OPERATIONALIZING THE HUMANITARIAN DEVELOPMENT NEXUS IN THE oPt Lesson from the Ground
# Table of Contents

1. INTRODUCTION 8
   Strategic and Operational Expected Outcomes 10

2. WHY A NEXUS APPROACH FOR THE OCCUPIED PALESTINIAN TERRITORY? 14
   Processes triggered by the WBPC 17

3. CONTEXT ANALYSIS FOR DESIGNING A NEXUS STRATEGY 24
   3.1 The Matrix 24
   3.2 The Analysis 27
      3.2.1 Crisis Typology 27
      3.2.2 Context Determinants 30
      3.2.3 Comparative Advantage: “Italian System” 32

4. OPERATIONALIZATION OF THE NEXUS TO THE PALESTINIAN CONTEXT 38
   4.1 Territorial Approach: connect communities with territorial planning 39
   4.2 Mainstreaming International Human Rights Law, International Humanitarian Law and International Refugee Law provision in needs analysis 46
   4.3 Strengthening resilience of Palestinian communities and governance mechanisms 56

5. CASE STUDIES RESULTING FROM THE PROPOSED NEXUS APPROACH: Coherence and Complementarity 70
   5.1. Italian Ministry of Foreign Affairs: DEVELOPMENT FUNDING 72
   5.2. WeWorld-GVC Investment and UNICEF Funding: Humanitarian and LRRD Funds 77
   5.3. EU DG NEAR Funding: ECONOMIC DEVELOPMENT 82

Annex 1: Community Protection Approach - Operationalizing the Nexus 87
Annex 2: Context Analysis and Mapping Matrix 89
### Abbreviations and Acronyms

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
</tr>
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<tbody>
<tr>
<td>Area C Team</td>
<td>Area C Coordination Office</td>
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<td>ACF</td>
<td>Action Contre la Faim</td>
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<td>AICS</td>
<td>Italian Agency for Development and Cooperation Office</td>
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<td>CBO</td>
<td>Community-Based Organization</td>
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<td>CPC</td>
<td>Community Project Committee</td>
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<td>CPA</td>
<td>Community Protection Approach</td>
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<td>CRDP</td>
<td>Community Resilience Development Programme</td>
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<td>CSO</td>
<td>Civil Society Organization</td>
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<td>DAC</td>
<td>Development Assistance Committee</td>
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<tr>
<td>DG</td>
<td>NEAR Directorate-General for Neighbourhood and Enlargement Negotiations</td>
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<td>DO</td>
<td>Demolition Order</td>
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<td>ECHO</td>
<td>European Civil Protection and Humanitarian Aid Operations</td>
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<td>EU</td>
<td>European Union</td>
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<td>EUREP</td>
<td>Office of the European Union Representative</td>
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<td>EWRU</td>
<td>Early Warning and Response Unit</td>
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<td>HCT</td>
<td>Humanitarian Country Team</td>
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<td>HDN</td>
<td>Humanitarian Development Nexus</td>
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<td>HNO</td>
<td>Humanitarian Needs Overview</td>
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<td>HRP</td>
<td>Humanitarian Response Plans</td>
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<td>ICA</td>
<td>Israel Civil Administration</td>
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<td>IHL</td>
<td>International Humanitarian Law</td>
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<td>IHRL</td>
<td>International Human Rights Law</td>
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<td>INGO</td>
<td>International Non-Governmental Organization</td>
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<td>MAECI</td>
<td>Italian Ministry for Foreign Affairs and International Cooperation (MAECI)</td>
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<tr>
<td>LRRD</td>
<td>Linking Relief, Rehabilitation and Development</td>
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<td>MDLF</td>
<td>Municipal Development Lending Fund</td>
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<td>MoLG</td>
<td>Ministry of Local Government</td>
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<td>MoU</td>
<td>Memorandum of Understanding</td>
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<td>MS</td>
<td>Member States</td>
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<td>NGO</td>
<td>Non-Governmental Organization</td>
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<td>NPA</td>
<td>(Palestinian) National Policy Agenda</td>
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<td>NRC</td>
<td>Norwegian Refugee Council</td>
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<td>NWOW</td>
<td>New Way of Working</td>
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<td>OCHA</td>
<td>United Nations Office for the Coordination of Humanitarian Affairs</td>
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<td>OP</td>
<td>Occupying Power</td>
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<td>OPT</td>
<td>Occupied Palestinian Territory</td>
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<td>PA</td>
<td>Palestinian Authority</td>
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<td>PRP</td>
<td>Protection and Response Plan</td>
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<td>PUI</td>
<td>Première Urgence Internationale</td>
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<td>PWA</td>
<td>Palestinian Water Authority</td>
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<td>RTDP</td>
<td>Response and Transitional Development Plan</td>
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<td>SOP</td>
<td>Standard Operating Procedures</td>
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<td>SWO</td>
<td>Stop Working Order</td>
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<td>TALD</td>
<td>Territorial Approach to Local Development</td>
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<td>UN HABITAT</td>
<td>United Nations Human Settlements Programme</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNRWA</td>
<td>United Nations Relief and Works Agency for Palestine Refugees</td>
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<td>WASH</td>
<td>Water, Sanitation and Hygiene</td>
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<td>WBPC</td>
<td>West Bank Protection Consortium</td>
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<td>WHS</td>
<td>World Humanitarian Summit</td>
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<td>WeWorld-GVC</td>
<td>We World-GVC Onlus</td>
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</table>
Table of Figures

Figure 1: Nexus Toolkit Key Outcomes 11
Figure 2: CPA Contribution to National and International Actors 18
Figure 3: WeWorld-GVC Nexus scheme as implemented in Area C of the West Bank 20
Figure 4: Operational Definition of Crisis 25
Figure 5: Typology of Shocks 25
Figure 6: Context Determinants 26
Figure 7: Comparative Advantages 26
Figure 8: CPA Contribution to the Nexus 43
Figure 9: Actors involved in the Community Implementation Approach 61
Figure 10: Lessons Learned from the Community Implementation Approach 63
Figure 11: Funding Complementarity and Coherence in the Nexus 71
Figure 12: Example of Financial Complementarity to use PRPs 80
Figure 13: CPA Main Outcomes 87

Forewords

AICS

For many years, AICS has supported civil society organizations to implement development and humanitarian activities benefitting the most vulnerable communities in Palestinian society. Nowadays, we acknowledge that in such a context, marked out by cyclical shocks and crises, a new approach is needed, in order to combine the fulfilment of fundamental and basic needs with the activation of sustainable long-term processes.

For this reason, AICS warmly welcomes the WeWorld-GVC toolkit which operationalizes the humanitarian - development nexus in the oPt and capitalizes on methodologies developed within the framework of the West Bank Protection Consortium – WBPC, that Italy has supported since its establishment in 2015.

The document describes possible operational strategies on the ground, providing indications for future projects to other humanitarian or development actors committed to support the Palestinian population. Furthermore, the toolkit offers information on the “Italian System” in Palestine, in order to analyze and identify complementarities and synergies among relevant partners.

Cristina Natoli, Head of the Italian Agency for Development Cooperation - Jerusalem Office
Palestinians have consistently proved resilient while facing daily injustices and deprivation resulting from the occupation. Nevertheless, the nature of the protracted crisis risks to erode irremediably the future of Palestinian generations. WeWorld-GVC Onlus toolkit is a concrete contribution to sparking nexus dialogue by presenting operative principles, guidelines and best practices to operationalize the Humanitarian-Development Nexus in the Palestinian context. WeWorld-GVC strongly believes in the need to challenge the status quo of the aid system and collectively address the humanitarian, developmental and political challenges faced by the future state of Palestine. The toolkit has been specifically designed to support aid workers, donors and international agencies to effectively meet the needs of Palestinian people.

UNDP

Palestinians living in Area C have consistently shown themselves to be resilient while living with daily challenges and injustices of the occupation... To overcome challenges in Area C, development practitioners must look beyond a simple return to previous circumstances, and instead utilise a transformative approach that enables communities themselves to become emboldened not just to withstand shocks, but to overcome them and ultimately thrive...

... Consistency and a more holistic approach characterize the transformative resilience framework. Concurrent development and humanitarian challenges must be tackled simultaneously, to confront the root cause of development problems in Area C – namely, the occupation – rather than simply alleviating the symptoms.
1. INTRODUCTION
The discussion around the Humanitarian and Development Nexus (hereinafter Nexus) has generated attention among development and humanitarian actors. Despite the wide consensus around the need to bridge humanitarian and development interventions, support to global processes and commitments including the Sendai Framework for Disaster Risk Reduction 2015-2030 and the 2030 Agenda on Sustainable Development, it is only with the discussions that followed the 2016 World Humanitarian Summit (WHS) that general agreement around a comprehensive policy framework designed for that specific purpose was attained.

1. INTRODUCTION

Policy Framework

The Nexus refers to the interlinkages between humanitarian and development actions. A Nexus approach is characterised by complementarity and coherence between humanitarian actions and development activities, coordination between actors, localisation of activities and flexibility in financing and programming. The Nexus approach herewith described draws upon international policy dialogues, frameworks and agreements including:

- OECD DAC Recommendation on the Humanitarian-Development-Peace Nexus
- The Global Compact on Refugees
- The Grand Bargain Agreement
- The New Way of Working
- Council of the EU conclusions on the Integrated Approach to External Conflicts and Crises
- Council of the EU conclusions on the operationalization of the Humanitarian-Development Nexus

Furthermore, the Toolkit complies with the Palestinian Strategic Framework for Area C “Support Resilience and Development” for 2018-19 and contributes to the three pillars of the Palestinian National Policy Agenda (NPA).

The Palestinian West Bank has been under Israeli occupation for over 70 years. In the context of unlawful demolitions and confiscation of Palestinian assets, the construction of Israeli settlements, policies and practices of land grabbing, along with the internal situation of structural fiscal deficits, socio-economic stagnation and political deadlock, the space for development programming has increasingly shrunk. Several donors thus shifted towards smaller humanitarian interventions to meet the short-term needs of the affected population, as these interventions do not require the release of permits or prior coordination with Israeli authorities. In this setting, a Nexus approach could bring a desirable shift towards more comprehensive and long-term responses, while also addressing the constraints experienced by those who deliver aid.

2. The Global Compact on Refugees was affirmed on 17 December 2018 by the United Nations General Assembly after 2 years of extensive consultations. It will seek to enhance humanitarian responses while providing a basis for the early activation of development cooperation to provide additional support with direct benefits for host communities and refugees. See https://www.unhcr.org/the-global-compact-on-refugees.html.
3. The Grand Bargain is an agreement between some of the largest donors and aid providers to get more means into hands of people in need. Its origins are in the High Level Panel on Humanitarian Financing Report to the United Nations Secretary-General, Too Important to Fail: addressing the humanitarian financing gap, January 2016. Find out more at: www.interagencystandingcommittees.org/grand-bargain.
4. The New Way of Working was set up by the United Nations and the World Bank to deliver the nexus approach. See World Humanitarian Summit, Commitment to Action, May 2016. See also OCHA, Collective Outcomes: Operationalizing the New Way of Working, April 2018.
7. UNRWA
Strategic and Operational Expected Outcomes

This Toolkit is intended to capitalize on the extensive experience acquired by WeWorld-GVC in the West Bank. The programmatic strategy pursued by the organization, particularly through the work within the West Bank Protection Consortium (WBPC), had an almost system-wide transformative reach on how donors, INGOs, Palestinian authorities and communities look at humanitarian aid in Area C of the West Bank. The process started in 2014 and brought positive spillover to the coordination among these actors while also changing the perception of what international aid can achieve in the area.

This Toolkit offers a practical set of tools and concrete suggestions for advancing a Nexus approach in the occupied Palestinian territories. It presents the progress made in terms of the coherence of the system and includes lessons learnt and practical examples. The audience for this toolkit includes humanitarian and development actors alike, non-governmental organizations and donor agencies. The toolkit should assist them to integrate a Nexus approach into policy formulation and throughout project cycles.

Chapter 1 details the purpose of the toolkit.

Chapter 2 explains how an operationalization of Nexus principles is currently undergoing in the oPt, and provides the rationale for the present Toolkit.

Chapter 3 presents a Context Analysis applied to study the features described in this Toolkit to operationalize the Nexus in oPt, with a section illustrating the comparative advantage of the “Italian system”.

Chapter 4 describes ways for operationalising the Nexus in the oPt; more precisely it looks at the mechanisms that a Nexus approach provides to donors and institutional actors and key aspects to consider in the design of programs. It also includes a checklist to inform the Nexus strategies of INGOs and NGOs.

Chapter 5 presents case studies drawn from the experience of WeWorld-GVC.

Figure 1: Nexus Toolkit Key Outcomes

This toolkit intends to deliver the following key outcomes:

- Operationalization of Nexus Context Analysis Matrix
- Models of Intervention
- Elements to include in programming
- Checklists for INGOs
- How to build Nexus strategy
- Operational Lessons Learned
- Successful Outcomes from Nexus Approach
- International Organizations, Government and Development Agencies
- Donors, humanitarian coordination system, representation of EU political bodies in-country, INGOs
- Donors of Humanitarian and Development programs
- NGOs, UN Agencies, Local Actors, Civil Society organizations
- Donor community and all implementing actors
- Success stories in the replicability of development projects in Palestine
- Grounding an engagement strategy on a Context Analysis
- How can NGOs activities pave the way from a Nexus approach at the country level
- Key outcomes of upholding a Nexus approach in Palestine
- Pursuing strategic action lines of a Nexus Strategy in Palestine
- How can Donors facilitate the operationalization of the Nexus by implementing actors
- Building long-term based on humanitarian based on humanitarian programming
2. WHY A NEXUS APPROACH FOR THE OCCUPIED PALESTINIAN TERRITORY?
Hebron H2 and East Jerusalem in the West Bank and the Gaza Strip. The objectives of the exercise were to underscore the impact that the drivers of vulnerability have on people in the oPt; illustrate ways in which this impact could deepen or ameliorate over the next three years; and encourage greater focus on measures that might reverse those needs – even if [...] outside the reach of humanitarian action (HNO 2018).

In this sense, OCHA is advocating to promote the principles of the New Way of Working, particularly when it comes to framing the work of development and humanitarian actors, along with national and local counterparts, in support of Collective Outcomes. Even though the oPt may appear among the best candidates to roll out the New Way of Working, a number of reasons are hampering the process. These include the worsening of the humanitarian crisis in Gaza and a record low funding following the US decision to cut its financial support for humanitarian assistance.

