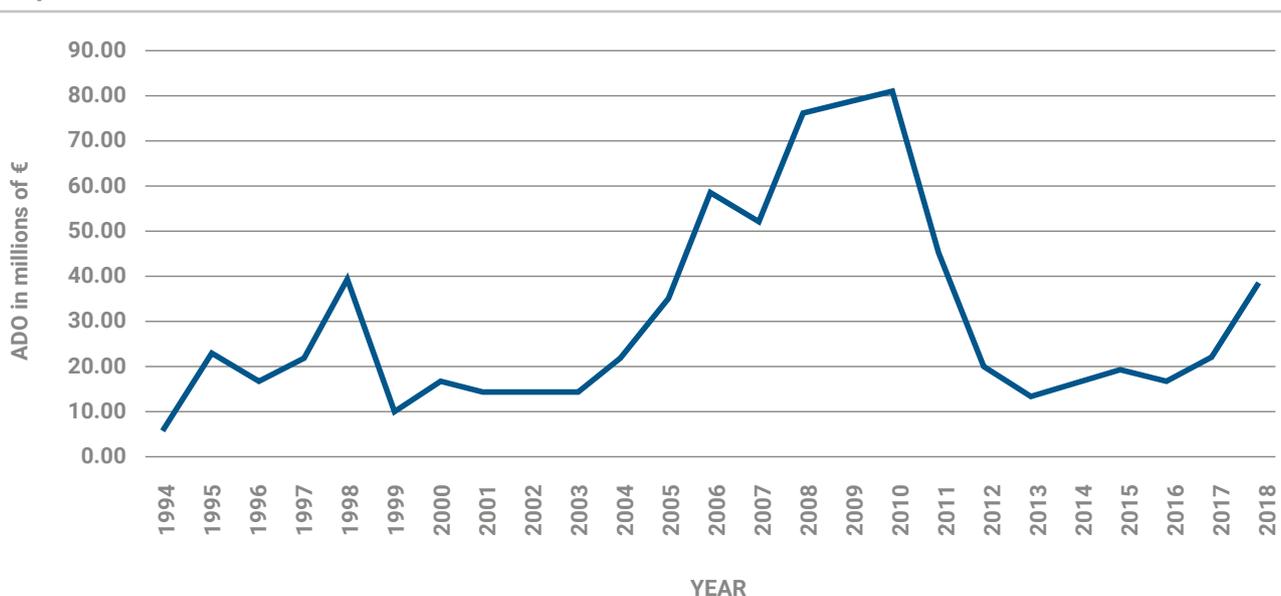
European donor and the third one at a global level. From 2011 onwards, the aid granted by Spain was severely reduced and, in 2013, it only represented a sixth of the aid granted in 2010. Since 2014, the aid granted has been stable and has even increased slightly<sup>1</sup>.

During 2015-2018, the period during which the previous CPF was in force, the Spanish ODA reached €96.1 million, 70% of which was represented by the contributions made by the Spanish Public Administration. The remaining 30% corresponds to decentralised cooperation and universities. The autonomous communities of Andalusia and the Basque Country were the highest, followed by Catalonia and the Valencian Community. With regards to the ways in which the aid was channelled, more than 32% of it was executed by (local, Spanish and International) development NGOs, 25% by Multilateral Development Organisms through multi-bilateral aid, 14% by institutions belonging to the Palestinian Government, and 16% of the aid has been invested in budget support<sup>2</sup>.

#### Dialogue between the Spanish Cooperation, Government institutions, and Civil Society

The **dialogue** between the Spanish Cooperation and **public institutions** takes place at two levels: within coordination forums held between the Government and donors, and in a direct and bilateral way. Traditionally,

Graph 1. Evolution of 1994-2018



ODA evolution (info@aod 2019).

1. Ministry of Foreign Affairs, EU and Cooperation. Info@od. <https://infoaod.maec.es/>

2. DGSDP. ODA Palestine 2019 sheet.

the dialogue between the Spanish Cooperation and the Palestinian Government used to take place through the “Ministry of Planning and Administrative Development” (MOPAD). This ministry used to lead, coordinate and manage Palestinian development policies and used to be the Palestinian Government’s spokesperson before the International Community. In 2015, the Palestinian Government reformed how the development was planned and how international aid was managed. Therefore, the Office of the Prime Minister became the responsible body for international aid strategic management. The “Ministry of Planning and Administrative Development” therefore disappeared and was substituted instead by the “Ministry of Finance and Planning”. Hence, the Office of the Prime Minister and the new ministry began to lead the dialogue with the International Community. The dialogue has continued with the Ministry of Finance and, at the same time, existing good relations with the Presidency, the Office of the Prime Minister and the Ministry of Foreign Affairs have been kept. The dialogue has been assessed positively given the decade-long cooperation between Spain and Palestine, the close relations that Spain has always had with the Palestinian Government, and the firm commitment to peace and the creation of a sovereign and viable State. On their side, the Palestinian Government conceives Spain as an ally, both because of the historical volume of funds invested, and the commitment and position our country has taken in local and international forums. However, financial imbalance, territorial division and violence outbreaks condition dialogue and hinder the development of long-term action programmes because of unstable political and economic contexts. In this respect, the role played by United Nations agencies and other external counselling entities is vital as they compensate for the planning weaknesses and constraints caused by the political context.

The Office of the Prime Minister is the body that supervises the work related to the national agenda and the macroeconomic and tax frameworks. Cross-cutting and sectoral strategies are also supervised by the Ministry of Finance which works in coordination with other ministries as they are all key institutions in the framework of political dialogue, including those ministries which are sectorally or cross-cuttingly related to the Spanish Cooperation’s historical lines of intervention. Ministry of Agriculture, Ministry of Women’s Affairs, and Ministry of Social Affairs. This CPF overlaps with the Palestinian National Policy Agenda 2017-2022 period of validity. This allows us to prioritise the Spanish Cooperation’s lines of action in full alignment with the objectives of the Palestinian Government.

With regards to the **civil society**, the Spanish Cooperation has close and fruitful ties with it. Although there are

not formal platforms for dialogue, it develops in a smooth and adequate manner, both through Spanish NGOs on site and bilaterally. Spanish NGOs have traditionally been highly represented in Palestine and have fostered excellent relations with Palestinian organisations. This has resulted in a pleasant work environment and ties of mutual respect between them.

The character and scope of the Palestinian civil society is conditioned by the absence of a recognised Palestinian State. As a result, traditionally, the civil society has not been a bridge between the citizen and the public administration, but as a substitute for the latter in some cases. Since the Palestinian Authority was created, many organisations providing services either disappeared or modified the nature of their mandate because the Government assumed the ownership of basic public services that, to that day, had been managed by those organisations. The territorial, legal and political fragmentation inevitably conditions the role played by actors of civil society as humanitarian and development actors, as well as their participation in the establishment of public policies, and in the supervision and provision of services. In 2014, there were 2,793 registered civil society organisations in Palestine<sup>3</sup>, structured in four categories depending on their size: “co-operatives and base organisations”, “development NGOs and other intermediate structures”, “sectoral or geographical groups of organisations”, and “platforms”.

### Comparative advantage

The assessment of the comparative advantage of the Spanish Cooperation in Palestine has been identified through several meetings and contacts with governmental institutions and representatives of the Palestinian civil society in the West Bank and Gaza. It has also been identified by designing and distributing a survey that was sent to public institutions, organisations of the Palestinian civil society which are especially linked to the Spanish Cooperation, the EU and Spanish NGOs. The results of this process show that the Palestinian civil society and institutions, the EU and Spanish NGOs coincide as to the assessment of the SDG where the Spanish Cooperation has a comparative advantage. The best valued areas are the following:

- **SDG 5-Gender equality:** The comparative advantage in this area results, on the one hand, from the volume of interventions in different lines of action directed to achieving the objectives defined in this SDG. On the other hand, this comparative advantage also results from the technical capacity and the level of alignment with national priorities and those of

3. Costantini Gian Francesco, Salameh Estephan, Issa Maher. Mapping Study of Civil Society in Palestine-Update 2015, EU 2015.

partner organisations. From amongst the lines of action related to SDG 5, the most valued is the one fostering the access of women to economic resources.

- **SDG 16-Peace, justice and solid institutions:** The comparative advantage in this area results from the volume and diversity of interventions in the field rather than from our technical support and the alignment with national priorities. It is to be highlighted that the Palestinian civil society appreciates the Spanish Cooperation as a relevant actor in terms of access to justices and human rights defence. The Spanish Cooperation is also considered to be a relevant actor because of our commitment and contribution to peace and justice, our respect for international legality, our effective defence of human rights, and the support we give to the victims.
- **SDG 2-Zero hunger:** The Spanish Cooperation works in two main elements in this area: supporting the public agricultural sector and supporting producers. These two elements are positively valued in all aspects by all surveyed actors. The work done by the AECID, which is a leader in agriculture among European partners, in collaboration with the Ministry of Agriculture, with Palestinian organisations of the civil society, and with projects developed locally by Spanish NGOs and their partners, make the Spanish Cooperation visible. The Spanish Cooperation has gained experience and knowledge in the area and is positively valued by all actors in a traditionally unprofitable area in terms of international funding.
- For Palestinian organisations, Palestinian public institutions and Spanish development NGOs, the Spanish Cooperation has important added value with regards to **SDG 6**. During the meetings held with the Ministry of Finance, we highlighted that the work done by the Spanish Cooperation in the agricultural area included interventions linked to water, with the possibility for us to finance actions related to water and sanitation from a development point of view and not just as humanitarian aid. In terms of analysis, the valuation of **SDG 6** supports the one got by **SDG 2**.
- It is important to highlight that 67% of Spanish NGOs and 36% of Palestinian NGOs work within the framework of **SDG 3**. However, the healthcare area has barely received visibility when it comes to the comparative advantage. This might be so because, firstly, most of the interventions in the field of health take place within the framework of humanitarian action and, secondly, because health projects take place in other lines, such as, sexual and reproductive health projects which are normally included under "gender".

### 1.3. Analysis of the National Strategy based on 5 "P" so that no one is left behind

The Palestinian Government's commitment to meeting the goals set in the 2030 Agenda was brought to light in the first "National Voluntary Revision" produced in June 2018. This document describes the measures adopted by the government to fulfil their commitment. They are:

- Institutional measures: Creation of a national team to achieve the Sustainable Development Goals (SDG) under the leadership of the Office of the Prime Minister and with the participation of NGO members and the private sector. The purpose of this team is to coordinate the execution and follow-up of the SDG along with twelve work groups operating in coordination with UN agencies.
- Owning, localising and integrating SDG: The fact that the 2030 Agenda was launched when the Palestinian National Policy Agenda for 2017-2022 was being prepared was an opportunity to integrate the SDG. The National Agenda includes the mandate of the 2030 Agenda to fight poverty, setting vulnerable population as a priority objective. The SDG localisation in Palestine took place in two phases. The first one identified national priorities from SDG and the second one integrated primary goals in the National Policy Agenda and in the Cross-Cutting and Sectoral Strategies. The identification of priority goals was based on a series of criteria that included the needs of Palestinians, the availability of resources, the time frame, and the specific conditions of Palestinian institutions. As a result, during 2017-2022, the Palestinian Government focused on 75 out of the 169 goals listed in the 2030 Agenda, a number that reaches 105 when Cross-Cutting and Sectoral Strategies are taken into account.
- SDG indicators follow-up: The Palestinian Central Bureau of Statistics is in charge of localising and following up on SDG indicators by collaborating with relevant ministries and public institutions and in coordination with UN agencies involved in each one of the indicators. Out of 244 SDG indicators, 109 of them are available in Palestine, although many are not disaggregated by geographical area, gender or age. Data collection is a challenge because the Palestinian Government has access restrictions to certain areas (Jerusalem, Area C), and because they lack financial capacity and resources. In order to solve this situation, the Central Bureau of Statistics must strengthen and institutionalise the administrative data register system, the consistency of data sources, and the methodology applied.

