



**Arab American University**  
**Faculty of Graduate Studies**

**Palestinian Civil Society Institutions and Their Role in  
Activating Social Accountability: Local Governance  
Experience**

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Resolution and Development**

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## **Thesis approval**

### **Palestinian Civil Society Institutions and Their Role in Activating Social Accountability: Local Governance Experience**

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## Declaration

I declare that this Master's dissertation has been composed by me and is based on my work unless stated otherwise. I confirm that this Master's thesis is my work and I have documented all sources and material used; no other person's work has been used without due acknowledgment. All references and verbatim extracts have been quoted, and all sources of information, including graphs and data sets, have been specifically acknowledged. To my best knowledge, this Master's dissertation has not been accepted in any other previous application for a degree, in whole or in part.

Name: .....

Date: / / 2021

Signature..... :

## **Dedication**

I dedicate this work to the first teacher I had in life. My idol and the source of inspiration. To my father, who devoted his life in the pursuit of the happiness of his family. To my mother, who has paradise under her feet and an infinite fountain of kindness in her heart. To my dearly beloved wife Fidaa and my precious children Esam, Khalil, Sima, Mira, and Noor. You all have been the beacon that guided me through the darkest moments and the angels that surrounded my heart with tenderness when it trembled with doubt and fear.

I give special thanks to my brothers Mohammad, Bilal, Abdullah, and my sisters Naeemeh, Nadia, Enaam, and Fatemah. Whose presence enriched my life.

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Finally, I dedicate this work to my people, the great Palestinians fighting for their liberation.

## الإهداء

إلى معلمي الأول وقُدوتي الأسمى، إلى من أفنى عمره في سبيل راحتي، إلى من علمني كل المعاني الجميلة والقيم العليا، إلى روح والدي الطاهرة أهدى هذه الرسالة.

إلى من نذرت عمرها في أداء رسالة صنعتها من أوراق الصبر وطرزتها في ظلام الدهر على سراج الأمل، رسالة تعلم العطاء كيف يكون العطاء وتعلم الوفاء كيف يكون الوفاء، إلى روح أمي أهدى هذه الرسالة.

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## **Abstract**

### **Palestinian Civil Society Institutions and Their Role in Activating Social Accountability: Local Governance Experience**

**Prepared by: Hashem Barahmeh**

**Supervised by: Prof. Ayman Yousef & Dr. Omar Rahal**

This study reviews Palestinian experience and literature on social accountability to achieve good governance and increase public participation for improved public service delivery. The first chapter consists of the introduction, the problem statement, the hypothesis, the objectives, the main research questions, and the methodology of the study. After a brief discussion on the concept and tools of social accountability, this study illustrates that such innovations have led to improvements in the performance of state agencies and actors in varying contexts across the West Bank. Social Accountability interventions on the Governmental actors' level and strategic vision toward good governance and democratic system have been under researcher lenses to come up with intended study results. In this chapter the theoretical frame presented the impact of social accountability initiatives on community development in peacebuilding aspect.

In the second chapter, the researcher presents a historical analysis of the Palestinian civil society, including the different types of civil society structures during various historical periods. Palestinian civil society development that passed through several stages. It appeared clearly that civil society has played an important and essential role in practicing different levels of community development along with national struggle.

The third chapter covers the conceptual development of social accountability, its definitions and tools; the international experiences and the Palestinian experience; the main actors of SA, its importance and functions; and the best practices and the principal components of social accountability. In this chapter national and international SA experiences are presented, showing the importance of social accountability and its developmental effects on building social coherence and stability.

Chapter four contains the analysis of primary data and secondary data of the current study. In this chapter, the researcher presents actors' perceptions and ideas regarding enhancing CSO's role in activating SA within Palestinian local governance units. Main findings of the study presented in an analytical way, the strength and challenges of SA in Palestinian context. Focusing on Palestinian experience SA patterns practices the in last decade mainly in Local Governance (LGUs). These initiatives resulted promising developments in this sector that requires continuity in SA programs, other requires performance and systematic interventions. Roles identifications and national strategic positioning of SA concept. In this chapter the outcomes of deep interviews came up with considerable findings and recommendations presented in Chapter five.