2. WHY A NEXUS APPROACH FOR OCCUPIED PALESTINIAN TERRITORY?

Area C constitutes 63.9 percent of the West Bank (Palestinian Central Bureau of Statistics). It is rich in natural resources, including fertile agricultural lands, natural minerals and water resources. Yet, 70 per cent of Area C has been designated by Israel as state land, survey land, firing zones, nature reserves and natural parks, or incorporated into unlawful Israeli settlements making it impossible for Palestinians to apply for building permits. In the remaining 30 per cent, the Israeli Civil Administration (ICA) imposes severe building restrictions rejecting almost every application submitted by Palestinians. Area C communities are directly affected by Israeli settlements and by the separation barrier, and settler violence is a constant risk for safety of Palestinians inhabitants. These restrictions inevitably hinder economic, social and urban development, while also preventing freedom of movement and the access to basic services, leading Area C inhabitants to forced migration, poverty and denial of their basic rights. These constraints affect aid actors as well, preventing them from delivering effective and long-term assistance in this area. Specific humanitarian and development needs coexist in this context, therefore addressing the shortcomings of purely humanitarian assistance is of utter importance. Moreover, focusing on the delivery of material subsistence and on interventions substituting local capacities is demonstrated to contribute to aid dependency and to exacerbate the chronic vulnerabilities of Palestinian communities.

A reformulation of the problem of development in Area C is clearly fitting, especially in the current period characterized by general concern over the tenure of the political situation in the oPt, unprecedented reduction in aid to oPt by the United States through USAID and funding for United Nations programmes, including the World Food Programme and the United Nations Relief and Works Agency (UNRWA) for Palestine Refugees in the Near East, as well as a sustained pace of settlement creation and land grabbing in Area C.

More coherent approaches are widely recognized as a way forward in the global debate. Humanitarian and development actors have made slow but steady progress as reflected for instance in the EU Integrated Approach, the OCHA New Way of Working or the UNHCR Global Compact for refugees. The occupied Palestinian territories also made the subject of debates and attempts to concretize the integration between humanitarian and development work.

In 2017, the discussion stemming from the WHS led OCHA to focus on a Humanitarian Response Plan that covers the three-year period of 2018-2020 and focuses on addressing needs identified in Area C, New Way of Working

- HRP 2018-2020
- Collective Outcome
- Not strictly Humanitarian approach

As defined by OCHA, a collective outcome is “a commonly agreed measurable result or impact in reducing people’s needs, risks and vulnerabilities and increasing their resilience, requiring the combined effort of different actors”.

In this sense, OCHA is advocating to promote the principles of the New Way of Working, particularly when it comes to framing the work of development and humanitarian actors, along with national and local counterparts, in support of Collective Outcomes. Even though the oPt may appear among the best candidates to roll out the New Way of Working, a number of reasons are hampering the process. These include the worsening of the humanitarian crisis in Gaza and a record low funding following the US decision to cut its financial support for humanitarian assistance.
Recent policy outcomes such as the EU Global Strategy\(^9\), the EC/EEAS Joint Communication on Resilience\(^10\), and the EU Integrated Approach\(^11\) demonstrate the EU commitment to the Nexus. Following the Council Conclusions on the Nexus of June 2017, the EEAS began the piloting of the Nexus approach in six countries (Chad, Nigeria, Sudan, Iraq, Myanmar and Uganda) to start putting into practice the policy commitments taken so far. At the EU level, despite the political challenges present in oPt, the European Commission continues to align humanitarian programs aimed at promoting resilience to IHL violations with sustainable development and support to Palestinian institution-building in order to ensure a stable and viable future Palestinian State\(^12\).

Nevertheless, the European Commission has suggested that despite allocating development funds to support vulnerable populations already benefiting from humanitarian assistance, more efforts are needed to provide strategic coherence between humanitarian and developmental schemes. One approach is for instance increasingly adapting funding instruments that keep on diverging in terms of objectives, localities of intervention and levels of risk acceptance. Particularly for Area C, there is a need to mutually re-enforce logics of intervention and coordinated responses to ensure that no community is left behind in pursuing national development goals and in addressing SDGs.

Finally, a strengthened coordination between DG ECHO and the Office of the European Union Representative (EUREP) could prompt programmatic complementarities and a smooth transition from direct assistance to early recovery and development of targeted communities.

10. Joint Communication on “A Strategic Approach to Resilience in the EU’s External Action” (EC)
11. Council Conclusions on Operationalizing the Humanitarian-Development Nexus
12. The EU-Palestine Action Plan was approved in May 2013 and remains in place until 2020. It sets out the agenda for economic and political cooperation between the PLO on behalf of the Palestinian Authority and the EU. Within it, annual action programmes in favour of Palestine are developed. The designation of Palestine as such shall not be construed as a recognition of a State of Palestine by the EU, and it is without prejudice to the individual positions of the Member States on this issue. See: https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/countries/palestine_en
13. For more information on the Community Protection Approach, visit www.cpainitiative.org

Processes triggered by West Bank Protection Consortium (WBPC)

In 2014, ECHO faced drastic reduction of funds that brought to a renewed push for evidence of impact and the upholding of a protection-centred approach. During that phase, WeWorld-GVC was asked to provide proof of the results of the work carried out in Area C through a systematization of data and evidence-based targeting of communities and needs. In that same year, the organization re-strategized its approach and started to design a methodology of intervention meant to empower communities and work in close collaboration with beneficiaries in delivering assistance: Community Protection Approach (CPA).

The CPA allows for the implementation of the model of intervention showed in Graph 2 CPA Contribution to Actors. It delivers a series of outcomes for integrated protection programming that pave the way for unique programmatic approach based on multi-stakeholders and coordination system. The Analysis and the operational plans inform all actors of the international community that can contribute to addressing the vulnerabilities of communities. This creates the opportunity for a system coordination based on the same programmatic framework: unique analysis, unique strategic plans based on recognized protection standards and owned by the community itself\(^13\).
Figure 2: CPA Contribution to National and International Actors

The methodology was first piloted at the community level by WeWorld-GVC and later adopted by the WBPC, an ECHO funded consortium of five International NGOs active in Area C and created in 2015. The WBPC was partially donor-driven and thus required intensive efforts to streamline coordination among the INGOs. After one year the INGOs achieved better coordination and coherence in their work and became more actively involved in decision-making. The high-quality work provided by the five organizations, together with the large amount of qualitative and quantitative data that was collected, analysed and timely monitored in the targeted communities gained increased interest and recognition from the donor community. As of 2019, the WBPC is funded by 11 actors, including EU institutions and EU member states.

Focusing on empowering communities and mobilizing duty-bearers, the WBPC managed to build a constant interaction with the Palestinian Authority (PA), advocating for the needs of Area C communities and ensuring the meaningful participation of the communities in policy-making. While there was limited engagement from the PA in Area C until relatively recently, in 2014, a National Strategic Framework for Development Policies and Interventions in Area C (2014-2016) was developed together with a National Policy framework for the following five years. The Area C Ministerial Committee was established in August 2015, led by the Prime Minister, and consisting of 15 government institutions. Later, in June 2016, Area C Team (Area C Coordination Office) was created, marking a clear sign of the engagement of the PA in Area C.

In 2019, ACCO changed its name into Area C Team and was transferred under the direct control of the Prime Minister office.

The WBPC targeted 150 communities considered at a high risk of displacement according to a combination of protection threats and vulnerabilities, basic needs and weak local capacities. It conducted ad hoc multi-sectoral interventions phased over a three to five years period. This approach encompasses joint analyses, community-based protection, the provision of basic and social infrastructure, legal aid services, as well as multi-stakeholder mobilization initiatives. In 2018, the WBPC identified a first set of 20 communities where an exit strategy could be envisioned and the community could be considered independent in pursuing their developmental needs.\(^4\)

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\(^4\) The “disengagement phase” is assessed against the following conditions: i) communities’ overall vulnerability has decreased; ii) their basic humanitarian needs have been met; iii) other stakeholders have started providing assistance; and iv) positive developments have been observed in their legal situation and/or local governance.
The coordination system implemented in Area C of the West Bank included donors, INGOs, local and national authorities, UN agencies and local communities. The work of these actors followed a unique programmatic framework informed by a joined-up multi-sector analysis: the Community Protection Approach developed by WeWorld-GVC. The multi-stakeholder coordination system envisioned by the WBPC had the clear purpose of identifying transformative, concrete actions, which would reflect a reduction in levels of needs and protection risk. This was achieved through the alignment of agency-specific projects and financial instruments. The WBPC employed both humanitarian and development funds from various donors to implement its activities. The coordination system supported a common programmatic framework with direct outcomes in the targeted communities in Area C and had many positive spillovers. The processes triggered by the WBPC to operationalize the Nexus were therefore related to the capacity of the joined up multi sector analysis to inform UN and EU approaches, and steers the use of different financial mechanisms according to comparative advantages, binding together development and humanitarian actors.
3. CONTEXT ANALYSIS FOR DESIGNING A NEXUS STRATEGY
For the purpose of this toolkit, WeWorld-GVC has been piloting the operationalization of a Context Analysis Matrix specifically created to form the basis for Nexus strategies. The Matrix has been developed in the framework of a Working Group coordinated by the Italian Minister of Foreign Affairs and the Italian Agency for Development Cooperation (AICS) towards the definition of National Guidelines for the implementation of the Nexus.

This chapter shows how the Matrix has been used to analyse the Palestinian context. The first sub-chapter will explain how the matrix works, while the second is an executive summary of the findings of the Matrix and how this can support the design of a Nexus strategy. (See Annex 1 for the complete version of the Context Analysis and Mapping Matrix).

3.1 The Matrix

The Matrix, based on definitions and frameworks developed by major actors of the international community, builds on already existing and widely accepted working standards and can be filled in by linking it to diverse systems of analysis. It is composed of three main sections:

A. Crisis Typology

The context is framed in terms of crisis operational definitions and outlines different typologies of shocks. This part delivers an overview of the major emergency and humanitarian-related challenges, describing the most pressing priorities of vulnerable populations.

B. Context Determinants

It provides a roadmap of more structural challenges: the availability, willingness and capacity of public authorities as viable cooperation partners; the levels of fragility of the country in the different sectors of developmental need; an outline of the administrative decentralization of a country, showing challenges and opportunities related to territorial fragmentation.

C. Comparative Advantage of the actor or the “institutional system of actors” carrying out the inquiry.

As the Nexus is a policy meant to primarily address donors and the delivery of aid by the international community, the use of this section is recommended for country-level stakeholders. The toolkit, being the result of close cooperation with the Italian Ministry of Foreign Affairs and the Italian Agency for Development Cooperation, focuses on the comparative advantage of the “Italian System” of cooperation to oPt.

A. Crisis Typology

The Matrix compares three operational definitions of a crisis affecting a given country, based on definitions by the IASC Working Group 16th Meeting, Definition of Complex Emergencies, and by the UN Food and Agriculture Organization (FAO). It complements the overview by using the definition of Typology of Shocks advanced by the OECD.

3. CONTEXT ANALYSIS FOR DESIGNING A NEXUS STRATEGY

15. The Comparative Advantage can be related to an “institutional system of actors”, as in the case of the whole set of branches of a national system providing cooperation or support to a State.


B. Context Determinants
It provides an overview of structural aspects within the country of intervention, that may determine the operational design a Nexus approach.

C. Comparative Advantage
It does not provide the full extent of comparative advantage of each actor or stakeholder intervening in a country. It is an illustrative analysis of the comparative advantage of the actor engaging in the design of a Nexus strategy.

3.2.1 Crisis Typology
In the case of the Palestinian West Bank the typology inquiry characterizes it as a Complex Emergency. The factors that led to this conclusion include the level of breakdown of authorities due to the conflict, the need for intensive and extensive international support, and a humanitarian crisis where an extensive political and management coordination system for the delivery of assistance is needed. In addition to the prolonged Israel occupation of the West Bank, other aspects such as the division between the Fatah-governed West Bank and the Hamas-controlled Gaza Strip, the deepening fiscal crisis, and the lack of a prospect for negotiated solutions increase humanitarian needs, threaten the stability of the West Bank and the very survival of the Palestinian state-building effort. Moreover, an important characteristic of a complex emergency situation is high dependency on humanitarian assistance; in 2019, 2.5 million out of the 4.95 million people living in the oPt needed assistance. The oPt also generally features traits typical of a Protracted Crisis. One aspect is the longevity of the crisis - international aid has been provided to the oPt at least since 1948 after the Arab-Israeli war. Another aspect is the persistence of long-term socio-economic fragility of the affected population, namely in the Gaza strip, where the economy continues to contract (e.g. GDP in 2018 fell by 6 per cent in comparison to 2017). The Shocks framework offers then further details on what are the specific challenges encountered by Palestinians and aims at spelling out the root causes of their vulnerability. The fundamental problem remains the long-term stress directly stemming from the Israeli occupation that:

[...] IMPACTS THE MOVEMENT OF PEOPLE AND GOODS, FRAGMENTS THE TERRITORY GEOGRAPHICALLY AND SOCIO-POLITICALLY, STUNTS ECONOMIC GROWTH, AND RESTRICTS PALESTINIAN USE OF CRITICAL RESOURCES SUCH AS LAND, WATER AND MINERALS. WITH THE VERY SAME INSTRUMENTS, IT HINDERS POLICYMAKING, GOVERNANCE AND SERVICE DELIVERY BY THE PALESTINIAN AUTHORITY.

19. United Nations Report, As tensions in Gaza are temporarily contained, the viability of the Palestinian Authority is threatened by major financial, economic and political challenges, 25 April 2019
20. OCHA, Humanitarian Needs Overview, 2019
21. UNSCO Socio-Economic Report: Overview of the Palestinian Economy in Q1/2018
More than affecting the livelihoods of Palestinians, these shocks also prevent the PA from operating in East Jerusalem and Area C, which represent more than 60 per cent of the West Bank and contain the most valuable natural resources. A coercive environment intensifies driven by demolitions, forced evictions, discriminatory planning, access restrictions, settlement expansion, and settler violence. This generates a risk of forcible transfer for many Palestinians in Area C, East Jerusalem and the Israeli-controlled part of Hebron city, H2.

Closely related to the occupation, under the category of idiosyncratic shocks, the matrix displays the main elements of violence that Palestinians have been experiencing because of the occupation: fatalities and injuries due to clashes and aggressions by Israeli forces and Israeli settlers [More than 5500 Palestinians have been killed and more than 108 600 injured since 2008 in the context of the occupation and conflict]; and the demolition of Palestinian structures in Area C and East Jerusalem [More than 1600 Palestinian structures have been demolished since 1993. Around 85 thousand of Palestinian homes are deemed to be at risk of demolition]. Not only are Palestinians subject to violence-related shocks but also shocks directly affecting access to services: around 1.7M people (33 per cent of all households) are severely and moderately food insecure. Residents of the West Bank suffer restricted access to health, water and public services (especially for Palestinian refugees, people living in Area C, H2 area of Hebron and Seam Zone).

This analysis shows the necessity to frame any strategy of intervention around the coercive environment that leads to the violation of the human rights of Palestinians. Context Analyses should consequently not be limited to needs assessment but take into consideration human rights and International Humanitarian Law and use these frameworks to ground programmatic strategies. Finally, the shock framework provides some secondary considerations concerning seasonal shocks. In particular, several areas of the West Bank suffer continuous occurrence of water shortages, environmental degradation, and land and natural resources’ depletion. Even though it does not represent the main typology of shocks affecting the Palestinian in the West Bank, it requires an attentive approach that looks in-depth at each specific territory. Any nation-wide programmatic strategy would have to face the need of grounding the analysis to each territory, and capture the specifics of the community located in it.