### Commitments made by the Palestinian Government so that no one is left behind:

- **People:** The Palestinian Government has committed to offering their citizens essential services that guarantee a healthy and full life in spite of severe constraints. Therefore,
  - SDG 1 “Putting an end to Poverty”: Achieving social justice and putting an end to poverty is crucial for the Palestinian Government. Poverty reduction policies focus on developing an appropriate and integrated social protection system fostering, empowering and ensuring the socio-economic integration and employability of marginalised and vulnerable groups of the Palestinian society.
  - SDG 2 “Zero hunger”: The Palestinian Government has committed to improving food security and it is reflected in the national policies: “agriculture revitalisation and strengthening of rural communities”, and “covering the basic needs of Palestinian communities”. These are a pillar of sustainable development in the National Policy Agenda.
  - SDG 3 “Healthcare and Well-being”: Priority no. 9 in the National Policy Agenda establishes as a principle that everybody shall have access to quality healthcare services by means of a public healthcare insurance, as well as tax sustainability for healthcare services through a cost-effectiveness approach, improving the service quality and availability, and promoting prevention in terms of health.
  - SDG 4 “Quality education”: The objective, laid out as priority no. 8 in the National Policy Agenda, is to maintain and improve the progress made in Palestine with regards to education. The Government commits to improving pre-school education, attendance and retention ratios and education quality, as well as to accompany younger generations when transitioning from school to the labour market.
  - SDG 5 “Gender equality”: The Government commits to putting an end to inequality by eliminating structural barriers that hinder women’s participation in public and economic life.
  - SDG 10 “Inequality reduction”: The inclusion of disabled people, youngsters and women, along with the reduction of geographical inequalities, continue to be a key priority for the Palestinian Government, as laid out in different sections of the National Agenda.
- **Planet:** Protecting the environment and the sustainability of natural resources appear as priorities in the National Agenda. In the framework of Palestine’s “Determined National Contribution” to the Paris Agreements, Palestine prioritises sectors like energy, transports, waste, forests and industry, as well as greenhouse gas reduction policies and the linked SDG are the following:
  - SDG 6 “Clean water and sanitation”: The Palestinian Government commits to increasing access to drinking water and sanitation by improving water management, and protecting and sustainably using available water resources. They also commit to managing, treating and reusing sewage in a better way.
  - SDG 7: “Affordable and non-polluting energy”: The government commits to expanding power connection to communities, increasing energy efficiency and using renewable energies. The energy sector is one of the brightest and most attractive for domestic and foreign investments while the government seeks to strengthen their sovereignty over this sector and increase their production.
  - SDG 12 “Responsible production and consumption”: Reducing and controlling pollution, expanding solid waste management and recycling, promoting the treatment and reuse of sewage, as well as the sustainable management of natural resources, are all elements to which the Government has committed in the 2030 Agenda.
  - SDG 13 “Action for climate”: Palestine signed the United Nations Framework Convention on Climate Change on 22 April 2016, whereby the Government commits to reducing Palestinian contributions to global emissions as well as to mitigate the impact of climate change, particularly in the threatened Palestinian agricultural sector.
  - SDG 14 “Marine ecosystems”: Reducing pollution and improving sewage management are critical elements to improve the quality of marine water off the Gaza Strip.
  - SDG 15 “Land ecosystems”: The land is at the heart of Palestine’s fight for freedom and independence. The extension of national sovereignty over the territory and its natural resources is one of the main national priorities. Despite the context, the government commits to improving the management and protection of natural resources, particularly land, water, and energy,

as well as to promote a sustainable use. They also commit to making efforts to preserve biodiversity.

- **Prosperity:** The Palestinian Government has committed to favouring growth by promoting decent job opportunities and equal access to economic opportunities, both for traditional and non-traditional sectors of production.
  - SDG 8 “Decent jobs and economic growth”: The Sixth National Priority, called “Achieving economic independence”, includes several policies aiming to set the foundations for Palestinian economy. It focuses on the reconstruction of the Palestinian sectors of production, especially industry, agriculture and tourism, as well as reconstructing the private sector in Gaza. The government has committed to creating decent job opportunities for everybody and a favourable atmosphere for foreign investment, particularly in the following sectors: construction, tourism, agriculture, information technology and energy. This way, the Palestinian industry and its competitiveness will be strengthened.
  - SDG 9 “Industry, innovation and infrastructure”: Planning and investing in strategic infrastructure projects is a main element for Priority Six of the Agenda. The Palestinian Government has set the goal to create a favourable atmosphere for businesses that will bring investors to the infrastructures private sector.
- **Peace:** Achieving prosperity for everybody in a sustainable way in Palestine requires a fair solution to the conflict. The main priority of the Palestinian Government is to create the conditions for the foundation of an independent Palestinian State characterised by national unity, an efficient government focused on the citizens, living side by side with neighbouring countries.
  - SDG 11: “Sustainable cities and communities”: Building sustainable communities is a priority for the Government. The goal set is to provide communities with essential services and security, as well as to guarantee justice and the rule of law. The Palestinian Government is also committed to protecting communities from cli-

mate change and its consequences as well as to preserving cultural heritage.

- SDG 16 “Justice, peace and security”: The National Agenda lays out the commitment to justice, equality, non-discrimination and democratic processes in Palestine with the objective to ensure basic rights and liberties for the people by creating effective institutions, increasing transparency and social justices, and by ensuring equal opportunities as a way to meet the people’s demands.

## 1.4. Conclusions

The Palestinian context is one of the most complex worldwide after more than seven decades of stagnant conflict. Out of 4.95 million Palestinians living in East Jerusalem, the West Bank and Gaza, over 2 million require humanitarian assistance. The West Bank population suffers from severe restrictions on mobility, access to water, use of land, and rural and urban land management which have appalling consequences on their basic rights. In Gaza, the impact of war conflicts, the blockade and border closures during the last twelve years, as well as the stagnant political conflict between Hamas and the Palestinian Authority, have led to a progressive and alarming deterioration of living conditions that are not expected to thrive any time soon.

The Spanish Cooperation responds to the priorities identified in collaboration with governmental and social actors from Palestine in the framework of the defence of the people’s rights, the provision of essential services, and the strengthening of human and institutional capacities. This is how the Spanish Cooperation responds to a historical commitment in favour of a community afflicted by a chronic political, economic and social crisis, playing an active role as a donor. Palestine’s historical demands for sovereignty are listed within the new international agenda where economic independence, social justice and the rule of law, universal education and healthcare, adaptation to climate change, and security respond to a principle of international solidarity that the Spanish Cooperation supports in order to found a Palestinian State and achieve fair peace.

## 2. SUSTAINABLE DEVELOPMENT RESULTS

### 2.1. Contribution to the national 2030 Agenda

The 2030 Agenda tackles the fight against poverty and the promotion of sustainable development from multiple dimensions beyond partial visions and it considers differentiated needs and emergencies depending on the context. It highlights explicit commitments to environmental sustainability, the strengthening of community resilience, the defence of human rights, a better governance, better access to essential services, job creation and gender equality. This new Agenda for Development is based on comprehensiveness, interconnectivity, and indivisibility of the 17 Sustainable Development Goals (SDG), all of which are vital and priority objectives.

The strategy defined by the Spanish Cooperation in this CPF maintains Spain's **commitment to firmly support the foundation of a sovereign, independent and economically sustainable Palestinian State, promoting institutional solidity, social participation, economic development, and gender equality**. The Spanish Cooperation will thus contribute to achieve different SDG Objectives and Lines of Action in Palestine within the 2030 Agenda five-dimension framework: People, Prosperity, Planet, Alliances and Peace. There cannot be **peace** without a fair solution to the conflict allowing Palestinian public institutions to be consolidated and developed by means of inclusive **partnership** between the government, the private sector and the civil society. These alliances must be built over a common vision, **people's** access to relevant services, and the implementation of integrating policies with a transformational desire in terms of **prosperity** based on sustainable production and consumption patterns protecting the **planet** from environmental degradation.

The title of the Palestinian National Policy Agenda reads "Citizens first". This shows the Palestinian Government's commitment to putting people at the centre of their policies. In the framework of the 2030 Agenda, the Palestinian Government has committed to providing its citizens all the essential services needed to enjoy a full and healthy life. The Spanish Cooperation will help achieve the goals related to the mentioned sphere by assuming an approach based on human rights. In order to do so, the Spanish Cooperation will implement interventions to

reduce poverty by supporting social protection networks, promoting universal healthcare, and boosting gender equality, with particular attention to the most vulnerable collectives, including refugees, Bedouin communities and disabled people.

The Palestinian Government has also made a commitment to the environment and, hence, to the **planet**. This is reflected in the priorities listed in Palestine's "Determined National Contribution" to the Paris Agreement<sup>4</sup>, in terms of, on the one hand, greenhouse gas reduction, by virtue of which Palestine will prioritise areas such as energy, transports, waste, forests and industry, and, on the other, adaptation policies to the impact of climate change. The Spanish Cooperation will focus on the promotion of sustainable agricultural production techniques, the reuse of water for irrigation purposes, and the use of renewable energies, mainly through interventions linked to agriculture and small-scale industry.

The importance of **prosperity** for the Palestinian Government is listed as a priority in the National Policy Agenda. It pursues the establishment of an independent economy through the creation of job opportunities and the promotion of financial opportunities. The Spanish Cooperation will help Palestine become a prosperous and financially viable State by implementing actions to allow small-scale industries, especially in rural areas, to financial services and to integrate them in market value chains, and by supporting the Palestinian Government in their job creation policies.

Achieving **peace** and **prosperity** necessarily requires a fair solution to the conflict. This is an unavoidable priority for the Palestinian Government to create the conditions for the foundation of an independent State, an efficient government focused on the citizens, living side by side with neighbouring countries. The National Policy Agenda makes its commitment to justice, equality and democracy official with the objective to guarantee the fundamental rights and liberties of the citizens, forging **partnership** with the private sector and the civil society in a framework of shared development. The actions made by the Spanish Cooperation will secure the work done for years to support the reforms of the public sector in order to guarantee the role of the Administration as guarantors of

4. The Paris Agreement, signed on 22 April 2016, came into force on 4 November of that same year and its objective was to fight climate change by adopting policies and measures against it.

collective rights, as well as to strengthen the civil society participation systems in governmental issues. Likewise, it will still be essential for the Spanish Cooperation to promote a fair and long-lasting solution to achieve peace by defending human rights, fostering peace-building actions, and supporting local and international mechanisms to protect the people.

The idea of development contained in this CPF is thus based on the process of full realisation of human rights in every dimension, supporting the creation of a peaceful and prosperous Palestinian State from the perspective of justice and respect for international law. Common responsibility is taken to mobilise resources to achieve the development results that have been identified, and social participation, the construction of an efficient and effective democratic governance, the creation of productive capacities and jobs, the environmental dimension, and gender equality are all incorporated as guiding principles for that purpose.

## 2.2. Territorial scope

The Spanish Cooperation wholeheartedly opposes to concentrating all efforts to specific **geographical areas**. The territorial fragmentation of Palestine into East Jerusalem, Gaza and the West Bank (which, in turn, is also divided into areas A, B, and C) is quite challenging from a development perspective. The Spanish Cooperation commits to considering Palestine as one only territory and to ensure its territorial cohesion, just as the rest of the EU Member States do. This has been laid out in the European Joint Programming and is in line with the Palestinian Government's national priority no. 2, i.e., "National Unity". Therefore, the work done across all priority lines of action will comprehend all the territory. However, it will adapt to the specificities of each one of the zones.

## 2.3. Results framework

Since the Memorandum of Understanding on Palestinian-Spanish Cooperation was signed in Tunis in 1994, Spain has firmly supported the creation of a sovereign, independent and economically sustainable Palestinian State. As a result of that commitment, the Spanish Cooperation in Palestine has invested numerous resources in different strategic areas for over two decades of cooperation.

For an aid to be effective, we have to maintain regular dialogue with our partners, to honestly assess our capacities, to analyse the impact of our past actions, and to evaluate what comparative advantage we have over other donors, as well as thoroughly analysing the politi-

cal and economic contexts. The challenge faced by the Spanish Cooperation in Palestine within the framework of the 2030 Agenda for Sustainable Development is to effectively and efficiently contribute to the achievement of the objectives and goals identified in the Palestinian National Agenda, to improve our capacity of coordination, coherence and harmonization, to execute a results-based management development strategy, and to prioritise mutual accountability in terms of responsibility and transparency, clearly identifying what we want to do and with whom according to different strategies based on our own capacities and those of our partners.