Chapter five is allocated to discuss the most important findings and recommendations regarding SA practices and the best approaches to be adopted in the light of the national and international experiences. In this chapter the results of the research were presented to conclude the research and put forward new ideas that serve the general concept of SC in one hand and put important points for the benefit of SA stakeholders. No doubt that these results open the space for future studies to complete the journey of community development.

## Table of Contents

Thesis approval.....	i
Declaration.....	ii
Dedication.....	iii
الإهداء.....	iv
Acknowledgment.....	v
Abstract.....	vi
Table of Contents .....	viii
List of Figures.....	x
List of Abbreviations .....	xi
<b>CHAPTER ONE: INTRODUCTION .....</b>	<b>1</b>
1.1 Introduction .....	1
1.2 Research Plan .....	5
1.3 Theoretical Framework.....	10
1.3.1 Definition of Civil Society .....	10
1.3.2 Social Accountability Legal Frame in Palestine.....	19
1.3.3 What is Civil Society? .....	22
1.3.4 What is Social Accountability? .....	24
1.3.5 The Importance of Social Accountability.....	27
1.4 Research Hypotheses.....	29
1.5 Research Problem .....	31
1.6 Justifications and Importance of the Study.....	43
1.7 Recent Study Verifies SA Gap .....	45
1.8 Challenges of Study.....	47
1.9 Research Objectives .....	48
1.10 Research Methodology .....	49
1.10.1 Research design .....	49
1.10.2 Research Sample and Population .....	50
1.10.3 Research Tools .....	50
1.11 Research Questions .....	51
1.12 Research Limitation.....	52
1.13 Research Terms .....	52
<b>CHAPTER TWO: CIVIL SOCIETY IN THE PALESTINIAN CONTEXT .....</b>	<b>53</b>
2.1 Introduction .....	53
2.2 Civil Society Concept.....	55
2.3 Civil Society in the Palestinian Context.....	62
2.4 Civil Society and its Relation with the Government .....	67
<b>CHAPTER THREE: SOCIAL ACCOUNTABILITY .....</b>	<b>74</b>
3.1 Introduction .....	74
3.2 Concept of Social Accountability.....	77

3.3 Goal and Importance of SA .....	81
3.4 Accountability in Leadership.....	82
3.5 International, Regional, and National Context of SA.....	83
3.6 SA in the Palestinian Context.....	89
3.7 The Role of SA in the Local Governance and Enhancement of Community and Civil Peace .....	91
3.7.1 Governance and Accountability .....	91
3.7.2 Good Governance Mechanism .....	95
3.8 Youth Participation.....	97
3.9 Women Participation .....	98
3.10 Conclusion .....	102
<b>CHAPTER FOUR: SOCIAL ACCOUNTABILITY IS A CORNER STONE OF DEMOCRACY .....</b>	<b>105</b>
4.1 Palestinian Civil Society and Social Accountability: View from the Field .....	105
4.2 Data Collection Methodology .....	107
4.3 Research Analysis .....	110
4.3.1 Thematic Analysis & Field Notes .....	111
4.3.2 SA Stakeholders' Analysis .....	113
4.4 Effectiveness of Actors Complementarity.....	119
4.5 SA Stands on Basic Four Pillars that Ensure Complementarity.....	119
4.6 Exercising SA within Palestinian Territorial Classification A-B-C.....	122
4.7 Context of SA at Palestinian Local Governance Level .....	125
4.8 Civil Society Role in SA at Local Level .....	139
4.9 Role of Media in Enhancing SA.....	157
<b>CHAPTER FIVE: FUTURE OF 'SA' IN PALESTINE .....</b>	<b>168</b>
5.1 Introduction .....	168
5.2 Main Findings.....	169
5.3 Conclusions .....	174
5.4 Recommendations .....	178
References .....	184
ANNEXES .....	195

## List of Figures

<b>Number</b>	<b>Figure</b>	<b>Page</b>
1.	Good Governance Mechanism	95
2.	SA Stakeholders' Analysis	114
3.	Pillars of SA	121
4.	Civil society role in social accountability at local level	143
5.	The important relationship between access to information and accountability	153