23. OCHA, Humanitarian Needs Overview, 2019
24. Data retrieved from: www.ochaopt.org/data/casualties
25. AIDA, 25 Years After the Oslo Accords, at www.aidajerusalem.org
26. Extracted from OCHA, Humanitarian Needs Overview, 2019
With regards to the environment of duty-bearers and their relative willingness and capacity to be positive actors and potential partners of humanitarian and developmental action, the oPt can be considered a: Government/authority that upholds its responsibility, but has little to low capacity, low ongoing budget support. This analysis focuses on the Palestinian Authority as a duty bearer towards the Palestinian population. 

As a result, “The chronic and political nature related to the conflict, as well as the limitations of the PA to address the protection problems experienced by Palestinians. In this situation, any framework strategy must be multidimensional and look parallel at clear outcomes on the three dimensions: security, policy and society. The interlining of this text is not the same as the rest of the Toolkit. Pictures could be eliminated to make space for the space between lines. The activation of mechanisms to guarantee the security of people, enact changes in policies and apply transformative approaches to engage the Palestinian society at local level.

Regarding Administrative Decentralization, in Palestinian West Bank, despite formally, a process of devolution of functions has been triggered by Palestinian Authority decisions; de facto we are still in a deconcentration phase. The current level of decentralization can be perceived by looking at the share of each level of government in the general government total revenues and expenditures. The central government accounts for around 89 percent of general government revenues and around 94 percent of general government expenditures. In turn, municipalities accounts for around 10 percent of revenues and 5.5 percent of expenditures. The Palestinian Ministry of Local Government (MoLG) was established by the PA in 1994. Facilitating local development and promoting Palestinian state-building were among its objectives, which resulted in the creation of several new Local Government Units (LGUs) which are today gathered into the Association of Palestinian Local Authorities (APLA) and in Joint Service Councils (JSCs) for the joint provision of public services. LGUs are mandated to provide essential services, among other functions, and are the most frequent interface between citizens and the governmental apparatus.

The proper functioning of this decentralization is widely affected by territorial fragmentation, such as the Oslo-dictated division of the West Bank, but also the different fiscal capacities of the Palestinian local authorities and by a crippling financial crisis that is preventing them from covering their operating costs or making necessary capital investments in new projects. Although aligned with other countries in the region, compared to other world regions, the local government sector in the Palestinian territories is rather small, with fiscal decentralization still being in the early stages. A clear picture of the administrative divisions within the West Bank allows the definition of strategies of close cooperation with local authorities. Cooperation with local authorities is especially encouraged also because “facilitating local development and promoting Palestinian state-building” are among the strategic objectives of the ad hoc Ministry of Local Government. With these characteristics, the establishment of territorial strategies emerges as an opportunity to establish operational approaches that circumvent the PA limitations to act nation-wide. In particular, LGUs have the potential to be the best placed actor to maintain a structural and direct engagement with Palestinian population, through structural linkages with each single community.

29. Data retrieved from: www.github.com/githubIEP/oecd-sfr-2018
3.2.3 Comparative Advantage: “Italian System”

Comparative Advantage

The comparative advantage is the capacity and expertise of one individual, group or institution to meet needs and contribute to risk and vulnerability reduction, over the capacity of another actor (OCHA, 2016). Comparative advantage may be based on cultural acceptance, trust and familiarity with local populations and knowledge of local circumstances, technical expertise, implementing capacities, international reputation and compliance with international standards, predictability, past performance, the means and ability to access people in need, legitimacy deriving from an international mandate (CIC, 2016).

Assessing the Comparative Advantage that a national system of International Cooperation, Humanitarian Aid and Political Relations brings while engaging in a context of fragility is not an easy endeavour. The AICS Jerusalem and WeWorld-GVC cooperated to detail a number of elements that can be considered the basis for an assessment of the Comparative Advantage of the “Italian System” in the oPt.

The outcome of this assessment complements the analysis of the contextual matrix to the extent that it reflects upon capacities of an actor to contribute to the strategy that results from the Context Determinants and Crisis Typology.

Diplomatic Bilateral Relations

Direct responsibility of the Consulate General in Jerusalem. This is a wide-ranging commitment, which commences above all through an intense political relationship, with frequent bilateral meetings at all levels. The Joint Ministerial Committee was established in 2012 and represents the main framework for bilateral relations between Italy and the oPt, which hold regular bilateral consultations. Moreover, the economic and cultural relations, as well as the development cooperation, and the dialogue between local communities and the civil societies of both sides are equally strong. Italy is committed, along with the European Union and the international community, to supporting the Palestinian institutions, with the aim to significantly contribute to the peace process and the “two-State solution”.

UN Agency support

AICS in the oPt constantly supports UNOCHA through a yearly voluntary contribution to the HF. Another relevant UN actor financed by AICS since 2014 is UNMAS. The most strategic UN partner for AICS in the oPt is UNRWA which receives the most substantial support.

Sectors of Cooperation and Development

Through different projects, AICS is contributing to economic and financial development, starting to promote Small and Medium Enterprises (SME) Programmes, the development of microfinance institutions and cooperatives through capacity building interventions, and the rehabilitation and strengthening of the electric network in the West Bank.

32. www.consigliosterei.it/consolato_genovemelb/rapporti_bilateral/
Sectors of Cooperation and Development

Health

AICS is a leading EU donor to health in the oPt within the framework of the EU joint programming. Due to the longstanding relationship with the Palestinian Ministry of Health, Italy has contributed to the strengthening of the healthcare system and the provision of primary health care. AICS has also supported the prevention and control of non-communicable diseases, mental health response mechanisms, and structures addressing disability.

Gender and Human Rights

AICS is a GEWE (gender empowerment and women empowerment) EU lead donor in the oPt. It supports a Gender and Human Rights Program, as well as international organizations such as UNWOMEN, UNFPA, UNRWA and ILO.

Gaza Strip Reconstruction Program

In line with the Italian commitment at the Cairo Conference in October 2014 (after the Gaza 51 days war) AICS is implementing the Gaza Strip reconstruction program, rehabilitating 280 household units and the re-building from scratch the Al Nada neighbourhood. The value of the program is of approximately €16,5m (grant + soft loan).

In-Country operational and logistic resources

The presence of the Italian Government in the oPt includes: the Italian General Consulate in Jerusalem, AICS country office in Jerusalem, Dante Alighieri Society, and 19 Italian NGOs with country offices.

Peacebuilding operations

No presence of peacebuilding mission. Italian mission of training for Palestinian military and police units – MI-ADIT

33. Italy contributes 1.9 million euros to UNRWA health program in Gaza. Available at: http://english.wafa.ps/page.aspx?id=2ufvM4a110285330628a2ufvM
4. OPERATIONALIZATION OF THE NEXUS TO THE PALESTINIAN CONTEXT
4. OPERATIONALIZATION OF THE NEXUS TO THE PALESTINIAN CONTEXT

Use of the analysis’ outcomes in the Nexus Toolkit

WeWorld-GVC presents in this Toolkit an approach to the oPt consistent and consequent to the analysis previously presented. It aims to pave the way for increasingly integrate the Nexus in strategies and operations of implementing agencies.

The analyses findings in Chapter 3, are the result of the application of the Matrix developed in the framework of the Working Group coordinated by the Italian Minister of Foreign Affairs and the Italian Agency for Development Cooperation (AICS) to elaborate national Nexus Guidelines. These findings are operationalised in Chapter 4, according to three strategic lines of action to build up a Nexus Approach.

The three lines of action are:

4.1 Territorial Approach

4.2 Mainstreaming of International Human Rights Law (IHRL), International Humanitarian Law (IHL) and International Refugee Law (IRL) provision in needs analysis

4.3 Strengthening of Palestinian communities and governance mechanisms

The information and recommendations per each line of action are organized to guide the reader in identifying the most relevant aspects to its strategy. The following sections outline the logic of presentation in the following chapters:

The presence of INGOs in a territory should be leveraged to develop a strategy for connecting multi-sector short and medium-term actions to long-term development. The strengthening of linkages at the local level and the coordination among different stakeholders that can be reached by employing this approach should be reflected in the elaboration of unique frameworks of reference to contribute to the planning of national and local authorities, donors, INGO and NGOs.

In contexts where public authorities lack the operational and financial capacity to offer solutions for the cases of local population, the presence of INGOs and NGOs is to provide a key intermediary role between responsible authorities, international donors, implementing actors and the local planning mechanisms in the target territory.

4.1 Territorial Approach: connect communities with territorial planning

From the perspective of NGOs or INGOs, the presence in specific areas of the oPt represents a solid opportunity to channel complementarity, coordination and coherence of different interventions in the target territory.

A territorial approach provides donors and institutional actors with a mechanism to:

- Place the focus on long-term territorial dynamics - including building on existent local plans and strategies;
- Invest in social cohesion and local leadership in a manner that it is conflict-sensitive and considers local power dynamics;
- Establish stable exchanges, cooperation and accountability of local authorities based on community engagement;
- Contribute to the work of UN OCHA coordination mechanisms;
- Establish a common localized framework of analysis to follow-up with Area C Team, PA ministries, as well as local and regional authorities to establish common strategies and collective outcomes.

The presence of INGOs in a territory should be leveraged to develop a strategy for connecting multi-sector short and medium-term actions to long-term development. The strengthening of linkages at the local level and the coordination among different stakeholders that can be reached by employing this approach should be reflected in the elaboration of unique frameworks of reference able to contribute to the planning of national and local authorities, donors, INGO and NGOs.

In contexts where public authorities lack the operational and financial capacity to offer solutions for the cases of local population, the presence of INGOs and NGOs is to provide a key intermediary role between responsible authorities, international donors, implementing actors and the local planning mechanisms in the target territory.

34. Notwithstanding the breaching of IHRL and IHRL Israel is bound as the primary duty-bearer towards the Palestinian people by its treaty obligations as well as international customary law. The State of Palestine as a lawful sovereign of the occupied Palestinian territory under international law, including the PA, is a secondary duty-bearer to the Occupying power as far as the Palestinian population is concerned.
Establishing a territorial approach requires framing the intervention in a specific community in relation with the surrounding areas. This entails undertaking not only a needs assessment but also a complementary analysis of the surrounding communities. For INGOs and NGOs willing to employ a programmatic approach supporting a Nexus strategy, it is necessary to focus on the territorial dimension to understand local processes. For example, in Area C, it means understanding the intrinsic cause and effect relations between one hand the conflict and the expansion of illegal settlements, and on the other the effects of the protracted occupation on local communities.

**Assessing**
- Identification of existing planning mechanisms based on field-evidence.
- Multi-sector analysis and/or assessment, independently from the sector-specific project ensuring presence in the area of intervention.
- Data sharing with Area C Team, Governorate offices, UN OCHA coordination offices, and other relevant coordinating initiatives.

**Planning**
- Elaboration of multi-sector plans, ideally grounded on the ICRC Protection Egg framework, to capture:
  - Specific humanitarian and development needs serving as program suggestions for other actors.
  - Coordination, advocacy and support activities serving as benchmark to establish dialogue with human rights, political and institutional channels of intervention (ICRC, Strengthening Protection in War [2001]).

**Operationalizing**
- Incorporate specific Legal strategies, based on agreed Standard Operating Procedures, to ensure immediate corrective and complementary legal actions and support based on each territorial specificity (i.e. types of lands, types of structures, land tenure, presence of Israeli settlements).
- Integrate activity within Governorate offices and/or Village Councils, in strict collaboration with Area C Team and OCHA regional offices.

**Assessing Planning Operationalizing Territorial Approach:**

**A checklist for INGOs/NGOs to inform Nexus strategies**

**WHAT**
- Ensure the ownership of plans produced by the communities in order to establish the community as an informed actor for other INGOs/NGOs or stakeholders to coordinate with

**HOW TO**
- Include the following components in the analysis according to a multi-sector approach: vulnerabilities, threats, capacities and coping strategies.
- Support mobilization activities to link the community with relevant actors (governorates, OCHA, donors or other INGOs/NGOs) on the basis of the joint plans.
- Integrate produced plans with institutional national/ local planning and framework to have a one and only territorial planning document as reference point to facilitate complementarity, coordination and coherence. The national local planning is a holistic document serving as a framework for humanitarian aid and transitional development assistance.

**Guarantee continuous connection with the community, beyond data collection and projects**
- Use community engagement or community-based mechanisms specifically tailored to establish mutual feedback on needs assessments results.
- Dialogue with INGOs, NGOs or local actors to maintain feedback mechanisms and community engagement beyond projects’ life.

**Channel the plans produced by the communities and integrated in the Territorial Planning Document with relevant donors to trigger complementary actions**
- Ensure that the activities identified are formulated according to the same language used by relevant coordination mechanisms (i.e. ECHO Humanitarian Clusters)
- Provide the plans to the PA Area C team, UN OCHA and other relevant coordination mechanisms.
- Include the plans in the coordination with relevant donors.
- Ensure data protection standards and a risk analysis ahead of sharing the plans.

Support local institutions in sponsoring the Territorial Planning Document with international agencies/actors

- Ensure trend analysis of data according to an agreed framework of analysis with relevant coordination offices and donors
  - Include mobilization activities to increase the access and broker dialogue between local institutions and international agencies/actors.
  - Reference the contribution to the Territorial Planning Document in all initiatives in the area of intervention
  - Provide and share analysis with local institutions, PA Area C Team and Donors for the regular review and update of the territorial planning.

- Trigger support for complementary analysis of data collected
  - Establish and monitor on regular basis multi-sector indicators.
  - Consider the inclusion of outcome indicators relevant to investigate the coercive environment.
  - Mainstream the analysis of protection risks within sector specific data.
  - Assess the scope of the multi-sector data collected and identify gaps.
  - Coordinate with other actors in the area, or external experts to identify needed complementary analysis.
  - If no complementary analysis can be undertaken, clarify the limitations of the multi-sector data before presenting it.

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**Case Study Drawn from WeWorld-GVC: CPA continuous engagement with communities**

WeWorld-GVC and partners established a continuous engagement with local communities through a dedicated community approach (CPA). The CPA is mainly used to elaborate context analyses capturing humanitarian needs in a given sector, and to display specific information of the territory from several standpoints: power dynamics, social cohesion, the perception of communities’ safety and dignity.

All data is channeled in a multi-sector and multi-stakeholder plan, discussed with communities, and relevant actors. WeWorld-GVC continuously organizes specific sessions involving community members and Key Stakeholders (NGOs, Governorates, UN OCHA, etc..) to discuss and identify transition assistance to more permanent structures and programs established by national authorities and/or civil society actors.

The strong focus that WeWorld-GVC holds on developing partnerships with local authorities and ensuring community ownership, provided a virtuous framework in line with donors’ strategies that facilitated the joint commitments of different actors.