Following these principles and considering the analysis undertaken, this CPF avoids prioritising strategic areas as self-contained but does not give up on their necessary concentration in SDG where the Spanish Cooperation demonstrates added value for and contributes to their achievement. Therefore, achieving the results identified in this CPF will require comprehensive actions overcoming traditional division by area. We describe below the work commitment made by the Spanish Cooperation in Palestine according to the following SDG:



The structure of gender inequality in Palestine is particularly complex. It is characterised by a long tradition of women's involvement in political life and hopes for gender equality. Restrictions on mobility, daily violence and intra-Palestinian divisions are doubtlessly having an impact on issues related to gender equality.

Palestinian women achieve high levels of both elementary and secondary education and the rate of women in university is higher than that of men. However, when it comes to entering the labour market, the gap between men and women persists and unemployment is significantly higher amongst women. The level of women's political participation is extremely low. The Palestinian Government's National Development Plan includes the "Cross-Sectoral Strategy Promoting Gender Equality and Women's Empowerment 2017-2022", which lists five objectives: *Reducing gender-based violence, increasing women's participation in decision-making roles, institutionalising gender equality, promoting women's participation in Palestinian economy, and improving the living conditions of the most vulnerable households.*

While the previous CPF was in force, the Spanish Cooperation prioritised gender equality for the first time among its lines of action, allocating resources to work lines agreed by different actors of the Spanish Cooperation, the Palestinian Government and the civil society, the development aim of which was to promote formal and actual equality. The following actions are highlighted: reforming law to eliminate once and for all sorts of discrimination against women, improving access to justice for women, protecting and promoting women's rights, preventing gender-based violence and protecting women who are victims of it, and implementing projects of socio-economic empowerment.

While this CPF is in force, the Spanish Cooperation will contribute to SDG 5 as described in the following results framework:

#### DEVELOPMENT RESULT 1: IMPROVING THE SITUATION OF WOMEN AS RIGHT HOLDERS IN THE SOCIAL, POLITICAL AND ECONOMIC SPHERES

- **INTERMEDIATE RESULT 1.1** More efficient and effective prevention and response mechanisms against gender-based violence, especially strengthening legal and social systems of protection and comprehensive assistance to victims.

The Spanish Cooperation will work to strengthen the protection mechanisms for gender-based violence victims by improving and providing quality services (legal assistance, psychosocial support, and sexual and reproductive health), specialising professionals (security services, legal system and media workers), and implementing awareness-raising actions (particularly for men who are relatives of survivors, and religious leaders) addressed to the civil society as a whole and adopting a long-term perspective in order to fight gender-based violence (including child marriage), protect gender-based violence survivors, and promote a fairer distribution of home responsibilities. In the framework of this line of action, we will accompany public institutions in the already initiated reform process to facilitate access to justice, especially for women with a high level of vulnerability, as well as for civil organisations specialising in this field.

- **INTERMEDIATE RESULT 1.2** Dimension of gender in national plans, policies and legal frameworks in full alignment with International Human Rights Treaties.

The Spanish Cooperation will continue accompanying the Palestinian Government in the implementation of the "Cross-Sectoral Strategy Promoting Gender Equality 2017-2022", for which the Women's Affairs Ministry is responsible. Likewise, and as a way to fight institutionalised discrimination and im-

prove access to justice, the Spanish Cooperation will work on the modernisation and alignment of Palestinian legislation (including the Sharia Code) with International Human Rights Treaties, creating the legal basis to eliminate institutionalised discrimination against Palestinian women and girls.

- **INTERMEDIATE RESULT 1.3** Increasing women's participation and representation in decision-making processes.

The actors of the Spanish Cooperation will contribute to strengthening women's capacities to participate actively as a citizen, making them play a bigger role as agents who can have a positive impact on the promotion of their own rights. In order to do so, the capacities of women's organisations will be strengthened, community action and advocacy plans will be developed to promote transforming gender relationships and awareness-raising actions will be implemented with the aim to promote the presence and participation of women in the public sphere.

- **INTERMEDIATE RESULT 1.4** Creating job opportunities and promoting financial self-sufficiency for women.

The Spanish Cooperation will continue supporting companies and cooperatives run by women, as well as promoting their participation in the Palestinian cooperative area. We will work to integrate women in areas of financial influence such as energy and new technologies through adapted educational programmes and traineeships in technology companies, supporting the diversification of education in non-traditional areas for women and fighting gender-based discrimination in work environments.

#### 9 INDUSTRY, INNOVATION AND INFRASTRUCTURE



Palestinian economic growth is totally conditioned by the lack of sovereignty over the territory and its natural resources, thus being highly dependent on international aid. The obstacles for goods and people mobility in the West Bank, the isolation of East Jerusalem and the Gaza blockade have had an appalling impact on the productive areas of economy, especially on agriculture and industry; their growth depends solely on consumption. This situation has

slowly led to a gradual decrease in the number of investments and to a downturn in the annual growth rate. A chronic budget deficit, high unemployment rates (especially worse amongst women) and particularly serious levels of poverty and food insecurity hinder and determine every development strategy in Palestine. It is practically impossible to sustain a development process in an environment characterised by deep economic instability and conditioned as well by the lack of political autonomy. The outbreak of the COVID19 pandemic in 2020 and its devastating economic consequences make it harder to ensure the good state of the Palestinian public purse, to put an end to unemployment, and to support those who are the most vulnerable.

Among the national priorities of the Palestinian National Policy Agenda, the development of an independent economy based on the recovery of the agricultural, industrial and tourist sectors is at the top. This will be done by expanding international trade and exports, planning infrastructures and investing in them, and promoting the role played by the financial sector in the growth of the financial sector. At the same time, the Palestinian Government hopes to create job opportunities by adapting education to the market's demands, and by improving the economic environment in terms of security to foster business and entrepreneurial initiatives.

Historically, agriculture has been the shelter and the pillar of Palestinian economy as a source of employment, food security and protection against land expropriation. The Spanish Cooperation has been traditionally linked to agriculture and plays an unquestionable and leading role as a donor. The Spanish Cooperation has supported and promoted this area as an economic driver and public entities and civil organisms have been institutionally strengthened. Within the framework of this CPF, the Spanish Cooperation will continue maintaining its presence in the field of agriculture. However, this must be understood as a means rather than an end *per se*, diversifying actions and always aspiring to the creation of jobs and the development of economy beyond the classical profiles of vulnerability of the population benefiting from the aid.

## DEVELOPMENT RESULT 2: JOB CREATION AND INCLUSIVE ECONOMIC GROWTH

- **INTERMEDIATE RESULT 2.1** Improving the competitiveness of micro, small and medium-size companies at a local and international level by promoting the use of clean energies and sustainable tourism as a factor for development and job creation.

The Spanish Cooperation will contribute to the creation of a favourable framework for the development of jobs and economic activities, both in rural and urban areas. This will be done by strengthening the capacity of the public administration to foster technological research and development programmes, agricultural extension services, credit facilities, and agriculture financing and insurance, as well as by restoring infrastructures that are related to the development of livelihoods, including tourism. We aspire to improve the competitiveness of small and medium-size companies both locally and internationally by creating jobs and a supporting and favourable economic environment. The aforesaid development of the economic fabric, support to productive activities, the organisational strengthening of the private sector, and the promotion of employment will be encouraged feasibly and sustainably by fostering the use of clean energies.

The Spanish Cooperation will also contribute to strengthen resilience in vulnerable rural communities both in Gaza and in the West Bank, especially in Area C. In order to do so, we will support the enhancement of productivity in agricultural holdings by increasing the access to productive means (water, land, energy) and agricultural inputs, by promoting the use of sustainable agricultural techniques adapted to climate change, and encouraging to sell surpluses. In the field of agribusiness, the Spanish Cooperation will work to improve the competitiveness and access to market, services and institutional capacities, and to promote sustainable techniques of **water** and **energy** consumption (use of treated waters, desalination plants, hydroponic cultivation, solar panels) as well as business models integrating respect for the environment.

- **INTERMEDIATE RESULT 2.2** Improving professional capacities and skills to access the labour market.

Strengthening professional skills as well as productive financial, marketing and leadership management capacities will constitute one of the lines of work of the Spanish Cooperation while this CPF is in force. This is our way to address the demands for specialised training in order to tackle a labour market characterised by new techniques that demand prepared workforce capable of dealing with entrepreneurial initiatives.

- **INTERMEDIATE RESULT 2.3** Increasing the participation of the cooperative sector in jobs and sustainable development, boosting the creation of jobs and the trade of quality products, with particular attention to initiatives led by young people and women.

Working to improve the competitiveness and integration of cooperatives and small businesses in internal and external agricultural markets, and encouraging women and young people to create or expand sustainable initiatives will allow us to provide continuity to a classical approach adopted by the Spanish Cooperation in Palestine, creating the conditions so that productive initiatives led by cooperatives are feasible in terms of competitiveness and access to the labour market.



The lack of control and sovereignty over the territory and its natural resources, the existence of settlements against International Law, the Gaza blockade, and the isolation of East Jerusalem from the rest of Palestine, all have an impact on development and economic growth policies. These factors, together with daily violence, the lack of hope for a near resolution of the conflict, and the increasing levels of unemployment and poverty have created an atmosphere of hopelessness, abandonment, and frustration which are a source of conflict. This violence, especially harsh in Gaza where the afflicted population is exhausted, directly affects the already low immediate response capacity before emergency situations, and also has a negative impact on the quality and provision of essential services.

The Palestinian Government is involved in different and simultaneous processes to reform the administration. The objective of these processes is to grant all due capacities to public institutions and assume their responsibility in all levels. This includes strengthening governmental institutions regarding policies and planning, reforming the public administration to ensure it is a modern and efficient organisation based on merits, and strengthening Ministries to back up better provision of services.

Traditionally, the Spanish Cooperation in Palestine has been a partner particularly involved in good governance, the defence of human rights, and the promotion of democracy. We would like to highlight the work that has been done to date to support the reforms of the public sector in order to help guarantee the role of Administrations as a guarantor of collective rights, and to strengthen the systems of civilian participation in governmental issues. Likewise, we would also like to highlight the work done

by the Spanish Cooperation in promoting a fair and long-lasting peace, and actions for peace building, as well as supporting local and international mechanisms of protection for refugees.

According to the aforementioned constraints, our previous experience, and the priorities identified by the Palestinian Government and civil society, the Spanish Cooperation will contribute to this SDG as follows:

#### DEVELOPMENT RESULT 3: ADEQUATE AND ACCESSIBLE MECHANISMS TO DEFEND AND PROTECT CIVILIANS IN ORDER TO SAFEGUARD AND GUARANTEE HUMAN RIGHTS

- **INTERMEDIATE RESULT 3.1** Improving information, consultancy and legal assistance services provided to the population according to standards of equality, fair trial and due protection.

Promoting a fair and long-lasting peace through the protection and restoration of the Palestinian population's rights by improving the access to justice and the defence of Human Rights will continue to be a pillar for the Spanish Cooperation. Such defence requires International Conventions to be met, to support the report of human right violations, and to support the defence of liberties by encouraging the equitable and equal treatment of people. We will also work to promote social participation in processes of collective decision-making by encouraging the participation and empowerment of the most vulnerable sectors, and by encouraging younger generations to improve social cohesion and community resilience.

#### DEVELOPMENT RESULT 4: TRANSPARENT, PARTICIPATIVE AND EFFICIENT PUBLIC INSTITUTIONS ON THE BASES OF RESPECT FOR DEMOCRATIC LIBERTIES AND PEOPLE'S RIGHTS

- **INTERMEDIATE RESULT 4.1** The Palestinian public administration has prepared professionals and adequate means to guarantee the equitable and quality access, management and provision of public services, with particular attention to issues related to cohesion, citizen participation, and protection of vulnerable groups.