## **List of Abbreviations**

1. SA: Social Accountability.
2. CBO: Community-Based Organization.
3. CC: Citizen Charter.
4. CSC: Community Score Card.
5. CSO: Civil Society Organization.
6. GIZ: Gesellschaft für Internationale Zusammenarbeit.
7. GPS: Global Positioning System.
8. LGIP: Local Government Infrastructure Project.
9. LGL: Local Government Law.
10. LGU: Local Government Unit.
11. MDLF: Municipal Development and Lending Fund
12. MoF: Ministry of Finance.
13. MoLG: Ministry of Local Government.
14. PA: Palestinian Authority.
15. PCBS: Palestinian Central Bureau of Statistic.
16. PLO: Palestine Liberation Organization.
17. UNDP: United Nations Development Programme - Regional Bureau for the Arab States.
18. WB&G: West Bank and Gaza.
19. ANSA: Arab Network for Social Accountability.
20. UNDP: United Nations Development Program.
21. KPI: Key Performance Indicator.
22. MDP: Municipal Development Program.

# **CHAPTER ONE**

## **INTRODUCTION**

### **1.1 Introduction**

In the current time, the world is experiencing an accelerated overflow of information. The reflections of scientific and technological advances manifest as social and economic challenges that have repercussions on societies and individuals. In the Arab world, especially in the context of what is known as the Arab Spring, people have witnessed dramatic and complex changes that are politically and economically intertwined, which has deeply affected the societies and the dynamics associated with the process of economic and social development.

Palestinian civil society organizations have struggled to achieve the goals of the Palestinian people in building a democratic Palestinian state based on the principles of civil society and the political inclusion of all segments; in order to promote the spirit of national action by participating in the process of social and economic development of Palestinian society. These institutions have faced many challenges historically, and one of the most critical challenges is social accountability. SA has crucial consequences for the entire Palestinian society. This study will examine the role of these institutions in building community peace by strengthening SA practices and tools and the effectiveness of those attempts in establishing the desired civil society. Moreover, this study contributes to the literature that focuses on building a democratic Palestinian civil society ruled by law and human rights principles.

NGOs and CBOs are integral parts of Palestinian civil society that integrate individuals to increase their contribution to society and balance social capital. Palestinian civil society has played an essential role in influencing Palestinian civil society's economic and social life. Over the past three decades, studies and research have focused on these roles, emphasizing civil society's economic, social, and cultural value. Undoubtedly, civil society has built up social capital that has contributed to stimulating, creating, and sustaining a required socio-cultural environment that establishes a modern, democratic, and developed civil society.

During the last decades, the Arab World has witnessed many transformations. However, still falling behind the desired model of a modern civil state, the Arab World is struggling to achieve democracy. Hence, mass movements become pivotal players to influence political spheres and place demands for change to meet people's aspirations of a better life. In such circumstances, accountability has a vital role in ensuring that the development process provides equal opportunities, especially considering the rights of marginalized groups. One of the most significant benefits of accountability is implementing laws that ensure the right of free access to information, which requires examining the level to which such laws have been practically applied on the ground.

“At a time when civil society institutions have taken great interest among academics and expert researchers in view of their importance in developmental and societal training, the views of thinkers and scientists differed in determining the concept and forms of civil society institutions that were known in Western democratic societies.

One of the manifestations of modernity and forms of democracy despite the recognition that the winds of democracy began to blow on the Arab world.”<sup>1</sup>

However, for initiating social development, it is imperative to embark on a transformative reform and improve public life quality. According to the approach of basic needs, development process should satisfy the basic needs of people, such as mass participation, self-reliance, social justice, and social equality. Hence, when discussing the goals of meeting the basic needs, we should focus on what those needs are, who decide upon those needs, and how those needs could be fulfilled.<sup>2</sup> Nevertheless, in order to move the development process forward, it is necessary to activate the system of governance based on a set of principles, standards, and indicators. The most important principle to achieve an effective system of governance is the principle of accountability, which means the commitment of those responsible for taking ownership over their decisions and actions.