This was possible thanks to the long-standing presence and engagement in the territories and the investment in social capital and has, in turn, allowed to collaborate with local authorities (Village Councils, Municipalities and Governorates) and Area C Team as well as multiple donors and partners. At the operational level this was translated into the design of humanitarian and development sector specific projects that were funded by different humanitarian and development programs but shared a common strategic goal: the creation of a protective environment for Palestinian communities in Area C.
Relevant outcomes of a Territorial Approach

Even though a Nexus strategy is a country-wide approach, using a unique framework of analysis and planning starting from the Territory (Communities, governorates or groups of communities) provides ways to overcome the contextual challenges identified in Chapter 3. Channeling donors’ different priorities and policies of intervention through an organized approach in the territory, leaves to the same donors the space to use different financial frameworks and mechanisms without over-stretching them.

The territorial approach directly contributes to key DAC recommendations on the Nexus:

- **PLANNING COMPLEMENTARITY**: Grounding the comprehension of problems and the identification of solutions on the perspectives of communities provides an operational instrument to guide the complementarity of planning. Communities do not look at humanitarian or developmental challenges in silos and they are included in national planning. This allows assessing short-to-long term strategies stemming directly from a community perspective.

- **REDUCTION OF AID-DEPENDENCY**: The permanent cooperation with public authorities in a territory allows for medium-to-long-term plans of capacity building contributing in the reduction of the distance between institutions and communities, increase accountability. The territorial approach also allows for a strong capacity empowerment of local actors to be integral of their response fostering self-reliance and resilience.

- **LOCALIZATION**: A territorial approach provides entry points for an increased localization of interventions. The active role of communities in the definition, implementation and management of aid provided paves the way to establish durable mechanisms beyond the life of projects.

- **FINANCIAL FLEXIBILITY**: The territorial approach provides a common programmatic framework based on joined-up analysis. The existence of a local programmatic framework supports INGOs/NGOs to use different funding stream coherently and in complementarity.

36. OECD, DAC Recommendation on the Humanitarian-Development-Peace Nexus, OECD/LEGAL/5019
4.2 Mainstreaming International Human Rights Law, International Humanitarian Law and International Refugee Law provision in needs analysis

The Nexus brought a renewed push for joint processes of analysis able to capture both the multi-dimensional nature of fragility and people’s vulnerabilities.

Mainstreaming International Human Rights Law (IHRL), International Humanitarian Law (IHL) and International Refugee Law (IRL) provides donors and institutional actors with a mechanism to:

- Successfully improve community involvement and the responsiveness of PA and local authorities
- Provide programmatic and advocacy evidence to relate settlement expansion and land confiscation to the identified needs and protection issues identified in sector-specific programs and projects.
- Support international demarches by third states to the government of Israel*
- Strengthen the mobilization, discourses and campaigns of local civil society.
- Reinforce the efforts of accountability of coordination mechanisms and stakeholders as well as the obligations of duty bearers.

Palestinian communities are exposed to grave human rights violations and IHL such as the demolitions of houses, schools, roads, agricultural equipment and solar panels, movement and access restriction, forcible transfer through coercive environment, unlawful killings, collective punishment, unlawful detentions and arrests, torture and ill-treatment, violations of the right to housing, and the right to development8. Moreover, they are subjected to a discriminatory planning and permit regime. They prevent households and communities from accessing resources (for instance water for domestic and agricultural uses) and violates their right to an adequate standard of living9. Therefore, communities are deprived of their dignity and the capacity to make independent and autonomous decisions, particularly with regard to their future10.

In this context, especially in Area C, mainstreaming international law in assessments provides solid basis to create channels of dialogue with policy and peacebuilding actions. Humanitarian and/or development specific assessments should capture information that can be used for further advocacy or specific human rights monitoring initiatives. Donors and institutional actors will be supported in their policy efforts, and benefit from a wider coherence between aid programs and institutional actions.

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38. OCHA (2018): As is the case in Area C, a restrictive and discriminatory planning regime makes it virtually impossible for Palestinians to obtain the requisite Israeli building permits. Available at: https://www.ochaopt.org/content/high-numbers-demolitions-ongoing-threats-demolition-palestinian-residents-east-jerusalem

39. The UN Report of the Special Rapporteur on adequate housing as a component of the right to an adequate standard of living. The report points out that the demolition of houses and destruction of properties, as well as the restriction on movement constitute a violation of the right to an adequate standard of living, including the right to adequate housing, under article 11, paragraph 1, of the International Covenant on Economic, Social and Cultural Rights. Available at: http://www.pchrgaza.org/Library/CHCHR-%2016%20JUNE.pdf

40. Dispossession of Palestinian communities in Area C of the West Bank, ACF Unpublished study
Legal Framework

- The Fourth Geneva Convention and the Hague Regulations provide basic rules including guarantees for private property and a duty on the occupying power (OP) to ensure the well-being of the population in the oPt.
- According to the Geneva convention, the OP has an obligation to agree and facilitate the relief actions.\(^\text{41}\)
- The International Court of Justice recognized that the International Covenant on Civil and Political Rights as well as the International Covenant on Economic, Social and Cultural Rights apply to the oPt and that Israel has the obligation not to raise any obstacles to exercise such rights.\(^\text{42}\)
- Under the ICESCR, there is an obligation for the OP ‘to take steps, individually and through international assistance and co-operation (...) to the maximum of its available resources, with a view to achieving progressively the full realization of the rights recognized in the present Covenant by all appropriate means’ (ICESCR, art. 2).
- The Committee on Economic, Social and Cultural Rights (CESCR), responsible for interpreting the ICESCR, noted that with the phrase ‘to the maximum of its available resources’ the covenant refers ‘to both the resources existing within a State and those available from the international community through international cooperation and assistance’ (CESCR, 1990, paragraph 13). This entails allowing and facilitating humanitarian and development activities conducted by Third States in occupied territory.
- International legal experts and the UN recognize the right to development, to self-determination, the full enjoyment of socio-economic rights and full sovereignty over natural resources in the oPt.\(^\text{43}\)

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Key aspects to consider in Program Design:

**Analyzing and Planning**

- Ground multi-sector programming on analyses taking into consideration humanitarian and human rights standards.
- Vulnerabilities, threats and the lack capacities driving communities’ fragilities can all be connected to human rights attainments.
- The content of rights then delineates objectives and processes to address the coercive environment.
- Include interventions building the capacity of communities to identify needs and rights, specifically tailored to establish safe channels for mobilization of PA authorities and/or stakeholders working to their support.

**Operationalizing Data**

- Build up and systematize data collection processes to take stock of human rights violations (referencing them to OHCHR and OCHA led monitoring) in every sector affected by the persistence of conflicts (livelihoods, gender, freedom of movement etc.), taking note of most vulnerable groups and highlighting the geographical and territorial scope of violations.
- Use the data collected for integrated protection programming as spearhead for targeted advocacy towards the occupying power, the humanitarian mechanisms and the PA.
- Use of international law and human rights analyses to create a common framework that can inform and create a link with human right and policy actors.
- Re-inform humanitarian coordination system
- Seek for complementary actions by human right and policy actors.

**Connecting Actors through Data**

- Consider Human Rights as an entry point to build pathways of influence. Combine the work with communities with a strategy foreseeing actions targeting duty-bearers.
- Link capacity building activities with key advocacy lines identified together with communities.
- Advocacy must be central to every intervention that plans to have long-term results. Humanitarian and Development programs should incentivize.
- Direct advocacy of INGOs.
- Capacity building of local organizations and local leadership.
- Empowerment of communities.
- Active participation and involvement of communities in realization of their rights.
- Enhance linkages between humanitarian and development actors with policy and human rights actors.

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42. ICJ, 2004, paragraph 112.
43. Lynk, 2016
Mainstream IHRL, IHL and IRL:
Checklist for INGOs and NGOs to inform Nexus strategies

WHAT

• Include human rights and humanitarian law violations in context analysis and assessments.

• Link risks related to demolitions and other violations of IHL/IHRL to responsive mitigating strategies.

• Ensure communities’ participation in uncovering patterns of protection risks and priorities.

• Create a network of strategy response for international law violations that will include policy and diplomatic actors.

HOW TO

• Incorporate data on structural components of violence, closures and other restrictions resulting from the Israeli occupation in assessment.

• Coordinate with existing OHCRC led and/or Human Rights monitoring processes during assessments.

• Establish or link programs with existing Early Warning mechanisms.

• Ensure mutual feedback processes with the system of legal support and mandated agencies.

• Design roadmaps to address the coercive environment together with communities.

• Create a network of strategy response for international law violations that will include policy and diplomatic actors.

• Inform and update established coordination mechanisms (clusters, mandated agencies, Area C Team, OCHA) to map human rights violations.

• Work in collaboration with policy actors, such as diplomatic representations of the European Union and Member States to meaningfully employ the data collected on human rights violations in diplomatic actions (i.e. statements and demarches).

The Protection Vulnerability Index (PVI) is a composite indicator, resulting from the Risk Assessment, a comprehensive community level multi-sector assessment collected through semi-structured interviews. It aims to provide a description of the community situation in relation to different humanitarian and development sectors and to highlight the protection risk. Following the basic framework of protection theory, the PVI allows for the identification of risks in 13 sectors of intervention.

As established by de Meritens and Habouzit (2017), “interweaving humanitarian information management and development knowledge management is the foundation for joint analysis, planning and programming in the interface between humanitarian assistance and development.” While not enough attention has been given to sharing information in the Nexus, a proper information system would ensure strengthened coordination between the different actors involved in humanitarian crises contexts.

The PVI has proved a valuable tool within the WBPC for presenting timely and accurate data on the context analysis of communities in Area C, complementing other detailed existing datasets. Below, there is an example of an information brochure on Water, Sanitation and Hygiene. It was used for advocacy and for linking development, policy and humanitarian actors.

44. According to the definition of the WBPC, a coercive environment: The coercive gives rise to forcible transfer manifests itself through a discriminatory permit regime for construction, lack of access to basic services, forced evictions and planned relocations, confiscation and destruction of civilian property, obstruction of humanitarian assistance through destruction or seizure of relief items, land expropriation, movement and access restrictions declarations of live fire zones and closed areas, settler violence and military operations.

The Integrated Protection System of Indicators, as a shift from the Protection Vulnerability Index (PVI) aims at becoming a set of indicators that will allow obtaining reliable, relevant and timely information with multiple objectives: description of Protection Risk in target communities, comparability among these communities, providing useful and reliable information for policy advocacy purposes. The IPSI is built with purpose of supporting a Nexus approach and it is based on three theoretical frameworks:

1. Protection risk analysis (Threats, Vulnerabilities and Capacities), as defined by the Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO);
2. The cluster approach introduced by the Inter-Agency Standing Committee (IASC) on 2005;

Through an automated process of data analysis and extraction, the IPSI will become a timely and reliable source of information for actors involved in communities, allowing to monitor the progress of the situation. It will prove extremely valuable as well in the identification of emergencies through a system of trigger mechanisms that can inform an Early Warning System by signalling unmet needs or most vulnerable people.
Relevant outcomes informing Nexus strategies

Mainstreaming IHL, IHRL and IRL in oPt carries the specific benefit of enhancing the potential coordination with local actors, both CSOs and authorities, due to the employment of the universal language of rights. It also reinforces needs-based analysis by using the principled framework at the basis of international standards (i.e. SPHERE). The approach is phased to allow a multi-year strategic approach, taking into consideration that such a context with its specificity, needs flexible planning. The community members’ capacities to challenge land confiscation and the contingencies of conflict are supported through an approach based on strengthening local responders and establishing early warning mechanisms.

The IHL, IHRL and IHL mainstreaming directly contributes to key DAC recommendations on the Nexus:

46. OECD, DAC Recommendation on the Humanitarian-Development-Peace Nexus, OECD/LEGAL(5019)

WeWorld-GVC designs its interventions according to protection response plans (PRPs) developed together with communities of Area C. The PRPs look at local communities with a cluster perspective and incorporate structural components of violence, closures and other restrictions resulting from the Israeli occupation, into community/cluster level programming and planning. PRPs also allow context specific analysis of needs for each community in addition to presenting both humanitarian and development responses needs. The risks linked to demolitions and other violations of IHL/IHRL are articulated with responsive mitigating strategies (formalized in SOP). The interventions are phased to allow a multi-year strategic approach, taking into consideration that such a context with its specificity, needs flexible planning. The community members’ capacities to challenge land confiscation and the contingencies of conflict are supported through an approach based on strengthening local responders and establishing early warning mechanisms.

Case Study: Use of Protection Response Plans

Relevant outcomes informing Nexus strategies

WeWorld-GVC designs its interventions according to protection response plans (PRPs) developed together with communities of Area C. The PRPs look at local communities with a cluster perspective and incorporate structural components of violence, closures and other restrictions resulting from the Israeli occupation, into community/cluster level programming and planning. PRPs also allow context specific analysis of needs for each community in addition to presenting both humanitarian and development responses needs. The risks linked to demolitions and other violations of IHL/IHRL are articulated with responsive mitigating strategies (formalized in SOP). The interventions are phased to allow a multi-year strategic approach, taking into consideration that such a context with its specificity, needs flexible planning. The community members’ capacities to challenge land confiscation and the contingencies of conflict are supported through an approach based on strengthening local responders and establishing early warning mechanisms.

The IHL, IHRL and IHL mainstreaming directly contributes to key DAC recommendations on the Nexus:

46. OECD, DAC Recommendation on the Humanitarian-Development-Peace Nexus, OECD/LEGAL(5019)
Strengthening resilience of Palestinian communities and governance mechanisms provides donors and institutional actors with a mechanism to:

- Overcome structural limitations to operations imposed by the discriminatory planning and permit regime, and establish risk-sharing initiatives.
- Directly strengthen local authorities’ accountability and responsibilities towards the communities.
- Directly reinforce and benefit from the linkages between local and national institutions, through the active involvement of Area C Team (when it comes to area C) and PA representatives.
- Purposely tackle communities aid dependency: responsibilities towards the affected population are increasingly taken on by local responders and community representatives from one side and by local authorities from the other.
- Strengthening systematic local early warning and response mechanisms to protection risks, building on the existing OCHA-led humanitarian coordination.

4.3 Strengthening resilience of Palestinian communities and governance mechanisms

The wide support to Palestinian national and sector plans is revealing of the mandate of national authorities to lead social and economic development. The PA has taken important steps in establishing mechanisms to consult with its key partners (CSOs, donors, private sector, academics, etc.) in its policy planning process, which includes the National Policy Agenda (NPA), the work on the Gaza Strip and on Area C. WeWorld-GVC context analyses, its meetings with community members, national and local authorities’ representatives and the Area C Team focal point (currently Area C team) confirm the need to reinforce the presence of the PA and the involvement of local authorities and the communities in the political, social and economic discourses.

In West Bank, and Area C specifically, the involvement of LGUs or other local administrative offices is proving a valuable mechanism for institutional building. In particular, the semi-decentralized governance, although not fully functioning, contributes to improving the capacities of the PA.
**Key aspects to consider in Program Design**

**Community Engagement**

- Design a medium-long term plan of community engagement beyond the scope of sector-specific project. Focus on community involvement on the decisions concerning how aid is provided, what interventions are the most necessary and how they are implemented.
- Coordinate with existing mechanisms (coordination, consortia, etc.) to include instruments for communities to make informed decisions (i.e. service mapping, stakeholder mappings, land tenure mapping and others).
- Ensure joint-revision of needs assessment, implementation modalities and monitoring data with communities.
- Ensure the ownership of user-friendly planning and response tools to be used jointly by community and local governorates in order to increase efficacy of interventions and local accountability.
- Tailored capacity building programs. The adoption of community implementation approaches.
- The support to locally-driven models of services provision and management.