The Spanish Cooperation will continue supporting the programmes that strengthen public institutions in order to allow them to be sustainable towards a future sovereign State, including both central institutions and local entities. This way, we will be contributing to the creation of an impartial, efficient and effective public administration belonging to a transparent, participative and stable government

that has strategic and predictable capacity by financing actions related to social cohesion and protection, with particular attention vulnerable groups, as well as to the professionalisation and improvement of essential services, essentially those within the field of health, as a way to enable an adequate transition between the humanitarian arena and development policies. Actions aiming to improve the management of Palestinian foreign affairs will also take place within the framework of this intermediate result.

- **INTERMEDIATE RESULT 4.2** Refugees have educational, health and social protection systems.

The situation of **refugees** is still one of the key points in the Palestinian context. The support of the EU and the Spanish Cooperation is channelled through UNRWA, an agency established as a subsidiary organ of the United Nations General Assembly in December 1949. The objective of UNRWA is to offer emergency help and social assistance programmes to Palestinian refugees. The maintenance and management of more than 700 schools with half a million students all across the Middle East, the provision of health assistance in 143 healthcare centres, and 49 social and educational centres for women, as well as many other centres for community services, all require big budgets. These budgets are covered by voluntary donations made by the community and Spain has been doing so since 1958.

## 2.4. Humanitarian action

The Spanish Cooperation's Humanitarian Action Strategy for 2019-2026 serves as a framework for the humanitarian work of all the actors of the Spanish Cooperation so that their contribution to international efforts in favour of people and communities afflicted by conflicts and disasters is increased and improved. The strategy's objective is to contribute to saving and protecting lives, to alleviating suffering, and to maintaining human dignity before, during and after humanitarian crises by giving a response based on humanitarian principles aligned with internationally made commitments, and by improving accountability and its quality, including the following strategic lines:

- Promoting humanitarian principles, international humanitarian law, and other legal frameworks in order to ensure the protection and the rights of affected people.

- Improving the response given by the Spanish Humanitarian Action and its combination with the Spanish Cooperation as a whole.
- Adapting means and tools to new tendencies and internationally made commitments (*Grand Bargain*).

The strategy includes a cross-cutting approach based on rights, gender, age and diversity, resilience, environment, do-no-harm and conflict sensitivity<sup>5</sup>.

Following the guidelines laid out in the Fifth Master Plan and in the Humanitarian Action Strategy, which prioritise the approval of plans for countries affected by chronic crises where the Spanish Cooperation works, the AECID has set context strategies for Palestine which are reviewed every two years. These documents develop the lines of the Humanitarian Action Strategy and adapts them to the Palestinian context in accordance with the objectives of the United Nations Humanitarian Response Strategy. They prioritise the protection of the Palestinian population before violations of International Humanitarian Law and International Human Rights Law, and access to basic quality services by approaching resilience and gender equality. The Palestinian crisis is one of the five priority contexts for the Oficina de Acción Humanitaria (AECID, Humanitarian Action Bureau), and this shows how committed the Spanish Agency is to Palestine and the Palestinians.

The World Humanitarian Summit insisted on the need for humanitarian and development actors to work together in the logic of breaking "silos". One of the Grand Bargain commitments is to **enhance engagement between humanitarian and development actors**, as well as the 2030 Agenda focuses on the need of working more comprehensively by combining different tools. One of the many challenges faced by the Palestinian context is to achieve greater coordination in terms of humanitarian and development needs in order to tackle the main causes for vulnerability, fragility, and conflict at grass-root level, to meet humanitarian needs, and to enhance resilience. Both humanitarian and development actors recognise this need, and it is a topic for discussion amongst donor forums and NGOs. For this reason, and according to the commitment to "enhance engagement and collaboration between humanitarian and development action, a vital aspect for the promotion of resilience, prevention, alleviation, and preparedness before disasters, or long-lasting solutions for refugees, and displaced and migrant communities" laid out in the Fifth Master Plan, the Humanitarian Strategies for the Palestinian context will be considered to be additional documents to this CPF while it is in force.

5. DGSDP. Spanish Cooperation's Humanitarian Action Strategy for 2019-2026.

## 3. STRATEGY ALLIANCES

### 3.1. Alliance network

The 2030 Agenda for Sustainable Development defines the framework for promoting development for the following years. This Agenda has identified a set of global, specific and measurable objectives in which involved agents have to align to achieve the goals set. From among the Sustainable Development Goals described in the Agenda, the last one, SDG 17, encourages to establish resource mobilisation, technical capacity, technology, and knowledge in the framework of global partnerships. Improving policy coherence towards achieving sustainable development, respecting the leadership of countries in their own development processes, and promoting the constitution of alliances in public, public-private and civil spheres are all essential and vital elements for the Agenda.

The Spanish Cooperation will promote the creation and strengthening of alliances or associations with different actors committed to contributing to the achievement of SDG in Palestine. This will allow to put sustainable development at the centre of all actions, and to harmonise intervention criteria and the measurement of contributions. In this respect, we highlight the following actors in the development of this Partnership Framework:

#### Spanish Public Administration and other entities from the institutional public sector

The Spanish Public Administration (SPA) Consulate of Spain in Jerusalem, the Economy and Trade Bureau of the Spanish Embassy in Israel, and the AECID Technical Cooperation Office as the Cooperation Unit Abroad [Ministry of Foreign Affairs, European Union and Cooperation (MFA)].

The Ministry, through the International Cooperation Secretary of State, is the organism in charge of planning, directing, executing, and assessing international cooperation policies for development. As a part of the Secretary of State, the Spanish Agency for International Development Cooperation (AECID) is in charge of promoting, managing, and executing the aforesaid policies through different modalities and instruments. Other ministries and public entities will also contribute to the development of the Palestinian Country Partnership Framework.

The Ministry of Agriculture, Fishing and Food, the Ministry of Industry, Trade and Tourism, the Ministry for Ecological Transition and Demographic Challenge, the Ministry of Labour and Social Economy, and the Ministry of Education and Professional Training will be able to offer their experience, knowledge and good practices to programmes related to job creation and to the sustainable development of agriculture (SDG 9). The Ministry of Justice, the Ministry of the Presidency, the Ministry of Equality, and the Ministry of the Interior will also be able to offer their experience to the promotion of gender equality, the Rule of Law, and access to justices (SDG 5, SDG 16).

#### Autonomous Communities and Local Entities

Within the Spanish system of Cooperation for Development, Autonomous Communities (AC) and local entities play a significant role in offering Spanish ODA to partners. Regarding Palestine, more than 30% of ODA corresponds to regional cooperation. The most significant contributors are Andalusia and the Basque Country, followed by Catalonia and the Valencian Community. These contributions are mainly channelled through support to UNRWA and bidding proceedings grants to NGOs. As for local entities, we would like to highlight that over 30 municipalities and local governments also offer assistance, thus showing tight historical bonds of cooperation and solidarity with Palestine.

#### Development Non-Governmental Organisations

Twelve Spanish NGOs have permanent offices in Palestine: MPDL (Movimiento por la Paz), FPS (Fundación Promoción Social), APS (Alianza por la Solidaridad), Paz con Dignidad, ACH (Acción contra el Hambre), ACPP (Asamblea de Cooperación por la Paz), ACP (Associació Catalana per la Pau), NOVACT, Médicos del Mundo (Doctors of the World), Médicos sin Fronteras (MSF), Cruz Roja Española (Spanish Red Cross), and Mundubat. Most of them are active everywhere across the Palestinian territory and have projects in the West Bank, East Jerusalem, and the Gaza Strip. They have 85 employees approximately, 30% of them being expatriates and the rest, locals. In 2019, Spanish NGOs had 53 ongoing projects amounting to more than €18 million.

## European Union

The position that the EU has historically adopted with regards to Palestine is to promote a two-state solution where Palestine will finally become an internationally recognised, independent, democratic, geographically contiguous and economically viable State living side by side with the neighbouring State of Israel in peace. For more than twenty years, the EU has supported Palestinians in their pursuit for self-determination and has invested significant economic resources for that purpose. Since 2007, the EU and its Member States, together with Norway and Switzerland, have invested over €1,100 million in development aid on a yearly basis. European contributions represent two thirds of all donated funds, with an average annual investment of €300 million. The nature and volume of EU development aid has always been linked to the political situation and its position about the Peace Process in the Middle East. This aid plays an important role in the establishment and viability of institutions for a future Palestinian State.

In line with the main orientations established by the European Council for Development (2011) and the Agenda for Change (2011), European partners have executed development policies to complement and align with national needs and priorities. The dialogue over policies takes place within the EU-Palestine Joint Committee and six European Neighbourhood Policy subcommittees. During the last ten years, the EU has taken part in three National Development Plans and has laid the procedure foundations for a new way of coordination and common work among European donors with a presence in Palestine through the so-called "Joint Programming". The first Joint Programming for Palestine, which is still in force, was created simultaneously and in alignment with the Palestinian National Policy Agenda 2017-2022 within the framework of the 2030 Agenda. Its objective was to avoid aid fragmentation and to foster the division of labour among Member States according to the criteria of comparative advantage and sectoral concentration. It covered the period 2017-2020. The Joint Programming defines the following priority action "pillars":

1. Governance reform, fiscal consolidation and macro-economic policies.
2. Rule of law, citizen safety and human rights.
3. Provision of sustainable social services. Health, education and social services.
4. Access to water and energy.
5. Sustainable economic development. Agriculture and private sector.

The Spanish Cooperation has participated and still participates fully in the Joint Programming elaboration process and is in charge of the agriculture area belonging to Pillar 5 . Sustainable economic development. It also participates actively to identify results and development, follow-up and measurement indicators.

## International organisms

22 agencies, programmes or funds operate in Palestine (18 of them have on-site office) and they are coordinated by the country's UN team. This team is led by the Resident Coordinator, who is a member of the Office of the Special Coordinator for the Middle East Peace Process (UNSCO). This office was created in 1994 after the Oslo Accords were signed. The Special Coordinator is the personal representative of the UN Secretary-General before the PLO and the Palestinian Government. The Special Coordinator's mandate is to promote and identify UN development aid, as well as to represent the Secretary-General in conversations about the Peace Process between the parties and the International Community.

The UN system labour takes place as part of the UN Development Assistance Framework (UNDAF) in Palestine. UNDAF 2018-2022 is currently in force and it is the result of a consultative process in which the government, organisations from the civil society and other development actors took part in order to ensure their alignment with national priorities. The UNDAF's strategic goal is to improve development perspectives by promoting the creation of a Palestinian State with transparent and effective institutions and by tackling vulnerability factors as well. An estimated budget amounting to USD 1,262 million is expected for the period 2018-2022.

The Spanish Cooperation in Palestine is highly experienced in collaborating with UN agencies and they are historical partners of UNDP, UNICEF, FAO, UNRWA, WFP, OCHA, UNMAS, UNESCO and UN WOMEN, among others. Additionally, international organisms such as ICRC and DCAF are also partners with the Spanish Cooperation.

UNRWA has a relevant spot within the UN system. The United Nations Relief and Works Agency for Palestine Refugees in the Middle East was created in 1949 under the mandate of the United Nations General Assembly and its objective is to offer emergency aid and social assistance programmes to Palestinian refugees. UNRWA's current mission is to give assistance and protection to over 5 million Palestinian refugees living in Jordan, Syria, Lebanon and Palestine until a final solution is given to their status. Originally conceived as a temporary organ-

isation, UNRWA has gradually adapted its programmes to cover the changing and increasing needs of refugees during the last seven decades. Spain started contributing back in 1958 and finances both humanitarian and development aid in terms of education, health, and social services. Since 2001 and to date, Spain has contributed over €135 million to financially support UNRWA.