One of the most critical methodologies and mechanisms of community-organized accountability is engagement with the public through various communication and media tools. A mechanism that makes the bodies responsible face their responsibilities by undergoing community accountability sessions and hearing sessions; and regular disclosures of budgets, participatory budgeting, and development plans and programs. The Capacity Building Program, which aimed at Presidents and Members of Local Authorities of the Ministry of Local Government, presented the 2005 Working Guide for Presidents of LGUs. This guide was an extension of the National Policy Paper for

<sup>1</sup> عفانة، مؤيد. المساءلة المجتمعية ... رافعة للتنمية المجتمعية في فلسطين، 2018، <https://www.palestineconomy.ps/ar/Article/bf9e83y12557955Ybf9e83>

<sup>2</sup> Galtung, J. (1994). The Basic Needs Approach- BNA, Scientifics Paracrigma, <https://www.transcend.org/Galtung/papers/The%20Basic%20Needs%20Approach.pdf> \.

the year 2000, and it was part of a program implemented by the Ministry to strengthen social accountability. This program was funded by the GIZ 2012 and other participants of many active CSOs in this field. The manual of SA was published, and the National Committee for SA of 18 national institutions, consisting of NGOs and governmental institutions, formed a national reference for the topic of SA(Annex-1-). The researcher contributed to the training and implementation of this program. From this standpoint, the idea of the study is crystallized to examine in depth the effectiveness of the role of Palestinian civil society institutions in enhancing accountability mechanisms and developing them to contribute to achieving the sustainable development goals of Palestinian society.

Modern state according to Burton failed in satisfying the basic needs of Identity:

“For Burton, the concept of basic human needs offered a possible method of grounding the field of conflict analysis, and resolution (which he and a few other pioneers had essentially improvised during the 1960s in a defensible theory of the person. Together with other peace building scholars.” (see Lederack and Galtung,

The intertwining of the Palestinian national issue with social, economic and political issues has made community efforts and initiatives based on the principles of democratic practices with a civil dimension of participation and community accountability among the great necessities for the development and development of internal relations that would solidify the Palestinian society and strengthen its immunity in the face of multiple challenges. In Burton's view, the needs most salient to an understanding of destructive social conflicts were those for identity, recognition, security, and personal development. Over time, however, he tended to

emphasize the failure of existing state systems to satisfy the need for identity as the primary source of modern Ethno-nationalist struggles.”<sup>3</sup>

In the light of the basic needs approach, this study argues that as the Palestinians endure their ongoing struggle against the Israeli occupation, and face changes on the ground on a daily basis, meanwhile the Palestinian market economy is going through uncontrolled developments, all of these circumstances have created confusion regarding the concept of basic needs and what needs should be prioritized. Whereas, the matter of fulfilling those basic needs has become an unresolved issue between the citizens and the Palestinian Authority. Hence, Social Accountability is essential to facilitate the relationship between the people and the state by building trust to restore people's confidence in the government's action.

## **1.2 Research Plan**

The study consists of five chapters; each chapter contains two subjects and includes the following components:

Samples will be selected for relevance to the concept and practiced on the ground in the context of the Palestinian experience as the study identified in a timeframe 2012-2019, during which the community accountability programs in Palestine were implemented as a translation of national trends and plans in this area.

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<sup>3</sup> Rubenstein, R. The International Journal for Peace Studies, Basic Human Needs: The Next Steps In Theory Development, [http://www.gmu.edu/programs/icar/ijps/vol6\\_1/Rubenstein.html](http://www.gmu.edu/programs/icar/ijps/vol6_1/Rubenstein.html)

## Chapter One: Introduction

The first topic: includes the introduction of the study and the components of the research including and the theoretical framework of the study.

The second topic: It includes methodology, justifications, importance, objectives, problem and study questions which will be built in a coherent logical framework that will lead to the results of a scientific research area.

## Chapter Two: Civil Society

The first topic: civil society concept, foundations and international experiences.

The international concept of civil society as adopted by international conventions and programs of international institutions and academic understanding of scientists and modernists of the concept of civil society as well as international experiences of civil society, which contributed to the development and development of civil society work in the Nordic countries as well as in the context of the work of civil society in developing countries such as Latin America and South Asia and Africa. The relationship of this civil society with the centers of government and donor countries. The research will focus on the important intersection of civil society and the concept and practice of community accountability in those countries.

The second topic: Palestinian civil society composition and experience in public life.

Civil society and its objectives and role in achieving national goals in resilience and resistance to the occupation and achieve development goals in the Palestinian society and its endeavor to build a socio-political democratic civil system. In conjunction with the work of Palestinian civil society institutions to exercise SA in Palestine.