**Strengthening Governance Mechanisms**

- Promote the participation and direct involvement of local authorities in protecting the rights of their citizens, strengthening civil society, and being actively involved in the inclusive planning. This goes across three main lines
  - Capacity development
  - Reinforcement of governance mechanisms
  - Mobilize donors and international agencies in supporting civil society and dialogue mechanisms with local authorities and incentivize community driven and participatory localized plans, in line with local and/or PA national plans.
- Structurally engage the PA to promote opportunities for communities (especially in Area C) and civil society to be part of decision-making.
- Systematically link with local and national agendas and decision-making processes to ensure needs, rights and risk analyses (building on existing ones) properly inform localized governorate and national planning.
- Involve directly community bodies or representative in local strategic discussion with Governorate and local branches of coordination mechanisms (i.e. OCHA, Area C Team).

**Strengthening Governance Mechanisms: Checklist for NGOs and INGOs to inform Nexus strategies**

**WHAT**

Strengthen communities’ self-reliance

- Plan community engagement strategies with indicators capturing the level of self-reliance of the community.
- Include specific activities to raise awareness about rights, the environment of aid, development stakeholders and duty-bearers.
- Explore the possibility to include community implementation mechanisms Identified specific and tailored capacity building sessions per territory.
- Transfer responsibilities and skills to local partners such as Village Councils, Governorates, Municipalities and the communities for the governance of humanitarian assets provided (e.g. solar panels, water schemes).

**HOW TO**

**Strengthening Governance Mechanisms**

- Map existing capacities and plan institutional reinforcement and support at local level.
- Train public officials and establish mechanisms in coordination as much as possible with Area C Team, on the principles and practices of good governance, transparency and accountability.
- Identify indicators and monitoring to measure the transfer of knowledge and skills to local authorities, including identified key personnel to ensure durable results.
- Do not only design MoUs to formally validate the process of transfer of property and responsibility to local authorities and communities. Ensure that the MoU are known by...
Build capacities of local authorities

- Donors, mandated agencies, OCHA and Area C Team, ahead of signing. This will contribute to planning complementarity and coordinated actions, and to ensure their compliance. MoUs should work as framework agreement to the use of multiple actors.
- Once agreed on joined-up analysis framework (in coordination with existing mechanisms) work towards providing joint access to the instruments of assessment, monitoring and evaluation to local actors (i.e., communities, governorates) as well as the coordination mechanisms (OCHA, Area C Team and other organizations).

Broker linkages between community and stakeholders / duty-bearers

- Design workshops for the brokering of relations between local authorities and community representatives based on the strategic plan drafted together with the community.
- Involve key stakeholders, as OCHA and Area C Team field staff, in the elaboration of strategies in the communities.
- Ensure that the communities have access to updated and proper service mapping, indicating contacts, roles and responsibilities of actors intervening in their area.
- Establish mechanisms of coordination which pursue as much as possible direct communication between communities and governorate.

Involving communities in all the steps of the implementation process is deeply connected with the promotion of local ownership, by transforming communities from passive recipients of aid to key actors of the decision-making process. Moreover, in Area C of the West Bank involving communities resulted in efficiency gains in the delivery of aid and support. The purpose is for the communities to be involved and become owners of their own path of development.

Several INGOs have adopted this methodology (WeWorld-GVC since 2007) as a mean to reduce risks, increase protection and strengthen the impact of the implementation process. Starting from 2015, community implementation has been a main modality of WeWorld-GVC’s work as part of the Community Protection Approach (CPA) methodology.

Figure 9: Actors involved in the Community Implementation Approach
Risk Assessment:
Risk assessments are undertaken with the community prior to the implementation of activities, including conducting legal mapping, gathering information of stop working orders (SWOs) and demolition orders (Dos), legal representation and ownership documents possessed by the community. Based on the risk assessment/legal mapping, legal advice is obtained by a legal partner (NRC and Anti-Wall and Settlement Commission), in order to comply with ‘Do No Harm’ principles. The legal advice enhances the required coordination and encourage primary and secondary duty bearers to ensure the respect and fulfillment of obligations towards the targeted population.

The organization does not favor or impose any given modality. To select the best possible modality in each case, attention should be given to the following factors:
• Risk/threats faced by the community and defined by the risk assessment process
• Vulnerable groups and equal access
• Materials and machineries required to implement the work
• Local expertise available and possibility for local capacity building
• Budget constraints
• Market-related concerns (e.g. availability of materials, lack of contracts, high costs)

Type of Community Implementation

<table>
<thead>
<tr>
<th>Full Community Implementation</th>
<th>Joint Community Implementation</th>
<th>Subcontracting – Community Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>It entails complete technical implementation by community members, including the procurement of the materials</td>
<td>It entails complete technical implementation conducted by community members with the staff responsible for procurement of materials</td>
<td>It entails complete supervision of the CPC over the technical implementation conducted by one or more contractor</td>
</tr>
</tbody>
</table>

Activity completion and handover:
It entails following the completion of the last phase of work and delivering the last payment to the CPC/workers/subcontractors. A financial and technical handover is prepared by the Technical and Field Coordinators to verify the completion of work and payment. The handovers should include the financial handover and list of works accomplished within the technical handover.

Figure 10: Lessons Learned from the Community Implementation Approach
The Governorate of Tubas, under an Italian Government funded project, has created a department, officially called Protection and Response Unit, tasked with collecting reports and initiating procedures for protection actions filed by early warning mechanisms established directly in the communities. The initiative aimed at creating a decentralized structure autonomously able to deal with human rights violations of the population. The Protection and Response Unit has improved the ability of authorities to prevent and mitigate the effects of violations, responding in an appropriate and sustainable way to precarious and vulnerable living conditions of citizens in the governorate. The department began its activity on February 14, 2018 at the Tubas Governorate involving the Tubas Governorate, WeWorld-GVC, AICS of Jerusalem, Business Women Forum, Area C Team and the Ministry of Agriculture. Specific training involved staff of the Governorate, representatives of the Village Councils and ministerial representatives on how to monitor and respond to human rights violations. The training had the double function to build the capacity of the participants and trigger structured contacts among them. The addressed topics included mechanisms of protection and documentation of incidents; their functioning and use; the main actors involved in the EWRU; methodologies to monitor incidents; and developing reports. The Protection and Response Unit directly coordinates with OCHA field offices, to reinforce the existing humanitarian coordination mechanisms.

Relevant Outcomes for governance mechanisms

In the context of the oPt, and particularly in Area C, the degree of strength of local mechanisms have marked the difference in the success of protecting civilians and providing assistance. The high pace of Stop Working Order, Demolition Orders and Confiscations requires an efficient system of early warning and response at local level. In addition, each single area is marked by a different discriminatory planning and permit regime, which requires a deep understanding of each area specificity. This aspect alone reveals why any Nexus strategy at national level may have to rely on functioning local mechanisms.

These mechanisms cannot be entirely substituted by civil society (either INGO, NGOs or CBOs). The recent efforts of the PA to establish coordinated strategy and coordination bodies creates an opportunity to have durable institutional frameworks, that can support programmatic strategies. In this framework, the strengthening of governance mechanisms directly contributes to key DAC recommendations on the Nexus:

- PLANNING COMPLEMENTARITY:
  The context of the oPt is one of the most assessed in the world. Communities have received multiple assessment, awareness and training. A structured and coordinated work among all actors of local governance strengthening, involving communities, reduces the investment in aid (i.e. multiple needs assessments under multiple projects) and provides actors with a unique instrument to ensure complementary actions.

- GROUNDING COHESION:
  In a context with multiple coordination efforts at national level, and where humanitarian coordination is still not fully carried out jointly with development coordination, strong local governance mechanisms represent an efficient way to ground cohesion. Local authorities’ responsibility towards communities reinforces coordination channels between community members and coordination mechanisms. In turn, it supports donors and stakeholders in having more control on accountability mechanisms.

- ENSURING LOCALIZATION:
  In the context of the oPt is extremely difficult to envisage exit strategies, given the role of the Israeli occupation on the fragility and the coercive environment. In this context, although a full fledged Nexus strategy may not yet operate, the strengthening of governance at local level directly enact key localized outcomes that can be operationalized: early warning mechanisms serving both humanitarian and development actions, joint risk and mitigation strategies, increase assets retention, durability of yearly protection and needs monitoring.

- INFORMING FLEXIBILITY:
  The protracted nature of the crisis in the oPt is in need of an efficient investment in support of Palestinians. Programmatic outcomes should look to create locally owned mechanisms to inform overall coordination of actions. This would fuel priority sharing among donors and intervening actors, and ensure the inter-actor rationale use of financial mechanisms to leverage on the best placed stakeholder (UN agency, NGO, INGO, CBO or institutions).

49. OECD, DAC Recommendation on the Humanitarian-Development-Peace Nexus, OECD/DAC/LEGAL(50)19
5. CASE STUDIES RESULTING FROM THE PROPOSED NEXUS APPROACH: Coherence and Complementarity
5. CASE STUDIES RESULTING FROM THE PROPOSED NEXUS APPROACH: Coherence and Complementarity

In this chapter, WeWorld-GVC intends to show some of the complementary actions resulting from the proposed approach outlined in this Toolkit. The actions presented are part of the programmatic strategy of WeWorld-GVC and do not include cases of other actors. WeWorld-GVC did not perform a scoping study of all agency-specific actions resulting or complementing the presented approach to not disclose sensitive information or violate the autonomy and independence of other actors.

However, a great deal of innovative and efficient programs is carried out by several actors in and around the model studied by WeWorld-GVC to outline this Toolkit. Collective actions and strategies among donors, local authorities and stakeholders are currently being undertaken thanks to common vision and efforts of all parties involved.

Some of the outcomes presented intend to show how donor-specific and sector-specific projects can be framed in a unique framework of complementarity, cohesion and coordination. Three cases were selected because they elicit the use of a specific stream of funding, in coherence and complementarity with the joined-up analysis and planning carried out as part of the European Union DG ECHO funded WBPC:

The different programs are currently running in the same areas of intervention, providing a complementary implementation of humanitarian, development and policy actions that involve multiple stakeholders across the Nexus. Following, only the initiative are presented, while the roles and actions of external actors are not presented to not disclose sensitive information.
5.1. Italian Ministry of Foreign Affairs funding: DEVELOPMENT
TURBO – Tubas Rural Development and Business Opportunities

TURBO is a three-year project (2017-2020) aiming at strengthening the resilience of rural communities in the Jordan Valley through an LRRD approach, by supporting the economic development of 19 communities in the Area C of the Governorate of Tubas. It was designed in coordination with Area C Team and the Government of Tubas and aligns with the institutional development Plan of the Governorate. TURBO presents consistent advancements in the components of Coordination, Complementarity, Flexibility and Localization of initiatives, delivering a programmatic response that draws extensively on Nexus principles, through the use of both humanitarian and development funds channelled through AICS.

The project activities were elaborated with an LRRD framework, building extensively on a Nexus approach. In itself, it can offer practical examples on a form of operationalisation of the Nexus.
Nexus Principles

Complementarity of both humanitarian and development interventions

- Integration of emergency response and mechanisms in the target communities.
- Use of data from CPA conducted by the European Union DG ECHO funded WBPC for the design of long-term interventions.
- Elaboration of a Governorate transitional plan through UNDP funds allocated within the Community Resilience and transitional development plan.

The localization of the Protection response through Institutionalization of an EWSU for IHL and IHRL violations

- The Early Warning and Response Unit (EWRU) was developed to provide communities with a rapid, formalized and comprehensive warning system to monitor, report and respond to the different forms of violations to which they are subjected.
- The EWRU has been integrated into the institutional responsibilities of Tubas Governorate, refining and strengthening the existing warning systems within the communities.
- Ensuring long-term sustainability of the system with the direct involvement of the beneficiaries.

Scaling up governance schemes for humanitarian assets received through various programs/NGOs in the Governorate: the case of solar panel units

- Several humanitarian and development partners supplied solar panels to the beneficiaries of TURBO.
  Lack of periodic checks and maintenance services resulted in the unsustainability of such interventions and kept the beneficiary depending on aid actors to replace the damaged solar panels. WeWorld-GVC supported the creation of a community cooperative that established a prepaid system, wherein each beneficiary household pays a monthly fee saved in a special bank account for each local committee. The fee is used to cover the cost of periodic checks and the maintenance of solar panel. This ensures the sustainability of the intervention while also empowering the community to manage their own resources.

Operationalization

Strengthening Communities and Governance Mechanisms

- A mechanism of planning and dialogue was created between local authorities and civil society to support the participation of communities in the strategic planning of Tubas Governorate.
- Tubas governorate staff participated in trainings focused on technical competencies, the capacity to respond to the communities’ needs, to develop more transparent, inclusive and efficient governance mechanisms between the Governorate and the civil society.
- Communities’ representatives, CBOs and residents attended capacity building sessions actively contributing to the elaboration of the Tubas Governorate Strategic Plan as well as in the identification of assets, roads and infrastructures to build or rehabilitate.
- Following the community-based needs assessment, an MoU was signed transferring to Village Councils the responsibility of implementation and supervision of the rehabilitation works.

Clusterization of communities by socio-economic vocation and provision of cluster services

- The concept of Community Cooperative, an innovation in oPt, was introduced, shifting the centre of gravity from particular groups to the society as a whole, providing basic services (such as water, electricity and agricultural inputs), enhancing aspects of territorial contiguity and economies of scale between communities with similar socio-economic vocation and dynamics.

Strong Risk Analysis and Risk Mitigation Strategy

- The risks related to demolitions and other violations of IHL/IHRL have been articulated with responsive mitigating strategies and interventions phased to allow a three-year strategic approach.
- Risk mitigation strategies have been formalized within SOP reflecting this approach.

Turbo is financed by the Italian Agency for Development Cooperation (AICS) and implemented in partnership with the Governorate of Tubas, the Business Women Forum, Legacoop Emilia Romagna, the Autonomous Province of Bolzano, Cooperativa di Comunità Melpignano and Cooperativa LattEmilia.
5.2. WeWorld-GVC Investment and UNICEF Funding: Humanitarian and LRRD Funds
Promoting resilience of the water sector in Area C

Palestinians living in Area C have very limited access to land and natural resources, in particular water resources. Holding WASH as one of its core working sectors, WeWorld-GVC has carried out an exercise to operationalize Nexus principles on the ground within a programmatic initiative in Area C. The programmatic approach was adopted after support was provided for a long time in an ad-hoc manner by different humanitarian actors. The initiative was funded and supported by UNICEF since 2014 and was triggered by the lack of water access of some communities situated in Area C of the West Bank.