### International aid coordination spaces.

Large international presence in Palestine results in the existence of multiple donor coordination forums, classified according to whether or not the Palestinian Government participates in them. The most important ones are described below:

### Coordination and dialogue systems between donors and the Palestinian Government:

In 2005, an aid coordination system was established in Palestine. In line with the OECD-DAC Paris Agreements, the aforesaid system's aim was to improve the efficiency of coordination structures in the provision of technical assistance and financial support services according to national priorities. In 2016, an independent review of the coordination system led to a reform proposal that resulted in the current coordination structure described in the following lines:

Ad-Hoc Liaison Committee
<ul style="list-style-type: none"> <li>• <b>Presidency:</b> Norway</li> <li>• <b>Members:</b> 15 permanent members along with international States and international organisms</li> </ul>

#### International level

Open development forum	Donor Advisory Group (DAG) - Heads of Mission	Joint liaison committee (JLC)
<ul style="list-style-type: none"> <li>• <b>Presidency:</b> Office of the Prime Minister</li> <li>• <b>Members:</b> All the donors, UN agencies, representatives of the private sector and the civil society</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Presidency:</b> Prime Minister</li> <li>• <b>Vice-presidency:</b> Minister of Finance</li> <li>• <b>Members:</b> 16 of the main donors and other Ministries</li> </ul>	<p><b>Inactive</b></p>

Local level	Donor Advisory Group - Heads of Cooperation	Government coordination committee
<p><b>Local aid coordination secretariat (LACS)</b></p>	<ul style="list-style-type: none"> <li>• <b>Presidency:</b> Office of the Prime Minister</li> <li>• <b>Vice-presidency:</b> Minister of Finance and EU</li> <li>• <b>Members:</b> 16 of the main donors and representatives of other invited Ministries</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Presidency:</b> Office of the Prime Minister</li> <li>• <b>Vice-presidency:</b> Minister of Finance</li> <li>• <b>Members:</b> Sector group coordinators</li> </ul>

15 sector working groups (SWG)
<ul style="list-style-type: none"> <li>• <b>Presidency:</b> minister or person in charge of the Palestinian governmental institution.</li> <li>• <b>Co-presidency:</b> A donor representing the community</li> <li>• <b>Members:</b> Donors, governmental institutions, representatives of the civil society and the private sector, UN agencies</li> </ul>

- **Ad-Hoc Liaison Committee (AHLC):** The so-called Ad Hoc Liaison Committee (AHLC) is the only high-level permanent work group still existing as a multilateral formula used since the Madrid Conference of 1991. It was created in 1993 as an ad hoc coordination mechanism between main donors to promote the on-site establishment of the Palestinian Authority (founded in 1994) and dialogue between parties. Nowadays, its main objective is to launch a Peace Process, to improve the Palestinian economy, and to gradually build a Palestinian State. The group is chaired by Norway and co-sponsored by the EU and the US. It consists of 15 members: Israel, Palestine, Saudi Arabia, Egypt, Jordan, Tunisia, Norway, Canada, USA, Japan, Russia, World Bank, IMF, the United Nations and the European Union. These countries have agreed to add permanent invitees such as Spain, UK, France, Germany, Italy, Sweden, the Netherlands, UAE, Kuwait and Turkey. Spain was first invited in 2008 as it was the second biggest donor from the EU, only after the UK.
- **Donor Advisory Groups (DAG):** It consists of two groups. One of them is made up of Heads of Mission while the other is made up of Heads of Cooperation. Spain participates in both of them as a strategic donor. Advice is completed at the sector working groups level. Spain is the vice-president of the agriculture sector working group, and enjoys full membership at the groups corresponding to social protection (including gender), justice, security, environment, and tourism.
- **EU Interest Groups:** There are multiple donor coordination forums within the EU. Many of them are created *ad hoc* due to a specific event or a constant concern. Spain usually participates in all of them. Along with clusters related to water, civil society and UNRWA, there are others related to Gender, East Jerusalem, Area C and Gaza.
- **PEGASE Coordination Forum:** The Palestinian-European Mechanism for Management of Socio-Economic Aid started on 1 February 2008 as a common fund for European donors in order to direct budget support for the Palestinian Government. Spain has contributed over €105 million to the PEGASE Fund between 2008 and 2019. On a regular basis, the EU holds a meeting for donors in order to provide information about how and where the funds are invested.
- **European Gender Coordination Group:** In October 2013, a European Technical Gender Working Group was created under the wing of EU. Led by Italy and Spain and with the active participation of Sweden, its aim is to make progress in terms of joint programming, as well as to have a forum consisting of specialists and active donors in the area.
- **Donor groups at the United Nations:** Traditionally, donor countries hold meetings every two years to exchange opinions and information about the management of the United Nations agencies, and their vision about the topics of the running programs. Spain engages in coordination meetings with FAO and UN Women.

#### Coordination and dialogue system between donors:

- **Heads of Mission (EU HOMs):** On a regular basis, the Heads of Mission in Palestine (General Consuls in Jerusalem or Heads of Representation Offices in Ramallah) hold a meeting in order to coordinate and arrange political actions. The annual situation reports for Gaza and East Jerusalem are significantly important.
- **Heads of Cooperation (EU HOCS):** The Heads of Cooperation of the Member States hold meetings on a regular basis in order to coordinate actions, to keep the continuing information forum going, and to take forward joint programming.
- **European Policy Advisers:** Just as Heads of Mission and Heads of Development Cooperation hold meetings, so too do European Policy Advisers. They analyse the political situation and its impact on the development cooperation policies, and support Heads of Mission by producing reports about the situation in Gaza, East Jerusalem and Area C.
- **UNRWA advisory commission (Ad Com - Advisory Commission)** In this framework, 25 donor States, together with three observers, hold a meeting twice a year. Spain has been a member of the Ad Com since 2005, although it has been a donor country since 1958. Preparatory meetings are called "Sub-Committees" (Sub Com) and their objective is to help the Ad Com make decisions and to support the work done by the UNRWA General Direction.
- **Quartet:** As a way to support the Peace Process and make it easier, EU, USA, UN and Russia created the so-called "Quartet". The Quartet Bureau consists of a group of political advisers from different backgrounds who work together with the Palestinian Government, Israel, the international community, the Palestinian civil society, and the Palestinian and Israeli private sectors to promote political and economic development in Palestine. The biggest donors to date have been USA, Canada, the European Commission, and Norway. With regards to the Quartet's priorities, actions for economic empowerment and for building and refurbishing hospitals and schools

in Area C take the main focus. Donors meet at least twice a year in order to coordinate activities and offer information about the development of ongoing projects. Spain attends informative meetings.

- **World Bank:** The World Bank plays an important role channelling donors' funds to support the Palestinian Government's reform programme. Since 2008 it has managed the Donors Fund "Trust Fund for Gaza and West Bank", to which donors are contributing through budget support for the government in order to implement the National Development Plan. The World Bank disburses funds regularly as long as satisfactory progress is made in the agenda of the National Plan. Moreover, the Bank simultaneously co-finances or finances projects approved to other donors. Since 1993, the Bank has operated as the Ad Hoc Liaison Committee (AHLC) secretary, reporting every six months about the progress of reforms. The main areas of action of the Bank are institutional strengthening linked to the fiscal sector, and economic growth through initiatives with the private sector. The Bank holds periodical meetings to inform donors, although the latter do not have any intervention capacity in terms of decision-making about the use and destination of the funds. Spain donated funds in 2006.

With regards to **humanitarian action**, OCHA, together with UNSCO, currently leads the reorganisation process of the humanitarian donors coordination system, nowadays structured as follows:

- **Humanitarian Country Team (HTC):** the forum of humanitarian organisations operating in Palestine. It includes national and international actors that participate at the national level in the provision of humanitarian assistance and protection. It is also the forum where policies about issues related to humanitarian access in Palestine are formulated. The Humanitarian Coordinator/Resident Coordinator is the president of the HCT, while the OCHA acts as the secretary thereof. OCHA is the organism in charge of coordinating humanitarian affairs and it is in direct contact with the Palestinian Government, thus acting as an intermediary between donors (including Spain) and the government.
- **Humanitarian Country Team Plus (HTC+):** It includes members of the Humanitarian Country team, as well as humanitarian donors. It is divided into two groups: the Area C interest group, and the work group in East Jerusalem.
- **Humanitarian Aid Donorship Group (HDG):** It is a coordination mechanism for humanitarian donors who have signed the principles of the Good Humanitarian Donorship. It is permanently led by ECHO

and Sweden. This forum is the place where donors share information and agree about joint positions before multilateral agencies and the Palestinian Government, although it seldom allows to lay the foundations for an effective work division. It has a subgroup dedicated to health where Spain participates as a donor.

- **Humanitarian Pooled Fund (HPF) Advisory Committee.** Its members meet four times a year in order to guide and advise the Humanitarian Coordinator, who manages de Fund.
- **Interest group on the humanitarian-development nexus:** Informal group suggested by Sweden interested in working on the humanitarian-development nexus.
- **West Bank Protection Consortium:** Known as "Area C Consortium", it is a joint humanitarian and multi-sector response programme in Area C where international development NGOs and executors participate side by side. This consortium originates two groups. The first group exclusively includes donors (ECHO, Belgium, France, Italy, United Kingdom, Ireland, Luxembourg, Denmark, Sweden and Spain) and it is regularly called by ECHO. The second one, a coordination committee, gathers donors and executing organisations.

### 3.2. Modalities and instruments

In terms of **modality**, within the framework of this CPF, almost all of the aid granted to Palestine by Spain will be channelled **unconditionally** and will **not** be **refundable**. **Direct bilateral aid** will be made both through local non-governmental organisations and public organisms while **indirect bilateral aid** will be channelled through Spanish development NGOs, academic entities and specialised institutions, as well as through international organisms.

In terms of **instruments**, below is a description of the ones that will be used while this CPF is in force:

- **Projects and programmes:** Many actions of the Spanish Cooperation in Palestine will be channelled through cooperation projects and programmes executed in a determined geographical area for which direct beneficiaries have been identified. Regarding the execution of agreements and programmes, **Spanish development NGOs** are to highlight. Through competitive bidding proceedings, these organisations will receive funds to achieve identified development results within the framework of this

CPF. **Palestinian development NGOs** play, in turn, an essential role in the projects and programmes execution roadmap of the Spanish Cooperation as managers of Spanish funds, partners of Spanish development NGOs, and representatives of the civil society.

- **Regional programmes:** Through AECID and the then-called MAEC, the Spanish Cooperation<sup>6</sup> created in 2012 the so-called MASAR programme in order to contribute to the success of the democratic process initiated in several countries on the southern coast of the Mediterranean. It was designed as a regional programme to support the democratic governance processes in the Arab world, in line with the European Neighbourhood Policy and taking into consideration the experience and ties of Spain in the area. The geographical action scope includes North-African and Middle Eastern countries depending on the situation and the possibilities of intervention at a given time, always considering the different political and contextual circumstances allowing the Spanish Cooperation to offer their support. The aim of the MASAR Programme is the promotion of institutional, social and economic development policies that will support democratic governance and social cohesion of partner countries by strengthening their institutions and their civil society. As instruments for the modernization and the strengthening of key actors and institutions, the programme suggests to transfer knowledge, exchange good practices, train and learn, all of that addressed both to public institutions and relevant actors of the civil society, in order to enhance their capacity of political dialogue and influence on collective decision-making.

Between 2012 and 2015, the **MASAR Programme in Palestine** was oriented to modernising governmental institutions, professionalising the civilian police in a democratic and human-rights friendly environment, effectively integrating a gender approach in public policies, defending women's rights and empowerment, and promoting the role of the civil society as a relevant actor in collective decision-making. After the approval of the previous CPF, which included governance and gender among its priorities, the interventions made according to this Programme have been limited to specific training activities addressed to the public sector and the civil society.

The Fifth Master Plan considered to renew this Programme taking into consideration the geopolitical changes that have happened since it was created and it has been divided into two axes: **MASAR Water Programme** and **MASAR Gender Programme**.

On the one hand, the objective of the MASAR Water Programme is to contribute to the sustainable management of water in the region, treasuring the experience and prestige of Spanish administrations in the area, as well as the technical knowledge acquired by the Spanish Cooperation in the framework of the "Cooperation Fund for Water and Sanitation in Latin America and the Caribbean" and the "Azahar" programme in the Mediterranean region. On the other hand, the MASAR Gender Programme aspires to protecting women's rights and economic empowerment, facilitating their political participation at all levels, and promoting gender equality by setting up regional platforms and bilateral actions. Palestine participates in both programmes.