### Chapter Three: Social Accountability

The first topic: examines the concept, foundations and international experiences.

How the concept of SA has emerged globally and theoretical and institutional frameworks and references for accountability? The concept of community accountability has evolved in the context of international law and treaties, international treaties and covenants and the Charter of the United Nations. And accountability in the context of the work of international institutions and agencies such as the United Nations - United Nations Agency for International Development - World Bank - International Law - international agencies such as the Agency for Development and the United States Agency for International Development and the European Union and others.

The second topic: Palestinian experience of social accountability:

Accountability as a component of the national legal and constitutional references, the independence document, the articles of the Palestinian Basic Law, the bylaws of the Palestinian Legislative Council, national policy plans, the national agenda, national and local laws and regulations, the code of conduct for civil society institutions, the accountability manual and various manuals. Law on Access to Information and Policy Paper.

Accountability in the literature and reference documents of government institutions such as the Prime Minister's Office, the Complaints Unit, the Attorney General's Office, the Ministry of Justice, the Attorney General's Office, the programs and plans of the Ministry of Local Government (such as the German Development Agency project), the Ministry of Education, Health and Agriculture, and advanced national and pilot experiences such as the municipality of Ramallah and the Municipality of Betunia.

Extrapolate to the important and pivotal role of the media in promoting and activating accountability through investigative investigations of media institutions such as the Watan Foundation. Practicing Community Accountability in the Context of Palestinian Civil Society: Coalition Safety for Integrity, Transparency, Sun, Key, Equality and the Status of Jerusalem. The impact of division on accountability and the absence of the Legislative Council. How the absence of parliamentary work and the effects of division on institutional structures has motivated NGOs to seek alternative platforms for accountability. Practice of community accountability programs and activities and their impact on the achievement of the Sustainable Development Goals, social justice and community-based peace-building, which is a key element in achieving the Sustainable Development Goals and the higher national goals.

Chapter Four: Design and Implementation of the Study

The first topic: Identifying and selecting the society and sample of the study and the identification of questions and research tools and the preparation of target samples and the reasons for the selection of the study community and its relationship with the main study idea and the starting points and reasons for determining the society and samples of the study and the most important considerations taken by the researcher Specialized in accountability and the relevant governmental and non-governmental bodies such as the network of NGOs and the Prime Minister, preliminary statements and reference documents for community accountability. The researcher will carry out twenty in-depth interviews with representatives of civil society and government agencies who have worked in the field of community accountability.

The first sample, population identification questions, sample numbers and why I chose this sample, and the most important considerations that motivated the selection of this topic are the most important considerations of the political participation of women and youth.

#### Chapter Five: Future of SA findings and recommendations

Topic one: Analyzing the results and outputs of the study using the snowball analysis tool and aggregating the outputs to answer the sub-questions and the main question of the study.

The second topic: formulate and determine the findings and conclusions and make recommendations, including models of community accountability proposed to achieve liberation.

## 1.3 Theoretical Framework

### 1.3.1 Definition of Civil Society

Palestinian civil society is considered an essential element in the process of the Palestinian national struggle, not only in the process of the national liberation struggle, but also in the process of community and institutional building of Palestinian society. “The term civil society emerged with the emergence of the theory of social contract, and the philosophy of human right, which pioneered this theory to the need to go beyond what was then called natural rights, or divine right (theocratic rule), and strived to establish the first pillars of democratic governance based on the contract between the ruler and the ruled.”<sup>4</sup>

Palestinian civil societies has proven through practice and experience its ability to represent the voices of marginalized and weak societal groups and to enable them to reach a level of influence in decision-making and strive to achieve their multiple civil rights. The efforts of community development in Palestinian society is still facing several challenges, one of the most crucial ones is social awareness of the basic mechanisms of democratic practices SA is one of the most dynamic mechanisms needed.