Those communities rely on rainwater harvesting during winter and the first months of spring and then water delivered by trucks from June to September. The water trucking service was usually provided, in the most remote communities, only by private vendors making profit on the vulnerability of the local population. The access constraints in Area C pose challenges for the trucks to reach the remote localities with consequent increase of the final water cost. The series of initiatives that have been put in place have been identified through the CPA continuous monitoring and analysis as well as through the PRP for the respective communities. Through the CPA, developmental assistance is provided in complementarity with humanitarian aid to create systematic links between short and long-term actions, both included in the Operational Plans developed with the communities. Thanks to a thorough participatory process of analysis and a multi-stakeholders approach, a context-specific plan of actions is devoted to each sector of intervention. Each time it identifies the best placed activities and implementing actor in accordance to the community’s specific needs and risks.

The humanitarian provision of trucked water was accompanied by both rehabilitation and developmental actions: (i) the construction of water infrastructure. (ii) the design of a Water Master Plan for Area C communities developed jointly by Action Against Hunger (AAH), the Palestinian Water Authority (PWA) and in coordination with the West Bank Water Department (WBWD), Village Councils and Area C community representatives. (iii) the creation of a multilevel water trucking governance system to defines the roles and responsibilities of all the national, regional, and local water provision stakeholders. All the above-mentioned initiatives were conceived to promote a nexus approach on the ground by integrating different kind of interventions to transcend the humanitarian-development divide.
Nexus Principles Operationalization

**Complementarity of both humanitarian and development interventions**
- Integration of emergency response and developmental actions in the target communities.
- Use of data from CPA conducted by the European Union DG ECHO funded WBPC for the design of long-term interventions.

**Scaling up governance schemes for humanitarian assets received through various programs/NGOs**
- The local councils (who were already involved in providing the trucked water) were supported by the provision of new large water trucks to satisfy the needs. Through the introduction of a coupon system, based on a previous systems used and improved through coordination with the stakeholders, and the development of a database, the management capacities of the local actors were increased to enable them to coordinate the activities in an autonomous way.
- The Water Master Plan for Area C communities represents the base of a systematic nationally-owned integrated and long-term mechanism for water management.

**Strengthening Communities and governance mechanisms**
- A mechanism of governance planning and dialogue was created between national, local authorities and civil society.
- It addresses the de-facto fragmentation of the West Bank by clustering communities in need and areas identified around the main water resources/filling points.
- The introduction of the three level management (local, regional and national) ensured the efficiency, sustainability and responsiveness of the system and promoted social cohesion.
- Communities’ representatives, national and local authorities attended capacity building sessions actively contributing to the elaboration of the multilevel governance scheme and the water Master Plan as well as in the identification of assets and infrastructures to build or rehabilitate.
- Following the community-based needs assessment, a multilevel governance relational contract was signed transferring to the three governance levels the responsibility of implementation and supervision of the water distribution and water masterplan.

**Ensure that humanitarian assistance is adaptive and contributes, where appropriate, to conditions that are suitable for taking up development efforts**
- The programme has been building on the conditions created by the long roll out of ad hoc humanitarian intervention in support of the targeted communities to provide trucked water. The humanitarian intervention has been scaled up to a more developmental and sustainable approach to water distribution, integrating suitable measures to address immediate and long-term water needs (e.g. transitioning from existing humanitarian interventions, such as WW- GVC water trucking programme, to others that are more development-oriented) through a community-based approach and the full involvement and leadership of the Palestinian Water Authority to improve coordination and strengthen its accountability in Area C.

**Strong Risk Analysis and Risk Mitigation Strategy**
- The risks related to demolitions and other violations of IHL/IHRL have been articulated with responsive mitigating strategies and interventions phased to allow a three-year strategic approach.
- Risk mitigation strategies have been formalized within SOP reflecting this approach.

The implementation of this programme has meaningfully contributed to the realization of the human right to sufficient, safe, acceptable, physically accessible water for approximately 150,000 people living in the most vulnerable communities of the West Bank. It also supported the PA’s presence in Area C. In this sense, the Nexus approach is conducive to achieving resilience and overcoming a prolonged and recurrent emergency to the fullest extent possible.
The strong focus that WeWorld-GVC keeps on developing partnerships with local authorities and ensuring communities’ ownership, provided a virtuous framework in line with donors’ strategies that facilitated the joint commitments of different actors. Through the PRPs designed and tailored for each community, and following the strategic actions established in the Water Master Plan for Area C, certain areas of intervention for the different stakeholders can be clearly established.

Example of Access to Water in a PRP, with different lines of action for humanitarian and development actors, including provision of assistance, advocacy efforts and capacity building.

Case Study: Complementarity of actions in Access to Water

Figure 12: Example of Financial Complementarity to use PRPs
5.3. EU DG NEAR Funding: ECONOMIC DEVELOPMENT

Territorial Planning in Salfit

WeWorld-GVC is implementing a 30-months project funded by the European Union Directorate-General for Neighbourhood and Enlargement Negotiations (DG NEAR) and led by the Municipality of Salfit to promote dialogue between local authorities and the youth and women of five nearby communities for inclusive and sustainable economic development in Area C.

Nexus Principles Operationalization

**Joint planning**
- Clusterization of communities by socio-economic vocation: the target areas demonstrated willingness of cooperation on planning and building partnerships among themselves for local socio-economic development.

**Capacity building and scaling up civil society organizations through empowerment**
- Capacity Building of Salfit Municipality representatives, village councils, women and youth of the five targeted area C communities with the aim to improve communication and advocacy skills, strengthen the principles of good governance, and better understand local socio-economic development and the role of civil society in decision-making processes.
- Creation and consolidation of Youth Clubs in Salfit and in targeted communities and a local Youth Council. Youth Council works as “Parliaments” with general elections held, a Charter ratified by the Members of the Council and the Municipality, plenary sessions with the Municipality, voting and endorsement of plans adopted.

**Context and community wide approach to understand the vulnerabilities, threats and capacities**
- Community Protection Approach (CPA) to determine with the targeted communities the threats and vulnerabilities, for the definition of a framework for short, medium and long-term actions, to avert the risk of forcible transfer, and build and environment conductive to the realization of human rights.
Strengthening governance schemes

• Specialized support to the Salfit Municipality through Territorial Approach to Local Development (TALD) to target young people, women and local authorities in order to activate internal resources for local socio-economic development, with a focus on long-term sustainability, including Area C communities.

• Local accountability: The outcome of this intervention is an inclusive and consultative process, aiming at increasing the accountability and the responsibility of duty-bearers toward their right-holders. The adoption of an improved model of governance has been reflected on the revision of the Strategic Plan of Salfit Municipality.

Nexus Principles Operationalization

Strengthen national and local capacities

• Break of aid dependency: Complementing the planning endorsed by local authorities harmonizes short and medium-term actions and promotes solutions and modalities for long-term development goals.

• Local ownership: Local authorities and civil society work together to identify solutions and modalities aimed at improving access to services, a more equitable distribution of available resources and greater social cohesion. At the same time CBOs/CSOs, youth and women are involved in decision-making processes in order to better mainstream their needs and rights into public policies.
Annex 1: Community Protection Approach - Operationalizing the Nexus

A community engagement and empowerment instrument to design and monitor Integrated Protection Programs, it aims to analyse the environment and identify the risks and/or consequences of violence, coercion, deliberate deprivation and abuse on a population.

It aims to increasing the capacities of communities and individuals to make informed decisions and to support the coordinated mobilization of comprehensive, multi-sector efforts to enable opportunities to ensure safety and dignity of people. Further information can be found at www.cpainitiative.org

Figure 13: CPA Main Outcomes
Annex 2: Context Analysis and Mapping Matrix

Table of Contents

1. Crisis Typology
   1.1 Major Emergency
   1.2 Complex Emergency
   1.3 Protracted Crisis
   1.4 Shocks Framework
      1.4.1 Covariate shocks
      1.4.2 Idiosyncratic shocks
      1.4.3 Seasonal shocks
      1.4.4 Long-term stresses

2. Context Determinants
   2.1 IASC Typology of Scenarios
   2.2 OECD Fragility Index
   2.3 Administrative Decentralization

3. Comparative Advantage – Italian System
1. Crisis Typology

1.1 Major Emergency:
A Major Emergency is a situation threatening the lives and well-being of a very large number of people or a very large percentage of a population and often requiring substantial multi-sectoral assistance. It is normally characterised by:

Is the country affected by a Major Emergency

Features

| Not being caused by politically motivated decisions nor is humanitarian access to affected populations impeded by political calculations. Governments, within the limits of their capacity, try to facilitate delivery of aid to affected population. In most cases, governments will try to respond to these emergencies with their own resources, with UN and/or bilateral assistance if necessary. |
| Y/N | NO |

Determinants / Examples

| The Palestinian context (a territory under over 50 years of occupation) is unique in many ways. The lack of control over land, water, physical boundaries and revenue; the administrative and political fragmentation; a discriminatory planning environment of fundamental uncertainty; and the regular and persistent violations of human rights and international humanitarian law prevent the Palestinian society and economy from realizing their potential in all respects. The Israeli - Palestinian conflict is still one of the world’s longest-running conflicts. It is characterized by political instability, violence, intense international attention and media scrutiny and unprecedented amounts of aid. The occupied Palestinian territory (OPT) has become exceptionally aid dependent, receiving around $1 billion a year. Despite this, the failure to reach an agreement on final status issues has simultaneously left the Israeli occupation fully intact; the result of which is a deteriorating and dependent Palestinian economy, a Palestinian National Authority reliant on external funding and with limited administrative control over its own territory, and deepening fragmentation of the West Bank, including East Jerusalem, and the Gaza Strip. |
| Y/N | NO |

Y/N Determinants / Examples

| Inadequacy of local and national capacities to respond to the relief needs of affected populations. |
| Y | Yes |

| International and cross-border dimensions that require intervention beyond the single national authority and not characterised by political differences between those involved. |
| Y | NO |

51. European Joint Strategy in Support of Palestine 2017-2020
52. AIDA, Fifty Years of Occupation: Dispossession, Deprivation and De-development, October 2017
54. World Bank, Economic Monitoring Report to the Ad Hoc Liaison Committee, September 27, 2018
56. For an exhaustive report of divisiveness in voting resolutions in support of the Palestinian cause, see: Committee on the exercise of the Inalienable Rights of the Palestinian People, Resolutions, Decisions and voting records of the General Assembly, the Security Council, the Economic and Social Council and the Human Rights Council relating to the question of Palestine, A/AC.183/L.2/Add.40, 18 April 2019
57. The Palestinian Authority mainly depends on foreign aid to support its budget. Despite the improvement in the West Bank, the situation remains very fragile particularly since household income and expenditure are highly sensitive to conflict and dependent on aid.
58. As a result of the occupation, Palestine’s economy is dependent on imports (with a trade deficit of 40%, one of the world’s highest), its trade is completely concentrated in Israel, and it depends heavily on international humanitarian assistance.
The occupation impacts the movement of people and goods, fragments the territory geographically and socio-politically, stunts economic growth, and restricts Palestinian use of critical resources such as land, water and minerals. With the very same instruments, it hinders policymaking, governance and service delivery by the Palestinian Authority. The size and complexity of the situation requires a responses from humanitarian and development agencies, as well as peacebuilding and political actors.

Funding for the 2018 Humanitarian response Plan (US$217 million) was at a record low, reaching only 40% of the funds needed (the global average being 58%). The 2019 HNO reports Protection of Civilians (4.95 million people affected), Forced Displacement, Erosion of Resilience (1.7 million food insecure people) and access to essential services (electricity, drinking water, access to education, etc.) as the main areas of humanitarian need.

According to the Humanitarian Coordinator for the oPt, there has been significant deterioration in the past year, particularly in the areas of health and food security; these needs have increased dramatically. If we asked for the money we actually needed to provide humanitarian assistance to all 2.5 million people, we would be asking for $800 million. Growing humanitarian needs are there, and we have to respond to them regardless of the political feelings; we can have no longer a ‘business as usual’ approach in Palestine, not only on the humanitarian front but also on the global and regional front as well.”

1.2 Complex Emergency:

A Complex Emergency is a humanitarian crisis which occurs in a country, region, or society where there is a total or considerable breakdown of authority resulting from civil conflict and/or foreign aggression. The response is beyond the mandate or capacity of a single agency, and it requires intensive and extensive political and management coordination.

The size of the emergency and the amount and types of required relief resources transcend the capacity of single agency to provide adequate assistance.

The occupation impacts the movement of people and goods, fragments the territory geographically and socio-politically, stunts economic growth, and restricts Palestinian use of critical resources such as land, water and minerals. With the very same instruments, it hinders policymaking, governance and service delivery by the Palestinian Authority. The size and complexity of the situation requires a responses from humanitarian and development agencies, as well as peacebuilding and political actors.

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While the delivery of aid requires special and disputed arrangements with the occupying power, these arrangements are not due to the need of great scale logistics. The disputed arrangements are established by the occupying power, not fully abiding by International Law. The lack of unfettered humanitarian access to, from and within the oPt has significantly impeded the effective provision of humanitarian assistance and protection of civilians while simultaneously increasing the time and cost involved in doing so.”

Features

- Great demand for logistical capacity which may require special coordination arrangements.

Determinants / Examples

- The country affected by a Complex Emergency

Criteria

- A humanitarian crisis which occurs in a country, region, or society where there is a total or considerable breakdown of authority resulting from civil conflict and/or foreign aggression.

Features

- The size of the emergency and the amount and types of required relief resources transcend the capacity of single agency to provide adequate assistance.

Determinants / Examples

- Need for, and delivery of, relief resources sufficiently largescale and therefore complicated so that standard agency responses would not be adequate.
A humanitarian crisis which occurs in a country, region, or society where there is a total or considerable breakdown of authority resulting from civil conflict and/or foreign aggression.

YES

and 2014), the division between the Fatah- governed West Bank and the Hamas-controlled Gaza Strip, the deepening fiscal crisis and the lack of a prospect for negotiated solutions increase humanitarian needs, threatens the stability of the West Bank and the very sur-vival of the Palestinian state-building effort 62.

The Oslo Accords, under which the PA was created in 1994, were intended to lead to a final negotiated settlement between the parties. These Accords led to several temporary administrative and security arrangements for different parts of the West Bank (divided in Areas A, B and C). More than twenty years after the PA, which has operated as a transitional authority with limited jurisdiction since its creation, has full civil and security authority only in Area A (18% of the West Bank). Since 2007, the Gaza Strip came under the de-facto control of Ham-sas, with whom the majority of the international community has adopted a no-contact policy. As a consequence of this split, the work of the Palestini-an Legislative Council (PLC) was suspended. No new legislative measures have been adopted by the PLC subsequently, with legal acts being promulgated instead by presidential decrees applicable only to the West Bank. In the Gaza Strip, Hamas has been enacting laws by convening a PLC through a proxy system. Enforcement of post 2007 West Bank Presidential decrees in the Gaza Strip is rare. Similarly, national presidential and Legislative Council elections have not taken place undermining the legitimacy of the Palestinian leadership. Local elections have taken place only in 2012 and were limited to the West Bank. In addition, the planned local elections due to be held in October 2016, expected to cover both the West Bank and the Gaza Strip and supported politically by the intra Palestinian feud 63.