- **Technical cooperation:** Palestine will be the scenario for knowledge-transfer action that seek to strengthen institutional capacities highlighting the respect for training actions addressed to public employees within the MASAR Programme framework, collaborations with the Diplomatic School to help improve the capacities of Palestinian representatives abroad, as well as with specialised and professional entities in the field.
- **Multilateral cooperation:** During the implementation period of the present CPF, the Spanish Cooperation will appoint the following multilateral organisms as priority partners (although the list is not limited to them):
  - UNRWA: The General Fund will continue receiving funds and possible extraordinary appeals to offer assistance to over 5 million Palestinian refugees living in Jordan, Syria, Lebanon, East Jerusalem, Gaza and the West Bank.
  - FAO: The Food and Agriculture Organisation of the United Nations will remain a priority partner in terms of institutional capacity building for the public agricultural sector. Spain will continue supporting the multi-donor fund run by FAO to run and develop markets, value chains, and producer associations in the agricultural sector.
  - UN WOMEN: The work initiated in collaboration with the United Nations agency for women will continue. Such work seeks to improve legal mechanisms of access to justice and security for women. The work initiated in the framework of actions to correctly and adequately cross-cut gender in policies and public institutions will also continue.

6. Since June 2018, the Ministry is called "Ministry of Foreign Affairs, European Union and Cooperation".

- **Programme-based aid:** The term “programme-based aid” refers to the assistance offered to partner countries to fund the payment balance and national budgets, both globally and sectorally. The “programme-based aid” has an added value as it empowers the leadership of partner countries and contributes to improving coordination with other donors. Its effectiveness results from the fact that the donor and the partner have a previous dialogue, as well as from the existence of an adequate, reliable and transparent resource management model on the latter’s side. As already stated in previous pages, the Palestinian Government leads important reforms to ensure that national systems, institutions and procedures for aid management are effective and responsible. The Palestinian Government has repeatedly called the international community and shown their preference for a generalised use of direct contributions into national budget or specific budgetary lines for sectoral support by adapting to national management and audit systems.

To date, the Spanish Cooperation has used “programme-based aid” as a cooperation instrument, both in general budget support and in a sector-wide approach. Within the framework of this CPF and in coordination with the EU and its Member States, the “programme-based aid” will be implemented as much as possible as long as appropriate conditions of good governance, transparency and accountability are given according to the following distribution:

- General budget support: While this CPF is in force, the Spanish Cooperation will continue to fund general budget support to the Palestinian Government through the European mechanism PEGASE (Palestinian-European Mechanism for Management of Socio-Economic Aid), which has their own accountability and follow-up system.
- Sector-wide approach: Traditionally, Spanish Cooperation has channelled aid through grants given to the Ministries of Agriculture, Tourism, Women’s Affairs, Foreign Affairs, and the Office of the President. They are governed by the local regulations on goods contracting and procurement, and they respond to the achievement of the results previously identified. While this CPF is in force, sector-wide support will be given to Palestinian public entities offering due guarantees of technical and economic management and justification, including local agents.
- **Financial cooperation:** The economic and financial cooperation with Palestine dates back to 1984, when

aid was granted in the form of donations. A refundable financial cooperation agreement was signed in 1996 for a period of several years through 35-year credits and 16-year grace interest-free periods with the Palestinian Government as a guarantor. To date, the total value of the projects funded thanks to this agreement amounts to over €69 million, and there has been a total of 14 projects (storage refrigerating facilities, medical equipment for hospitals, and equipment for police forces). There are no debt conversion plans through investments and no refundable financial cooperation transactions are expected to be implemented during the term of execution of this CPF.

- **Delegated cooperation (EU):** During 2007-2018, the EU delegated €76.65 million in Palestine. This amount was distributed in 11 agreements run by Germany, the United Kingdom, France, and Belgium. In 2017, AECID started working hard on negotiations with the Delegation. These negotiations jointly identified an intervention combining the Spanish Cooperation’s experience in rural development and in improving access to natural and productive resources, with an innovative approach to women’s cooperatives and connecting small farmers to market economy through value chains. The ultimate objective of this joint action is to improve the living conditions of the Gaza population by facilitating access to employment. This delegation agreement will be signed and executed during the implementation term of this CPF.

### 3.3. Resources

Palestine is one of the largest recipients of international aid in the world, and Spain is a historical partner and an important donor. Between 1994 and 2018, the ODA granted to Palestine by Spain amounted to €777 million. During the period 2008-2010 Spain was among the top donors after EU, USA, UK and Norway. The budgetary adjustments suffered by development cooperation policies in Spain have translated into a gradual reduction of our contributions in Palestine, which have been stabilised throughout the last years with a slight upward trend.

**The Spanish ODA granted to Palestine between 2020-2024 is expected to reach €100 million**, although this estimation is not a financial commitment whatsoever. The final allocation will be stated in the corresponding annual proceedings, will be subject to budget availability, and will be charged to the ordinary credits of different actors involved.

### 3.4. Risks

#### Natural risks

Palestine is vulnerable to natural disasters including earthquakes, floods, droughts and landslides.<sup>7</sup>

The **climate change** and its consequences on the Palestinian environment could have an impact of health, livelihoods components, food production, distribution channels, and market flows. It could leave a footprint both on the short term, as a result of extreme climate events (droughts, floods) that are more frequent and intense, as well as on the long term, caused by temperature changes and precipitation patterns. It is expected that the climate change will result in short water resources in Palestine, a very dry region with extreme precipitation variability. Palestine is therefore extremely vulnerable to droughts. The aforesaid characteristics do not only have an impact on the environment, but also on the political and socio-economic development of Palestine. The interventions of the Spanish Cooperation in the sector of agriculture try to strengthen sustainable agri-food systems by promoting sustainable cultivation techniques, improving irrigation techniques allowing to save bigger quantities of water, using renewable energies, and promoting responsible business practices. This mitigates the potential impact of climate change.

#### Socio-political risks

The Palestinian context faces a series of socio-political risks which are described below:

1. **Cycles of violence between Israelis and Palestinians:** The situation in Palestine is defined as a protection crisis with humanitarian consequences and regular cycles of violence. The increase in poverty levels, the continuity or intensification of coercive measures (limited access and mobility, forced displacement, expansion of settlements, the Gaza blockade, and internal divisions), the deteriorating provision of essential services, and the stagnation of the Peace Process could all lead to even higher levels of frustration. They could also lead to cycles of violence like the one that took place in 2015, known as the "Knife Intifada", and which, since March 2018, develops in Gaza with the framework of the "Great March of Return". The escalating tension in Gaza could lead to high-scale armed clashes in a context of permanent insecurity. Political instability in Israel increases uncertainty even more, and pushes the "Palestinian question" to the background.
2. **Loss of social cohesion, and political and social fragmentation:** The stagnation of the Peace Process and the failed attempts at reconciliation between Fatah and Hamas increase the risk of geographical, political, administrative, legal, social and personal fragmentation. These differences are a threat for social cohesion.
3. **Changes of global consensus about a "two-State solution":** Up until now, the international community had agreed on the so-called "two-state solution". However, it has been compromised by the current US position, which suggests solutions to the conflict that do not include the creation of a sovereign independent Palestinian State within the 1967 borders. This new position weakens the historical international consensus.
4. The **settlements** not only hinder the creation of a viable Palestinian State with territorial contiguity, but they also are altering demographics in the occupied territories as more than 600.000 settlers live in approximately 150 settlements. The permanence and expansion of these settlements is one of the threats for the creation of a Palestinian State, together with demolitions (residential buildings, agricultural facilities and places where essential services are provided). This results in people being displaced to other areas.
5. **Reduction of democratic space and discredit of human rights defenders,** affecting civil society organisations that work to defend the interests of the Palestinians from a human-rights approach.
6. **Uncertainty about the scope of the commitments made by the Palestinian Government in terms of Human Rights.** Since 2014, Palestine has accessed 7 out of 9 fundamental human-rights treaties. To date, Palestine has only reported about three of them and the treaties have not been published in the Palestinian Official Gazette. Therefore, they are not legally binding for the purposes of national law. The much-hoped-for Family Protection Law, considered to be key in order to make progress to meet the commitment of fighting gender-based violence has not been passed yet because of lack of consensus within the Palestinian Government.

Given these risks, Spain and the rest of the EU Member States firmly defend a two-state solution within the limits agreed internationally during the past decades. Through actions consolidating democratic processes and the rule of law, included in SDG 16, Spain will help guarantee the role of the administration as a guarantor of rights,

7. UNDAC. UNDAC Disaster Response Preparedness Mission to the State of Palestine.2014

strengthen civil society participation systems in governmental issues, and promote the creation of recognisable and impartial legal frameworks.

### Financial risks

1. **Dependence of Palestinian economy on Israeli policies.** The current non-existing dialogue between the parties and the political use of the prerogatives given to Israel by the Paris Agreements, which govern the economic relationship between them<sup>8</sup>, make the Palestinian economy even more unstable.
2. **External aid to the Palestinian Government** has suffered a gradual reduction in terms of budget support during the last few years. The US contributions to Palestine are to be highlighted, as they were completely cancelled in 2018. This accelerated reduction of direct support to the public purse, caused by new priorities in the region or shifts in donors' policies, is a risk for the economic development and viability process<sup>9</sup>.

### Operational risks

**Access, mobility and account blocking:** The permit system governing people's and services access and mobility between the different areas in which Palestine is divided, together with all sorts of administrative constraints like obtaining visas for expatriated staff, restricted access to Gaza<sup>10</sup> or the eventual blocking of bank accounts, make it hard and even impossible for local and international development NGOs to carry out their professional tasks. These restrictions affect the coordination, planning, execution and follow-up of programmes, and the harmonization of interventions in Gaza and the West Bank. They also demand multiple formalities to request permits and follow up on them, and they duplicate jobs in Gaza and the West Bank. The risks produced by this situation can be mitigated to a certain extent by insistent follow-ups and formalities before the authorities involved in each process, as well as by agreeing and maintaining common positions with other actors of the international community allowing to safeguard the security and the job of professionals.

### Scope risks

The CPF has been drafted in full alignment with the EU Joint Programming, including the results framework identified by the EU. Many of the development results included in this CPF correspond to the ones identified by the EU in the Joint Programming documentation. The EU follow-up reports about result measurement highlight significant difficulties when testing some of the indicators due to the lack of information on the side of Palestinian institutions. This factor can obviously hinder follow-up on the Spanish Cooperation's results framework. The EU has already suggested some corrective measures and it is possible that due reviews and changes will be implemented in the EU Joint Programming results framework. The Spain Cooperation will contribute to those results by participating in different sectors, especially in the one they lead -agriculture-. The results will be incorporated as needed to the CPF Results Framework during its term of validity.

8. Refer to the references to the Paris Agreement in "context analysis".

9. UN HCT. United Nations Development Assistance Framework State of Palestine 2018-2022. UN, 2018

10. In the past two years, the number of permits approved to people working at UN agencies and international and national NGOs has been notably reduced. In July 2019, 50% of the UN personnel in Gaza cannot go out of the Strip, as well as 111 employees of international NGOs.

# 4. MONITORING, ASSESSMENT AND ACCOUNTABILITY

## 4.1. Monitoring

The monitoring system expected to observe and measure the scope of fulfilment of this CPF is articulate and coordinated with the Palestinian Government’s monitoring systems, as well as with the those adopted by other actors of the Spanish Cooperation in their interventions.

The articulation between both systems has been established through the results framework identified in the EU Joint Programming, which was defined as the basis for dialogue about policies and decision-making based on evidence. This framework is also linked to the Palestinian Government’s results frameworks of sectoral strategies, and to the objectives of sustainable development.

In parallel with the EU results framework and according to the CPF methodology, the Spanish Cooperation’s results framework consists of two levels:

- Level 1. Development results defined jointly by Palestinian representatives and the Spanish Cooperation. This level includes the national priorities listed in the National Policy Agenda and their expected impact as defined in the Palestinian Government’s sectoral and cross-cutting strategies.

- Level 2. Intermediate results defined by actors of the Spanish Cooperation and Palestinian partners: The Spanish Cooperation has adopted as intermediate results, among others, those stated in the Joint Programming, and to which different actions carried out by actors will contribute.