“Peace concepts should be applicable across history, geography and levels of human organization, from inner peace to civilizations, not only to state systems. They should serve not only thought and speech, but also be indicative of action. They should reflect positive peace as a relation of cooperation and

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<sup>4</sup> ياسر، صالح. المجتمع المدني والديمقراطية، موقع أخبار، الرابط الإلكتروني: [www.org/docs/org.akhbaar](http://www.org/docs/org.akhbaar)

harmony, and negative peace as a relation of absence of violence; not only the absence of direct, intended violence of acts of commission, but also the absence of indirect structural violence by acts of omission. If not, we accept as peace flagrant inequality, like accepting as healthy anybody with no overt symptoms like pain or fever.”<sup>5</sup>

Deceptive indicators of community peace often mislead the observer because they cover staggering complexities and hide obstacles in the structure of interrelationships based on irrational concepts passed from one generation to another. When considering the Galtung theory on negative peace and the basic needs approach, it manifests that societies need to analyze their basic needs by delving deep into the social structures to reveal the existing social gaps. Community leaders are primarily unaware of the fundamental causes behind social nuances, leading to conflicts in the end. Citizens’ satisfaction towards their government or leaders is strongly associated with their basic needs, which could be related to cultural issues, social challenges, psychological factors, racial or gender struggles, etc. Galtung has been known for his positivistic approach towards social sciences; he believed that social transformation must be built on scientific and empirical methods and programs<sup>6</sup>.

The Italian philosopher Antonio Gramsci had a significant contribution to Marxist Social theory. His perspective viewed social transformation as a function of the masses. Gramsci believes that the subaltern classes can achieve social transformation not by seizing power, rather by creating the necessary conditions for social transformation. In

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<sup>5</sup> Galtung, J. (2017). Peace: A Peace Practitioner’s Guide, Number 13, p3.

<sup>6</sup> Palonen, K. (1978). Current Research on Peace and Violence, Vol. 1, No. 2, pp. 104-125, Tampere Peace Research Institute, University of Tampere. Retrieved from: <http://www.jstor.org/stable/40724853>

other words, Gramsci reckons that transformation is not merely a material production but it is also a cultural and intellectual creation. "In this context, the dominant power of a given social group or class is not guaranteed by violence and by the monopoly of the means of production, but by a more subtle process of gathering consensus from other social groups."<sup>7</sup> Hence, the power of the dominant groups emanates from their connection to the people.

Using Galtung theoretical contribution as a framework to approach the Palestinian social and political reality, this study frames the structural concept of SA that goes in line with the following:

1. International Institutional Law, peace building conventions, and human rights laws.
2. The Palestinian National Basic Law and Independence Chart, and the Palestinian National Agenda. All of which ensures the right to political and social participation, and guarantees free access to information.
3. The Palestinian National SA Committee, the Municipal Development Program, and all Governance programs related to SA and the resulting assessments and reports which recommend activating and institutionalizing SA processes.
4. Palestinian internal situation regarding the delay of elections, which has negatively impacted the people's satisfaction of the government and their aspirations for achieving sustainable development.
5. Palestinian Civil Society structure that faces real challenges and requires a strategic reframing and restructuring.

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<sup>7</sup> Caruso, L. (2011). Political Crisis and Social Transformation in Antonio Gramsci. Elements for Sociology of Political Praxis. International Journal of Humanities and Social Science.

6. SA initiatives practiced in LGUs are the cornerstone to the process of building social transformation and support public engagement.

“Accountability refers to the process of holding actors responsible for their actions. More specifically, it is the concept that individuals, agencies and organizations (public, private and civil society) are held responsible for executing their powers according to a certain standard (whether set mutually or not).”<sup>8</sup>

The abovementioned definition of SA concept focuses on the notion of beholding responsibility. In other words, it suggests that accountability indicates that people who hold power must take ownership of their actions. This conceptualization also implicates the notions of answerability and enforceability. “[T]he former indicates the process of requiring a justification for the use of power, and the latter is a process of enforcing sanctions if the power is considered misused.”<sup>9</sup>

### **Studies:**

- 1- The reality of social accountability in local bodies in the northern West Bank: MDLF, Staff, Dr. Nasr Abdel Karim Mohamed Rabah, Uday Abukarsh Jamal Hassan. March-2021. <sup>10</sup>**

This study aimed to create a responsive environment for citizen participation within the concept and axes of social accountability and to maximize the flow of information from

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<sup>8</sup> Satterthwaite, D. Brock, K. Whitty, B. Mitlin, D. Patel, S. Sisk, T. & Joshi, A. (2013). Reflections on Social Accountability; Catalyzing democratic governance to accelerate progress towards the Millennium Development Goals. UNDP.