NO

Criteria

A humanitarian crisis which occurs in a country, region, or society where there is a total or considerable breakdown of authority resulting from civil conflict and/or foreign aggression.

YES

The Oslo Accords, under which the PA was created in 1994, were intended to lead to a final negotiated settlement between the parties. These Accords led to several temporary administrative and security arrangements for different parts of the West Bank (divided in Areas A, B and C). More than twenty years after the PA, which has operated as a transitional authority with limited jurisdiction since its creation, has full civil and security authority only in Area A (18% of the West Bank). Since 2007, the Gaza Strip came under the de-facto control of Hamas, with whom the majority of the international community has adopted a no-contact policy. As a consequence of this split, the work of the Palestinian Legislative Council (PLC) was suspended. No new legislative measures have been adopted by the PLC subsequently, with legal acts being promulgated instead by presidential decrees applicable only to the West Bank. In the Gaza Strip, Hamas has been enacting laws by convening a PLC through a proxy system. Enforcement of post 2007 West Bank Presidential decrees in the Gaza Strip is rare. Similarly, national presidential and Legislative Council elections have not taken place undermining the legitimacy of the Palestinian leadership. Local elections have taken place only in 2012 and were limited to the West Bank. In addition, the planned local elections due to be held in October 2016, expected to cover both the West Bank and the Gaza Strip and supported politically by the intra Palestinian feud 63.

No official IASC statement on the matter was found. Nevertheless, the number of active UN agencies mandated to work in the oPt clearly show that intensive and extensive political and management coordination is required. Among the most prominent agencies operating in the context of the Palestinian crisis, we find:

UNSCO

UNSCO leads the UN system in political and diplomatic efforts related to the peace process and coordinates humanitarian and development work of UN agencies in support of the Palestinian Authority and the Palestinian people.

AHLC

AHLC operates on the basis of consensus, and aims at promoting dialogue between the donors, the Government of Israel, and the Palestinian Authority.

64. Aid Effectiveness (1999), 34; Le More (2004), 213

65. AHLC operates on the basis of consensus, and aims at promoting dialogue between the donors, the Government of Israel, and the Palestinian Authority

66. OCHA, Humanitarian Needs Overview, 2019


UNESCO

UNESCO leads the UN system in political and diplomatic efforts related to the peace process and coordinates humanitarian and development work of UN agencies in support of the Palestinian Authority and the Palestinian people.
The Ad Hoc Liaison Committee serves as the principal policy-level coordination mechanism for development assistance to the oPt.

UNCTAD

Under UNCTAD, The Assistance to the Palestinian People Unit (APPU) was established in 1985, with a specific mandate to monitor and investigate the social and economic impact of policies of the Israeli occupation authorities in the Palestinian territory.

UNRWA

The United Nations Relief and Works Agency for Palestine Refugees provides assistance for some 5 million registered Palestine refugees.

UNIDO


ACU

The UN inter-agency Access Coordination Unit (ACU) develops a centralized, proactive and sustainable access strategy for the movement of humanitarian and development personnel and goods in the oPt.

1.3 Protracted Crisis:

The term Protracted Crisis defines those environments in which a significant proportion of the population is acutely vulnerable to death, disease and disruption of their livelihoods over a prolonged period of time.

Is the country affected by a Protracted Crisis

Criteria

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Y/N</th>
<th>Determinants / Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>Longevity of the crisis: based on the number of years a country has reported a crisis (natural disaster; man-made crisis or disaster, or a combination of the two) that required external assistance Aid flows.</td>
<td>YES</td>
<td>International aid has been provided to Palestinians since at least the 1948 Arab–Israeli War, following Israel’s unilateral Declaration of Independence (14th May 1948).</td>
</tr>
<tr>
<td>Proportion of humanitarian assistance received by the country as a share of total assistance.</td>
<td>YES</td>
<td>The US$350.6 million HRP for 2019 is currently underfunded for US$195.2 million. The US$71.5 million funded outside the plan are still not enough to cover the totality of the humanitarian need.</td>
</tr>
</tbody>
</table>
| Socio-Economic status: political instability, interspersed by military conflict of greater or lesser frequency and intensity, is combined with socio-economic conditions that imperil the lives and livelihoods of a significant portion of the population. | YES | The Palestinian territories witnessed minimal real growth in 2018 due to a steep deterioration in Gaza and a slowdown in the West Bank. In recent years, the Palestinian economy has mainly been driven by large inflows of transfers as other sources of growth, including private sector activity, that have long been hindered by 

68. Notwithstanding the wide employment of this terminology, we still lack a common operational definition of “Protracted Crisis”. For the purpose of this study the definition used is the one that can be extracted by the FAO study: Countries protracted crisis: what are they and why do they deserve special attention? Common features of countries in protracted crisis, from The State of Food Insecurity in the World 2010
69. Data retrieved from: wwwfts.unocha.org
70. Humanitarian Policy Group, Beyond the continuum The changing role of aid policy in protracted crises, 2004
YES

the ongoing system of restrictions imposed by the GoI. These restrictions have kept investment levels extremely low, due to the associated high risk of disruption and discontinuity in projects and trade and have resulted in a deindustrialization of the economy. Inflows of transfers have significantly dropped in recent years and are no longer able to offset the impact of a weak business environment. As a result, the Palestinian economy has been on a declining growth trajectory eventually witnessing 0.9 percent growth in 2018. Given that population growth in the Palestinian territories is around 3 percent, 2018 registered a sizeable decline in the real incomes of Palestinians, resulting in worsening living conditions.

1.4 Typology of shocks
1.4.1 Covariate Shocks:

Infrequent events with an impact on almost everyone in the target group, such as violent conflict, volcanic eruptions or currency devaluations.

Determinants / Examples

According to the UN Office for Disaster Risk Reduction (UNISDR), Palestine is vulnerable to natural hazards. The whole region faces small to mid-scale disasters and is vulnerable to large-scale urban disasters, triggered by seismic activity and climate change. However, the consequences of natural hazards have been relatively minor compared to the fatality and morbidity related to the conflict. Furthermore, it is worth mentioning that the conflict might impact the capacity and efficacy to respond to natural disasters and hamper the development of prevention and mitigation strategies.

List of factors that can be understood as Covariate Shocks affecting Palestine:

In addition to humanitarian needs stemming from conflict-related policies, people in the occupied Palestinian territory face difficult weather conditions and emergencies, and may also suffer from natural disasters. In this territory, such contingencies may include storms, floods, frosts, droughts, desertification and earthquakes.

Earthquakes in the region are considered a major hazard, with low probability but high adverse impacts. […] the future looks not so promising; due to the rapid population growth and the way the cities are developing in the oPt, as more than 50% of the Palestinian population lives in what is defined as "hazard-prone" areas. These areas are particularly vulnerable, because of their dependence on complex infrastructures. Moreover, the lack of knowledgeable professionals and technical capabilities in the OPT, in regard to disaster-sound management, is another reason for the current chaotic situation.

Other significant Covariate shocks are:

- The fluctuating prices of food and energy.
- The long-term impact of climate change (such as reduction in rainfall and increasing temperatures).

71. World Bank, Economic Monitoring Report to the Ad Hoc Liaison Committee, September 27, 2018
72. Info retrieved from: www.ochaopt.org
73. Applied Research Institute Jerusalem, Disaster Mitigation Towards Sustainable Development in the Occupied Palestinian Territories, 2008
1.4.2 Idiosyncratic Shocks:
Significant events that specifically affect individuals and families, such as the death of the main breadwinner or the loss of income-generating activity.

Is the country affected by major idiosyncratic shocks

<table>
<thead>
<tr>
<th>Determinants / Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>List of factors that can be understood as Idiosyncratic shocks affecting Palestine:</strong></td>
</tr>
<tr>
<td>- Fatalities and injuries due to clashes and aggressions by Israeli forces and Israeli settlers.</td>
</tr>
<tr>
<td>[More than 5500 Palestinians have been killed and more than 108600 injured since 2008 in the context of the occupation and conflict].</td>
</tr>
<tr>
<td>- Demolition of Palestinian structures in Area C and East Jerusalem.</td>
</tr>
<tr>
<td>[More than 1600 Palestinian structures have been demolished since 1993. Around 85 thousand of Palestinian homes are deemed to be at risk of demolition].</td>
</tr>
<tr>
<td>During 2018, OCHA documented the demolition or seizure of 460 Palestinian-owned structures in the West Bank, a 10 per cent increase compared to 2017. While in Area C the number of structures targeted in both years was approximately the same (270), East Jerusalem recorded a 25 per cent increase compared to 2017. Displacement as a result of demolitions decreased by almost 30 per cent, compared to 2017, whereas the number of Palestinians affected by the loss of livelihood or service related structures remained largely the same.</td>
</tr>
<tr>
<td>These factors, together with further violations carried out by Israeli Authorities in breach of International Law, determine a situation for which:</td>
</tr>
<tr>
<td>- At least 1.9 million Palestinians experience or are at risk of conflict and violence, forcible displacement, and denial of access to livelihoods, and are in need of protection assistance.</td>
</tr>
<tr>
<td>- There has been a significant decline with regard to household food security status and the sustainability of Palestinian livelihoods, with soaring unemployment rates had more households falling into poverty.</td>
</tr>
<tr>
<td>- The unemployment rate in the oPt is increasing in recent years, exceeding 32 per cent in in the second quarter of 2018, with the rate worse in Gaza, at almost 54 per cent, the highest ever recorded. In the West Bank, poverty declined from 17.8 to 13 per cent, but there too the situation remains very fragile particularly since household income and expenditure are highly sensitive to conflict and dependent on aid.</td>
</tr>
<tr>
<td>- Farmers and herders are at risk of Israeli settler violence, including injuries and casualties, or damage to property, including vandalizing trees and other agricultural property and assets. Access to water, indispensable for irrigation and livestock, is decreasing due to the declining efficiency of the wells and other systems caused by the increasing restrictions and lack of permits to repair deteriorated water systems.</td>
</tr>
<tr>
<td>- 1.7 million people (33% of all households) are severely and moderately food insecure.</td>
</tr>
<tr>
<td>- Restricted access to health, water and public services (especially for Palestine refugees, people living in Area C, H2 area of Hebron and Seam Zone).</td>
</tr>
</tbody>
</table>

74. Data retrieved from: www.ochaopt.org/data/casualties
75. AIDA, 25 Years After the Oslo Accords, at www.aidajerusalem.org
77. Extracted from: OCHA, Humanitarian Needs Overview, 2019
1.4.3 Seasonal Shocks: Annual flooding linked to the rainy season, food market price changes, or recurring shocks such as frequent displacement or endemic cholera in particular communities.

List of factors that can be understood as Seasonal shocks affecting Palestine

<table>
<thead>
<tr>
<th>Determinants / Examples</th>
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<tbody>
<tr>
<td>List of factors that can be understood as Seasonal shocks affecting Palestine</td>
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</tbody>
</table>

Among the challenges the Palestinian people facing are natural disasters. Such disasters have caused enormous losses and have set back economic progress in developed and undeveloped countries alike. On the Palestinian arena, the water shortages, the environmental degradation, and the land and natural resources’ depletion, which all go hand in hand with the political conflict in the Middle East, are perceived to be the most significant anthropogenic disasters currently affecting the Palestinian people in the oPt. 78

The West Bank and Gaza is a water-scarce lower-middle-income territory with a relatively water-dependent economy and is vulnerable within its geopolitical setting. The scarce, unsafe and uneven accessibility to water resources affects the vulnerability of many communities and families in Palestine. The causes for the water scarcity in the West Bank include the lack of control of PWA’s over water resources, the long delays in receiving Israeli approval for infrastructure, wells lost due to separation wall and the climate change. Though, the exploitation of the resources is managed by the PWA, the overall control is in the hands of Israel. The PWA’s inability to have full control over water resources creates a high potential for mismanagement and waste of resources while it compromises the integrity system of the water sector and hinders development and effective utilization and management of these water resources. 79

Furthermore, the Palestinian territory is prone to certain season-related environmental disasters, such as:
- Floods;
- Droughts;
- Landslides.

1.4.4 Long term stresses Long term trends, weakening the potential of a system and deepening the vulnerability of its actors, like increased pollution, deforestation, exchange rate fluctuations and electoral cycles.

List of factors that can be understood as Long Term Stresses affecting Palestine:

The Occupation, representing a de facto, de jure status quo for the majority of the Palestinian population, is responsible for invoking a risk of forcible transfers and a risk of violence against Palestinians in Area C, East Jerusalem and the H2 area of Hebron. 80

Furthermore:
- Intra-Palestinian political divide.
- Fiscal challenges, including a significant decline in external budget support faced by the PA; 81
- Application of Israeli Permit and Planning Regime;
- Settlement expansion and settler violence (particularly in Area C, East Jerusalem and the H2 area of Hebron);
- Air and water pollution;
- Overgrazing and degraded soils (particularly in Area C);
- Inadequate provision of electricity, water, health and basic services (particularly in Area C);
- Settlement expansion and settler violence (particularly in Area C, East Jerusalem and the H2 area of Hebron);
- Application of Israeli Permit and Planning Regime;
- Restrictions on the movement of people and goods;
- Fiscal challenges, including a significant decline in external budget support faced by the PA;
- Intra-Palestinian political divide.

Furthermore:
- The PA is prevented from operating in East Jerusalem and Area C, which represent more than 60 per cent of the West Bank and contain the most valuable natural resources. A coercive environment intensifies, driven by demolitions, forced evictions, discriminatory planning, access restrictions, settlement expansion and settler violence, generating a risk of forcible transfer for many Palestinians in Area C, East Jerusalem and the Israeli-controlled part of Hebron city, H2. New legislation and administrative steps, if implemented, risk significantly limiting the ability of individuals and human rights organizations to challenge the demolition or seizure of Palestinian properties in Area C and in East Jerusalem. 82

78. Applied Research Institute Jerusalem, Disaster Mitigation Towards Sustainable Development in the Occupied Palestinian Territories, 2008
79. External Evaluation committed by WW-GVC and submitted by Milestones Consultants, Water scarcity/access response and trucking mechanism system, 2018
81. OCHA, Humanitarian Needs Overview, 2019
82. OCHA, Humanitarian Needs Overview, 2019
2. Context Determinants

2.1 IASC Typologies of Nexus Responses and Engagement Scenarios:

1. Government is unwilling to uphold its obligation and responsibility to protect, and is limiting the scope of international involvement.

2. Government/authority upholds its responsibility, but little to low capacity, low ongoing budget support.

3. Strong and ‘responsible’ government/authority, recovering or emerging political settlement, high intensity or active conflict/insecure operational context.

4. ‘Failed State Scenario’ government shirks responsibility, in the midst of active, high intensity conflict situation.

5. Government/authority is willing and able to uphold its obligation and responsibility to protect in a stable situation and has adequate capacity to respond.

Criteria

Israel, as Occupying Power, is bound by international humanitarian law and international human rights law when administering the OPT [the West Bank, including East Jerusalem, and the Gaza Strip]. However, in a context of “upholding responsibility” by the State of Israel the focus is on the PA, as a secondary duty-bearer to the Occupying power as far as the Palestinian population is concerned.