The adoption (and assessment) of the EU Results Framework results as intermediate results will make it easier to follow up on the Spanish Cooperation’s results, as well as guarantee the participation of the Spanish Cooperation in the Joint Programming. The follow-up on the Joint Programming includes an annual report where the European donors leading each one of the strategic pillars, under the coordination of the EU representation, draft a document per sector including the scope and progress of all the results based on the indicators and goals defined in the EU Results Framework. This information will lay the basis to draft the annual CPF follow-up report, where an assessment of the level of fulfilment of the results will be included. The report will also include information about the indicators, the analysis of critical elements that condition the CPF and that may determine the adoption of corrective measures or modifications. The TCO will lead the drafting process of the report and SCG (Stable Coordination Groups) will participate in it and will validate it before sending it to the DGSDP and

EU Joint Programming Results Framework		
Joint Programming Sector Results Framework		Total: 16 result frameworks (13 sectors and 3 axes) with the same structure
National Policy Agenda Priority		
Impact: Specific objectives of the sector strategy of the Palestinian Government	Impact indicators	
JP results (defined by the EU together with Palestinian partners)	Result Indicators	

Articulation between the EU Joint Programming Results Framework and the National Development Plan.

the AECID. The report will be handed in to the so-called Extended Country Team (ECT). They will revise it and validate it and the report will be sent afterwards to the Headquarters Advisory Platform (HAP).

Once the CPF has been implemented, the TCO will dialogue and reach a consensus with SCG, institutions and partner organisations to define the work plan for following up on the CPF. This plan will be subject to drafting and validation deadlines for annual follow-up reports.

Although the temporary framework of this CPF corresponds to the remaining period of the National Policy Agenda 2017-2022, it is not the case for the 2017-2020 EU Joint Programming. Therefore, we expect to have an immediate revision of the Results Framework of this CPF once the EU's is defined for the forthcoming period.

## 4.2. Assessment

During the last year of implementation of this CPF and according to the instructions of the guidelines for the establishment, follow-up and assessment of CPFs, an **assessment** will be conducted. This assessment will be subject to deadlines and a specific format towards drafting the next CPF. It will be an external assessment that will focus on analysing to what extent the intermediate results of the Spanish Cooperation have been met. It will also concentrate on examining internal and external aspects that have had an impact of the successful (or failed) achievement of the CPF provisions. An assessment management committee will be created. It will be led by the TCO and methodologically oriented by the Assessment Division of the Directorate General for Sustainable Development Policies (DGSDP). The committee will be in charge of approving the report's reference terms at the end of the assessment. Once it is completed, the TCO in Jerusalem, together with the SCG, will elaborate a management response and an improvement plan containing the decisions made after considering the recommendations given by the assessment report. It will be taken into account for future planning cycles. The Palestinian Government, the civil society and other partners will participate actively all along the assessment process.

## 4.3. Accountability<sup>11</sup>

During the elaboration process of the CPF annual follow-up report, local partners will get involved either by

specific meetings or regular follow-up activities for the interventions each of them develops in collaboration with actors of the Spanish Cooperation. Once the report has been drafted and validated, it will be presented during the Follow-Up Committees with the Palestinian Government and the Palestinian civil society. These Follow-Up Committees will be called annually through the SCG and they will be the place to present the annual follow-up report. The committees will be a framework to share and disclose with the governmental partners every piece of information deemed relevant according to the results of the surveys undertaken during the elaboration process of the CPF in terms of transparency and accountability. Likewise, the Palestinian partners will be the ones responsible to offer relevant information to the citizens. In order to do so, they will use communication platforms deemed adequate and necessary.

The SCG will channel all the information about the on-site execution of the CPF, considering proper accountability to the Spanish Cooperation actors. The DGSDP, the AECID and Spanish public bodies will be in charge of disseminating the Country Partnership Framework actions throughout Spain.

Additionally, other coordination mechanisms and spaces where Spain participates alongside other countries and international organisations will also be accepted for accountability purposes.

## 4.4. Transparency

Having access to adequate and reliable information is essential so that all actors involved can have an effective control, regardless of whether they are Spanish or Palestinian, governmental or non-governmental. It is therefore vital that both the Spanish and the Palestinian societies know about the level of fulfilment (or not) of what has been agreed and take responsibility if needed. The follow-up and mutual accountability described before will be used for that matter. The correct elaboration and distribution of accurate reports throughout the term of validity of the CPF is crucial for actors to meet their responsibilities. These reports will full information about the level of achievement and fulfilment of the commitments acquired hereby.

11. The 2020-2024 Spanish-Palestinian Partnership Framework document is not legally binding or subject to the International Law.

# ANNEXES

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## ANNEXES: RESULTS FRAMEWORK, INDICATORS AND ALLIANCE NETWORK

RESULTS FRAMEWORK							
SDG	DEFINED BY THE COUNTRY		SDG	DEFINED BY THE SPANISH COOPERATION (Master Plan)	DEVELOPMENT RESULTS	INTERMEDIATE RESULTS	RISKS
	NATIONAL DEVELOPMENT STRATEGY: Palestinian National Policy Agenda 2017-2020	LINES OF ACTION: Palestinian National Policy Agenda 2017-2022 intervention policy					
 5 GENDER EQUALITY	<p>PILLAR 3: Sustainable Development.</p> <p>NATIONAL PRIORITY: Social Justice and Rule of Law.</p> <p>NATIONAL POLICY: Gender equality and women empowerment</p>	<p>1. Eliminating all sorts of discrimination and violence against women and girls.</p> <p>2. Eliminating obstacles hindering the full participation of women in public decision-making and economic empowerment.</p>	<p><b>MAIN SDG:</b> *SDG 5: GENDER EQUALITY</p> <p><b>LINKED SDG:</b> *SDG 3 HEALTH AND WELL-BEING</p> <p>*SDG 8 DECENT JOB AND ECONOMIC GROWTH</p> <p>*SDG 16 PEACE, JUSTICE AND SOLID INSTITUTIONS</p>	<p>LA 5.2.A Working to ensure that women who are victims of gender-based violence are protected by comprehensive frameworks that effectively assure their rights</p> <p>LA 5.5.A Supporting a valid legal and institutional framework to integrate gender equality in public policies and society</p> <p>LA 5.5.B Promoting plans that encourage women to reinforce their leadership and participation in decision-making contexts of the public sphere</p> <p>LA 5.5.C Boosting the access of women to economic resources</p>	<b>R. 1 Improving the situation of women as right holders in the social, political and economic spheres</b>	<p>IR 1.1 More efficient and effective prevention and response mechanisms against gender-based violence, especially strengthening legal and social systems of protection and comprehensive assistance to victims.</p> <p>IR 1.2 Dimension of gender in national plans, policies and legal frameworks in full alignment with International Human Rights Treaties.</p> <p>IR 1.3 Increasing women's participation and representation in decision-making process ses.</p> <p>IR 1.4 Creating job opportunities and promoting financial self-sufficiency for women.</p>	<p>Socio-political: Setback regarding to commitments made by the Palestinian Government (including reserves as to CEDAW / not passing the family protection law). Many cases of gender-based violence are followed up in informal systems (tribal system), and in religious courts (Sharia)</p> <p>Operational: Coordination between different Ministries and actors involved in giving a response to gender-based violence - Reference system not functional at 100%</p>

RESULTS FRAMEWORK							
SDG	DEFINED BY THE COUNTRY		SDG	PRIORITISED LINES OF ACTION	DEVELOPMENT RESULTS	INTERMEDIATE RESULTS	RISKS
	NATIONAL DEVELOPMENT STRATEGY: Palestinian National Policy Agenda 2017-2020	LINES OF ACTION: Palestinian National Policy Agenda 2017-2022 intervention policy					
	<p>PILLAR 3: Sustainable Development.</p> <p>NATIONAL PRIORITY: Economic independence</p> <p>NATIONAL POLICY: Creating job opportunities / building the future of Palestinian economy</p>	<ol style="list-style-type: none"> <li>Mobilisation of public and private investments.</li> <li>Infrastructure plan</li> <li>Public job creation programmes</li> <li>Strengthening agriculture and tourism as productive areas</li> </ol>	<p><b>MAIN SDG:</b></p> <ul style="list-style-type: none"> <li>* SDG 9 INNOVATION AND INFRASTRUCTURES</li> </ul> <p><b>INKED SDG:</b></p> <ul style="list-style-type: none"> <li>* SDG 2 ZERO HUNGER</li> <li>* SDG 4 QUALITY EDUCATION</li> <li>* SDG 5 GENDER EQUALITY</li> <li>* SDG 8 DECENT JOBS AND ECONOMIC GROWTH</li> <li>* SDG 12 RESPONSIBLE PRODUCTION AND CONSUMPTION</li> </ul>	<p>LA 9.3.A Supporting the creation of a favourable framework for the development of economic activities.</p> <p>LA 4.4.A Offering technical and professional training for the most vulnerable in order to increase their employability.</p> <p>LA 2.3.B Supporting rural producers to sustainably increase the production and productivity of their agricultural holdings.</p>	<p><b>R2. Job creation and inclusive economic growth</b></p>	<p>IR 2.1. Improving the competitiveness of micro, small and medium-size companies at a local and international level by promoting the use of clean energies and sustainable tourism as a factor for development and job creation.</p> <p>IR 2.2. Improving professional capacities and skills to access the labour market.</p> <p>IR 2.3. Increasing the participation of the cooperative sector in jobs and sustainable development, boosting the creation of jobs and the trade of quality products, with particular attention to initiatives led by young people and women.</p>	<p>Socio-political: Restrictions on mobility for people and goods, and occupation policies hinder the economy from developing; Continuous creation of settlements in Area C, resulting in the expropriation of lands and natural resources; the Gaza blockade, and border controls that limit the access to markets; the risk of a new war outbreak in Gaza that may result in the destruction of productive means, etc.</p> <p>Financial: Deterioration of current financial crisis affecting the Palestinian Government and leading to the reduction of public spending in an economic context driven by consumption.</p>

9 INDUSTRY, INNOVATION AND INFRASTRUCTURE



RESULTS FRAMEWORK							
SDG	DEFINED BY THE COUNTRY		DEFINED BY THE SPANISH COOPERATION (Master Plan)		DEVELOPMENT RESULTS	INTERMEDIATE RESULTS	RISKS
	NATIONAL DEVELOPMENT STRATEGY: Palestinian National Policy Agenda 2017-2020	LINES OF ACTION: Palestinian National Policy Agenda 2017-2022 intervention policy	SDG	PRIORITISED LINES OF ACTION			
	<p>PILLAR 3: Sustainable Development.</p> <p>NATIONAL PRIORITY: Social Justice and Rule of Law.</p> <p>NATIONAL POLICY: Improving public systems of social protection and citizen information</p>	<p>1. Strengthening social protection systems</p> <p>2. Improving access to justice</p> <p>3. Gender and young age</p>	<p><b>MAIN SDG:</b></p> <p>SDG 16 PEACE, JUSTICE AND SOLID INSTITUTIONS</p> <p><b>LINKED SDG:</b></p> <p>*SDG 5 GENDER EQUALITY</p> <p>*SDG 11 SUSTAINABLE CITIES AND COMMUNITIES</p>	<p>LA 16.3.B Working to ensure that citizens know their legal rights and exercise them.</p>	<p><b>R3. Adequate and accessible mechanisms of protection for people ensuring human rights</b></p>	<p>IR 3.1 Improving information, consultancy and legal assistance services provided to the population according to standards of equality, fair trial and due protection.</p>	<p>Socio-political: Loss of social cohesion, and political and social fragmentation: The stagnation of the Peace Process and the failed attempts at reconciliation between Fatah and Hamas increase the risk of geographical, political, administrative, legal, social and personal fragmentation. These differences are a threat for social cohesion.</p> <p>Political: Different legal systems are applied to people in Gaza, the West Bank, Area C and East Jerusalem. In the last two cases, Israeli legal and procedural systems are applied.</p> <p>Financial: Deterioration of the Palestinian Government's financial situation and reduction of budget aid.</p>
	<p>PILLAR 2: Governmental reform</p> <p>NATIONAL PRIORITY: Government focused on citizens</p> <p>NATIONAL POLICY: Improving the provision of public services and partnerships with the private sector and the civil society</p>	<p>1. Strengthening social protection systems</p> <p>2. Improving access to justice</p> <p>3. Gender and young age</p>	<p><b>MAIN SDG:</b></p> <p>* SDG 16 PEACE, JUSTICE AND SOLID INSTITUTIONS</p> <p><b>LINKED SDG:</b></p> <p>* SDG 3 HEALTH AND WELL-BEING</p> <p>*SDG 4 QUALITY EDUCATION</p> <p>*SDG 5 GENDER EQUALITY</p>	<p>LA 16.6.A Strengthening the public sector management systems</p>	<p><b>R4. Transparent, participative and efficient public institutions on the basis of respect for democratic liberties and people's rights</b></p>	<p>R4.1. The Palestinian public administration has adequate manpower and means to ensure equity and quality in terms of access, management and provision of public services. Particular attention is given to cohesion, citizen participation, and protection of vulnerable groups.</p> <p>R4.2. Refugees have decent education, health and protection systems.</p>	