As mentioned by UNCTAD “The Palestinian economy is the economy of an occupied territory, and therefore – contrary to the claims of some observers – the efficacy of donor support has been undermined by occupation, not by the inadequacy of Palestinian National Authority policies or poor donor coordination. The fiscal burden of the humanitarian crises and the occupation-related fiscal losses have diverted donor aid from development to humanitarian interventions and budget support. No amount of aid would have been sufficient to put any economy on a path of sustainable development under conditions of frequent military strikes”. The Palestinian economy is operating under occupation. Palestine runs under the framework of a customs and monetary union with Israel. It has no control over its own borders, over the movements of its citizens, goods or resources and it does not collect its own taxes. As a matter of fact the PA’s control over the majority of its revenues is very partial and suffers from significant revenue losses resulting from the revenue sharing arrangements foreseen by the Paris Protocol and other subsequent agreements. Despite a decline in the deficit, the PA’s financing gap after external financing persisted in 2018 mainly due to insufficient budget support and was financed through additional arrears. The PA’s total deficit amounted to US$1.08 billion in 2018 or 7.3 percent of GDP – almost 1 percentage point lower than in 2017. Aid received was US$676 million (US$516 million in budget support, and US$160 million for development financing), resulting in a financing gap of around US$400 million. Notably, aid received in 2018 was 6 percent lower than in 2017 due to lower funding from international donors. To fill the gap, the PA resorted to domestic resources, namely arrears to the pension fund and the private sector. Despite repaying some dues from previous years, net accumulation of arrears in 2018 reached US$227 million”.

These severe constraints affect irremediably the PA capacity to uphold its responsibility to protect the Palestinian people and to develop the potential the Palestinian economy. In fact Palestine would currently not be viable without external funding from the international community. Revenue is still highly aid dependent, with the Organization for Economic Co-operation and Development (OECD) reporting around USD 2 billion annually coming from international donors. Political and security uncertainties weigh heavily on the growth prospects in Palestine. The worsening weight of occupation, cuts in foreign aid and collapsing fiscal space hinder the ability of the State of Palestine to carry on with State-building efforts and the essential tasks of governance, including provision of vital public services”.

Nexus type of engagement following the IASC model:

Strong emphasis on capacity-building, significant service delivery in consultation at request of Government and with a view of handing over operations and engagement to government as soon as possible.

In this context, characterized by the limited capacity to the PA to face the multi-faceted and intertwined consequences deriving from the Israeli occupation, there has been an increase in humanitarian needs that have undermined Palestinians’ ability to realize their rights and prevented stakeholders, including Third States, from delivering effective assistance. Hence, donors, implementing agencies and NGOs have mainly focused in humanitarian interventions to meet short-term needs which do not require permit or prior coordination with the Occupying Power (OP). This approach effective in temporarily addressing the most acute needs risk to exacerbate aid dependency, disenfranchise communities from d-cision-making processes and disregard Palestinian right to development.

Despite the consensus and interest of the main donors and international agencies operating in oPt (and particularly in Area C) and the efforts undertaken at national and governorate level, a tailored nexus approach – flexible, shared,
co-ordinated and localized - has yet to be defined and applied to the Palestinian context. This approach will have to provide strategic coherence to humanitarian and developmental plans, uniform funding instruments and operations currently characterized by different goals, localities of interventions, length, flexibility, degrees of formal and informal cooperation with Israeli and Palestinian authorities, outcomes and levels of risk acceptance. This will allow to synchronize global efforts towards collective outcomes and create an overall framework for comprehensive response binding together development and humanitarian actors with a view to achieve a viable Palestinian state and handing over operations and engagement to the Palestinian Authority.

“Bridging the development-humanitarian divide: The chronic and political nature of the protection crisis that drives Palestine's humanitarian need challenges any notion of the short-term nature of emergency response. A much closer collaboration between humanitarian actors and the government is necessary in such an environment. Humanitarian action in Palestine also extends to less traditional areas of intervention. A number of the vulnerable groups mentioned here are subjects of both humanitarian and development interventions. Both interventions run in parallel in Area C, the Seam Zone, and Gaza.”

2.2 OECD Fragility Indicators

The OECD's Development Co-operation Directorate yearly “State of Fragility” addresses structural challenges of developing countries within a framework operationalizing the concept of Fragility. The framework is based on the measurements of selected indicators falling under five main dimensions of fragility and it is supposed to guide donors' policy and effective programming in countries considered fragile. The 43 indicators are assigned values that are then processed through a Principal Component Analysis that computes together indicators’ values to deliver an overall score for each dimension and an aggregate score of fragility. The PCA is done on all values of underlying components for a given year once in an aggregate way and once for each dimension.

On the basis of the aggregate PCA, countries are classified either within either outside the state of fragility framework. While the results of the multi-dimensional PCA scores are classified into six clusters that use a custom clustering function: Extreme fragility; High fragility; Moderate fragility; Low fragility; Minor fragility. According to the results of this classification the degree of fragility for each target dimension is inserted in the Matrix [from 5 – Extreme Fragility to 1 – Minor Fragility] to display the level of fragility.

In this sense, the OECD state of Fragility can inform the prioritization of sectors of intervention. Once chosen the target dimension, the data for each single indicator can provide further information on the specific issues requiring intervention (see the tab for the lists of indicators).
To understand and operationalize this framework, the Matrix displays an operational final score for each dimension to render immediate the understanding of the different level of fragility for each dimension. Read together with the Crisis typology and the other Context determinants, the fragility indicators can be a roadmap for the drafting of a Nexus Strategy.

<table>
<thead>
<tr>
<th>Criteria</th>
<th>YES</th>
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In the case of Palestine the dimensions attained the following results in the multi-dimensional PCA translating in the following scores:

- Economic: 0.0826203583635033 | Minor Fragility: 1
- Environmental: -0.509742642684235 | Moderate Fragility: 3
- Political: -2.02499396281303 | High Fragility: 4
- Security: -2.56744586471372 | High Fragility: 4
- Societal: -2.21580119850611 | Extreme Fragility: 5

2.3 Administrative decentralization

De-Concentration is often considered to be the weakest form of decentralization and is used most frequently in unitary states-- redistributes decision making authority and financial and management responsibilities among different levels of the central government. It can merely shift responsibilities from central government officials in the capital city to those working in regions, provinces or districts, or it can create strong field administration or local administrative capacity under the supervision of central government ministries.

Delegation. Delegation is a more extensive form of decentralization. Through delegation central governments transfer responsibility for decision-making and administration of public functions to semi-autonomous organizations not wholly controlled by the central government, but ultimately accountable to it. Governments delegate responsibilities when they create public enterprises or corporations, housing authorities, transportation authorities, special service districts, semi-autonomous school districts, regional development corporations, or special project implementation units. Usually these organizations have a great deal of discretion in decision-making. They may be exempt from constraints on regular civil service personnel and may be able to charge users directly for services.

Devolution. A third type of administrative decentralization is devolution. When governments devolve functions, they transfer authority for decision-making, finance, and management to quasi-autonomous units of local government with corporate status. Devolution usually transfers responsibilities for services to municipalities that elect their own mayors and councils, raise their own revenues, and have independent authority to make investment decisions. In a devolved system, local governments have clear and legally recognized geographical boundaries over which they exercise authority and within which they perform public functions. It is this type of administrative decentralization that underlies most political decentralization.

89. Data retrieved from: www.github.com/githubIEP/oecd-sfr-2018
The Israeli occupation over the Palestinian territory has graphically segregated the country (separation between East Jerusalem, the rest of the West Bank and the Gaza Strip, as well as division of the West Bank into three areas) creating enclaves of isolated and cut off communities. As the Israeli settlements in the West Bank expand, so do the restrictions to defend them, at the expenses of ghettoized and profoundly disillusioned Palestinian communities. Geographical fragmentation increases vulnerability and protection needs in East Jerusalem, the Gaza Strip and Area C, which are also areas where the role of the Palestinian Authority is severely restricted due to different political, administrative and security arrangements. Palestine is undergoing a decentralisation process in cooperation with international organisations aiming at improving the public administration in line with values such as accountability, transparency and financial responsibility. However, the PA lacks the capacity to enact the multi-layered system of physical, institutional and administrative restrictions, which have fragmented the Palestinian territories into small enclaves. In fact the PA only has full civil and security control over Area A (18 percent of the West Bank), and manages civil affairs within Area B, with security issues mandated to Israel control (around 21 percent of the West Bank). The remaining Area C (61 percent of the West Bank) is under full Israeli military administration.

The Palestinian Ministry of Local Government (MoLG) was established by the PA in 1994. Facilitating local development and promoting Palestinian state-building were among its objectives, which resulted in creation of several new Local Government Units (LGUs). LGUs are mandated to provide 27 essential services and other functions, and are the most frequent interface between citizens and the governmental apparatus. Notwithstanding the importance assigned to LGUs and reflected in the Palestinian National Policy Agenda (NPA) 2014-2022 “Putting Citizens First”, local government capabilities still need to be developed in order to allow LGUs to take on their roles, tasks and responsibilities to a larger extent. More generally, the biggest obstacles to the realization of full administrative decentralization in the PA are linked to the lack of fiscal resources, territorial and jurisdictional fragmentation, inadequate planning frameworks, lack of clarity with regards the roles, responsibilities and relationship between central and local government, etc. Efforts to foster greater functional and institutional inter-municipal cooperation and to merge smaller LGUs are also weakened by different approaches.  

In 2016, Palestinian local government revenues amounted to 11.5 percent of total revenues, equivalent to around 4 percent of GDP, while local government expenditures accounted for only 6 percent of expenditures, slightly more than 3 percent of GDP. Although in line with other countries in the region, compared to other world regions, the local government sector in the Palestinian territories is rather small, with fiscal decentralization still being in the early stages.  

### Bilateral Advantage – “Italian System”

**Cooperation and Development**

**Development Cooperation Framework Agreement, signed in Rome on 23rd November 2012 by the Ministry of Foreign Affairs of the Italian Republic, Giulio Terzi and the Minister of Foreign Affairs of the Palestinian National Authority, Riad al Maliki.** Entry into force: 1 November 2013.

**Financial & Economic**

Small and Medium Enterprises (SME) Programme. MoU between Italian MFA and Palestinian MFA and financial convention between Palestinian MOF and Cassa Depositi e Prestiti (CDP).

**Start-Up Programme**

MOU: Italian MFA – Palestinian MFA. Financial Agreement: CDP-MOF.

**FINPAL**

technical agreement between Italian MFA and Palestinian MFA. EPEC: technical agreement between Consulate General of Italy in Jerusalem and the Palestinian MoF. EUIMP: MoU between Consulate General and Palestinian MoF - financial agreement between Cassa Depositi e Prestiti and MoF.

**In-Country operational and logistic resources**

Italian general Consulate in Jerusalem.

AICS country office in Jerusalem. ICE point of correspondence in Ramallah (to main office in A m m a n). Custodia di Terra Santa.

**Peacebuilding operations**

No presence of peacebuilding mission.

Italian mission of training for Palestinian military and police units MIADIT

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91. World Bank, The performance of Palestinian local governments: An assessment of service delivery outcomes and performance drivers in the West Bank and Gaza, June 2017
**BILATERAL PROGRAMS**

**HEALTH**

AICS is Health EU lead donor in Palestine within the framework of the EU joint programming. Thanks to the longstanding relationship with the Palestinian MoH, Italy has contributed in the strengthening of the healthcare system and the provision of primary health care. AICS has also supported prevention and control of non-communicable diseases, mental health response mechanisms, structures dealing with disability. The mentioned activities have been implemented through 3 different health development programs: POSIT (started in 2014), CRONO (ongoing) and RING (ongoing). Furthermore, AICS contributes to multi-donor program PEGASE (Palestino-Européen de Gestion de l’Aide Socio-Economique) to support the functioning of the 6 public hospitals in East Jerusalem.

AICS is also participating in the construction of 2 hospitals in Hebron Governorate (10 M Euro soft loan) and the strengthening of local response capacity in the Gaza Strip in partnership with WHO.

**GENDER AND HUMAN RIGHTS**

AICS is GEWE (gender empowerment and women empowerment) EU lead donor in Palestine. Currently, the Gender and Human Rights Program is working on gender mainstreaming (Project WELOD 3) and enhancing the working conditions for women (Project IRADA). The project KARAMA has the aim to strengthen the Prosecutor Office in line with the international conventions ratified by Palestine. Other two projects (SI-GEVE and AMAL) work with schools and institutions to create a multi-level gender and human rights sensitive environment.

Gender and Human Rights Program also supports international organizations such as UNWOMEN, UNFPA, UNRWA and ILO.

**ECONOMIC DEVELOPMENT**

AICS Jerusalem, through its economic development program, supports small and medium enterprises and most vulnerable subjects, thanks to two specific initiatives, SME (Small and Medium enterprises) Program and START UP Program.

EUMP Program has the aim to rehabilitate and strengthen the electric network in West Bank, while FIN-PAL Program helps micro-finance institutions and cooperatives through capacity building interventions.

Other programs, in partnership with international organizations, such as FAO, UNIDO, UNRWA and ILO, are carried out both in West Bank and Gaza Strip.

**GAZA STRIP RECONSTRUCTION PROGRAM**

In line with the Italian commitment at the Cairo Conference in October 2014 (after Gaza 51 days war) AICS is implementing the Gaza Strip reconstruction program, rehabilitating 280 household units (lightly and seriously damaged) and the re-building from the scratch of Al Nada neighborhood (North of Gaza Strip). The value of the program is approx. 16.5 M Euro (Grant + soft loan).

**DIPLOMATIC BILATERAL RELATIONS**

The Consulate General in Jerusalem is responsible for developing the well-established relations that the Italian Government maintains with the Palestinian Authorities. This is a wide-ranging commitment, which commences above all through an intense political relationship, with frequent bilateral meetings at all levels. Among them, special mention goes to the visit to Palestine on November, 1st 2016, of the President of the Italian Republic, Sergio Mattarella, who met the Palestinian President, Mahmoud Abbas, in Bethlehem. On March, 15th 2017, the Italian Foreign Minister, Angelino Alfano, came on mission to Palestine where he met with the Palestinian President, Mahmoud Abbas, the Prime Minister, Rami Hamdallah, and the Foreign Minister, Riyad Maliki. Maliki visited Italy, in turn, on November, 9th 2017, at the head of a delegation of Palestinian Ministers and businessmen, on the occasion of the third Italian-Palestinian Joint Ministerial Committee, held at the Italian Foreign Ministry. The Joint Ministerial Committee was established in 2012 and represents the main framework for bilateral relations between Italy and Palestine, which hold regular bilateral consultations. Equally deep are the economic and cultural ties, as well as the development cooperation, and the dialogue between local communities and the civil societies of both sides. Italy is committed, along with the European Union and the International Community, to supporting the Palestinian institutions, with the aim to significantly contribute to the Peace Process and the “two-State solution”.

92. www.consgerusalamme.esteri.it/consolato_gerusalemme/en/i_rapporti_bilaterali/
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