INDICATORS							
DEVELOPMENT RESULTS	INTERMEDIATE RESULTS	INDICATORS	BASE LINES	GOAL (year 2022)	VERIFICATION SOURCE	GEOGRAPHICAL AREA	
<p><b>DR 1 Improving the situation of women as right holders in the social, political and economic spheres</b></p>	<p>IR 1.1 More efficient and effective prevention and response mechanisms against gender-based violence, especially strengthening legal and social systems of protection and comprehensive assistance to victims.</p>	<p>Number of guilty verdicts for gender-based violence</p>			<p>EU annual Joint Programming Monitoring Report</p>		
	<p>IR 1.2 Dimension of gender in national plans, policies and legal frameworks in full alignment with International Human Rights Treaties.</p>	<p>Number of ministries auditing from a gender perspective</p>	<p>921 (in 2018)</p>	<p>No goal defined.</p>	<p>EU annual Joint Programming Monitoring Report</p>		
	<p>IR 1.3 Increasing women's participation and representation in decision-making processes.</p>	<p>Percentage of women in level-C positions or higher in the public sector</p>	<p>Three ministries (labour, culture and economy in 2018)</p>	<p>At least, nine ministries</p>	<p>26.2%</p>	<p>EU annual Joint Programming Monitoring Report</p>	<p>East Jerusalem, Gaza and the West Bank</p>
	<p>IR 1.4 Creating job opportunities and promoting financial self-sufficiency for women.</p>	<p>Percentage of participation of women over 15 in the labour market</p>	<p>11.6% (in 2017)</p>	<p>27%</p>	<p>27%</p>	<p>EU annual Joint Programming Monitoring Report</p>	

INDICATORS						
DEVELOPMENT RESULTS	INTERMEDIATE RESULTS	INDICATORS	BASE LINES	GOAL (year 2022)	VERIFICATION SOURCE	GEOGRAPHICAL AREA
<b>DR 1 Job creation and inclusive economic growth</b>	IR 2.1. Improving the competitiveness of micro, small and medium-size companies at a local and international level by promoting the use of clean energies and sustainable tourism as a factor for development and job creation.	Increase in annual exports quota (Israel not included)	14.4% - share: 23.55 (data 2018)	10% annual increase	EU annual Joint Programming Monitoring Report	
	IR 2.2. Improving professional capacities and skills to access the labour market.	Percentage of graduates from professional training centres that have been integrated in the labour market	71% (2016)	74%	EU annual Joint Programming Monitoring Report	
	IR 2.3 Increasing the participation of the cooperative sector in jobs and sustainable development, boosting the creation of jobs and the trade of quality products, with particular attention to initiatives led by young people and women.	Number of employees in cooperatives and number of cooperative partners	530 employees (2018) and 490 partners (West Bank 370, Gaza 120 in 2016)	700 employees and 520 partners	EU annual Joint Programming Monitoring Report	Gaza and the West Bank

INDICATORS							
DEVELOPMENT RESULTS	INTERMEDIATE RESULTS	INDICATORS	BASE LINES	GOAL (year 2022)	VERIFICATION SOURCE	GEOGRAPHICAL AREA	
<b>R3. Adequate and accessible mechanisms to defend and protect civilians in order to safeguard and guarantee human rights</b>	IR 3.1 Improving information, consultancy and legal assistance services provided to the population according to standards of equality, fair trial and due protection.	Number of open cases and free legal counselling about demolitions, family reunification, and urban planning financed by the Spanish Cooperation	To be defined during the CPF first year of execution.	No goal defined.	Data obtained by the TCO Jerusalem	East Jerusalem, Gaza and the West Bank	
	<b>R4. Transparent, participative and efficient public institutions on the basis of respect for democratic liberties and people's rights</b>	R4.1. IR 4.1 The Palestinian public administration has prepared professionals and adequate means to guarantee the equitable and quality access, management and provision of public services, with particular attention to issues related to cohesion, citizen participation, and protection of vulnerable groups. IR 4.2 Refugees have decent educational, health and protection systems.	Number of families in an extreme poverty situation who receive social subsidies granted by the Cash Transfer Programme in Gaza and the West Bank  School drop-out rate in UNRWA centres (elementary education)  Maternal death rate per 100,000 births in UNRWA centres	58% of vulnerable families receive subsidies (2018)  3.38% boys and 1.78% girls  22 deaths (2016)	65% of vulnerable families receive subsidies  3.17% boys and 1.51% girls  18 deaths	EU annual Joint Programming Monitoring Report  UNRWA Multi-annual Strategy  UNRWA Multi-annual Strategy	East Jerusalem, Gaza and the West Bank

ALLIANCE NETWORK									
DEVELOPMENT RESULTS	INTERMEDIATE RESULTS	TERRITORIAL SCOPE LEADER	SPANISH COOPERATION ACTORS			PARTNER ACTORS	OTHER COUNTRIES ACTORS	MULTILATERAL ACTORS	MODALITIES AND INSTRUMENTS
			PARTICIPATES	CONTRIBUTES	DEVELOPMENT				
DR 1 Improving the situation of women as right holders in the social, political and economic spheres	IR 1.1 More efficient and effective prevention and response mechanisms against gender-based violence, especially strengthening legal and social systems of protection and comprehensive assistance to victims.	East Jerusalem, Gaza and the West Bank		Ministry of Justice Ministry of the Interior Ministry of Equality Ministry of Health Autonomous Communities and local entities Academic and research foundations and institutions Development NGOs specialising in the promotion of gender equality	Development NGOs / Other	Ministry of Women's Affairs Ministry of Health Ministry of Social Development Civil society organisations	EU Italian Cooperation Dutch Cooperation Swedish Cooperation Canadian Cooperation	UN WOMEN UNFPA	Indirect bilateral aid through local and Spanish development NGOs - Projects / Agreements and programmes Indirect bilateral aid (multilateral) - Voluntary donations to international organisations Direct bilateral aid, AECID-Technical Cooperation (MASAR Gender)
	IR 1.2 Dimension of gender in national plans, policies and legal frameworks in full alignment with International Human Rights Treaties. IR 1.3 Increasing women's participation and representation in decision-making processes. IR 1.4 Creating job opportunities and promoting financial self-sufficiency for women.		AECID						

ALLIANCE NETWORK								
DEVELOPMENT RESULTS	INTERMEDIATE RESULTS	TERRITORIAL SCOPE LEADER	SPANISH COOPERATION ACTORS		PARTNER ACTORS	OTHER COUNTRIES ACTORS	MULTILATERAL ACTORS	MODALITIES AND INSTRUMENTS
			PARTICIPATES	CONTRIBUTES				
DR 2 Job creation and inclusive economic growth	<p>IR 2.1. Improving the competitiveness of micro, small and medium-size companies at a local and international level by promoting the use of clean energies and sustainable tourism as a factor for development and job creation.</p> <p>IR 2.2. Improving professional capacities and skills to access the labour market.</p> <p>IR 2.3 Increasing the participation of the cooperative sector in jobs and sustainable development, boosting the creation of jobs and the trade of quality products, with particular attention to initiatives led by young people and women.</p>	<p>East Jerusalem, Gaza and the West Bank</p>	<p>AECID</p>	<p>Ministry of Industry, Trade and Tourism</p> <p>Ministry of Agriculture, Fishing and Food</p> <p>Ministry for Ecological Transition and Demographic Challenge</p> <p>Ministry of Labour and Social Economy</p> <p>Ministry of Education and Professional Training</p> <p>Autonomous Communities and local entities</p> <p>Development NGOs specialising in cooperation, small and medium-size businesses and/or financial services</p> <p>Private sector</p>	<p>Ministry of Agriculture</p> <p>Ministry of Labour</p> <p>Office of the President</p> <p>Palestinian Water Authority</p> <p>Universities</p> <p>Syndicates</p> <p>Business associations and trade chambers</p> <p>Civil society organisations</p>	<p>EU</p> <p>Dutch Cooperation</p> <p>Belgian Cooperation</p> <p>Danish Cooperation</p> <p>Swiss Cooperation</p>	<p>FAO</p>	<p>Indirect bilateral aid through local and Spanish development NGOs - Projects / Agreements and programmes</p> <p>Indirect bilateral aid (multilateral) - Voluntary donations to international organisations</p> <p>Direct bilateral aid, AECID-Technical Cooperation (MASAR Water)</p> <p>EU - Delegated Cooperation</p>

ALLIANCE NETWORK									
DEVELOPMENT RESULTS	INTERMEDIATE RESULTS	TERRITORIAL SCOPE LEADER	SPANISH COOPERATION ACTORS			PARTNER ACTORS	OTHER COUNTRIES ACTORS	MULTILATERAL ACTORS	MODALITIES AND INSTRUMENTS
			PARTICIPATES	CONTRIBUTES					
R3. Adequate and accessible mechanisms to defend and protect civilians in order to safeguard and guarantee human rights	IR 3.1 Improving information, consultancy and legal assistance services provided to the population according to standards of equality, fair trial and due protection.	East Jerusalem, Gaza and the West Bank	AECID	Development NGOs, academic and research institutions specialising in human rights, mediation, conflict prevention and peace-building Autonomous Communities and local entities	Development NGOs / Other	Civil society organisations specialising in protection and human rights Office of the Prime Minister	EU Swedish Cooperation Swiss Cooperation Norwegian Cooperation Danish Cooperation Finnish Cooperation Belgian Cooperation Dutch Cooperation	UN HABITAT OHCHR	Indirect bilateral aid through local and Spanish development NGOs - Projects / Agreements and programmes Indirect bilateral aid (multilateral) - Voluntary donations to international organisations Direct bilateral aid, AECID-Technical Cooperation Direct bilateral aid - Projects and programmes (Ministry of Foreign Affairs, Finance, PCBS and other public organisms)

ALLIANCE NETWORK									
DEVELOPMENT RESULTS	INTERMEDIATE RESULTS	TERRITORIAL SCOPE LEADER	SPANISH COOPERATION ACTORS			PARTNER ACTORS	OTHER COUNTRIES ACTORS	MULTILATERAL ACTORS	MODALITIES AND INSTRUMENTS
			PARTICIPATES	CONTRIBUTES					
R4. Transparent, participative and efficient public institutions on the basis of respect for democratic liberties and peoples' rights	R4.1. The Palestinian public administration has prepared professionals and adequate means to guarantee the equitable and quality access, management and provision of public services, with particular attention to issues related to cohesion, citizen participation, and protection of vulnerable groups.  R 4.2 Refugees have decent educational, health and protection systems.	Gaza and the West Bank  East, Jerusalem, Gaza and the West Bank	AECID	Autonomous Communities and Local Entities  Ministry of Foreign Affairs, European Union and Cooperation  Diplomatic School	Development NGOs / Other	Office of the Prime Minister  Ministry of Finance  Palestinian Bureau of Statistics (PCBS)  Ministry of Foreign Affairs  Palestinian Diplomatic Mission in Spain	EU  French Cooperation  British Cooperation  German Cooperation  Austrian Cooperation  Swiss Cooperation  Norwegian Cooperation  Finnish Cooperation  Belgian Cooperation  Dutch Cooperation	UNRWA  PNUD	Indirect bilateral aid through local and Spanish development NGOs - Projects / Agreements and programmes  Indirect bilateral aid (multilateral) - Voluntary international organisations  Direct bilateral aid, AECID-Technical Cooperation  Direct bilateral aid - Projects and programmes (Ministry of Foreign Affairs, Finance, PCBS and other public organisms)