<sup>9</sup> Ibid.

<sup>10</sup> Rabah, N. & Hassan, U. (2021). The reality of social accountability in local bodies in the northern West Bank: MDLF. March-2021. Previous Studies.

local authorities to citizens within their local communities so that they can effectively partner in enhancing the response of municipal policies, to their needs.

The study came up with the main result “the weak environment incubating the accountability processes, and from the nature of the question about the obstacles to the accountability process, we conclude that there is a weakness in the internal environment regulating the accountability process, and accordingly we recommend that a social transformation process be undertaken that is capable of creating an internal environment based on a harmonious understanding of social accountability, and that constitutes a lever to produce a structure Organizational levers for accountability work in municipal systems.”

The study recommended to Assigning a specific employee with relevant capabilities and subject to capacity building and training on social accountability issues, follow up social media pages, because the rate of access and communication of the municipality with citizens is higher when following up on the matter on social networking sites, and it may also lead to a speedy response and a kind of transparency in the responses. Presenting the accurate reports and budgets material in an understandable and simplified manner, as the case in the readable budget, and the need to obtain easy and simplified budget models, especially in small municipalities, SA should be increased gradually and systematically, taking into account the progress of the municipality in this aspect, strengthening tools that are used and give positive results and a fundamental impact on social accountability at the municipality level itself, Allocating a financial resource in the budget commensurate with the municipal financial capabilities. In other words, taking into account the ability of the municipality to increase community activities,

taking into account the costs of activities and the inclusion of alternatives. Gradually filling this gap by increasing supportive activities to deepen social accountability and involve the local community in the municipality. Involve women, youth and university students in the various activities of accountability and community participation and make their voices heard, taking into account the current traditions prevailing in the local community at the level of the local body and the need for gradual change to serve the local community, Deepening the concept of registering complaints and following them up with municipality employees, even if this complaint is contrary to the viewpoint of the municipal employee or contradicts his interest, and so on. local authority should pay attention to maintaining the halls, maintaining their sustainability and cleaning them. As well as the need to deepen the citizen's belonging when using these halls as they are the property of the local community of the authority, and the need for the authority to open them in terms of accountability and community participation activities. The opposition to the power relations that may arise between participants on the basis of economic class, level of education, age, or gender, shows that there is a lack of methodologies for municipalities capable of opposing these relations, which means that not everyone who can participate in interaction with the municipality has/a Having the ability to influence decision-making, and therefore we recommend the importance of developing methodologies that take into account the different capabilities of the different social components and that employees be trained to use them, and employ them in facilitating social interaction with municipalities.

**2- The Role of Civil Society in the Enhancement of the Social Accountability Mechanisms at Local Governance-One Stop Shop by: Ehsan Ali Abdul Latif Awwad,**

Mater Thesis prepared by Ehsan Awwad, from Gaza, 2015. The research showed that there is real need to increase awareness among the citizens to understanding the mechanisms of social accountability. That means. CSO's must work hard to conduct programs to enhance the concept between citizens. Citizens indicated that they have the ability to follow up the municipality work in a neutral way that give good indicator about citizen's desire to be involved in all process. Citizens think that the existence of the citizen's charter develops the work and improves the service provided by the Municipality, but needs time to touch it by public. Results also showed that CSO's must conduct public hearing continuously because the citizens express their opinions through the Public hearing. They saw that there is a positive effect of the Public hearing in solving some of the citizens' problems. The most important things citizens show that the elections of local councils should be done in a democratic way that enhances the transparency and accountability mechanisms. According to the results of this research, important recommendations can be drawn for CSO's to be taken into account. Also, effective recommendations can help Local governance and decision makers in the municipality to enhance the practice of social accountability mechanisms. Based on this research analysis, findings and conclusions, the researcher proposed the following recommendations: Civil Society Organizations should adopt the concept of social accountability by applying mechanisms like community score card, citizen charter and public hearing. This will help increasing transparency level. Civil Society Organizations are recommended to design programs focusing on municipalities' field. This will help

decreasing the gap between citizens and municipalities. Municipalities should take into consideration that the concept of social accountability is helpful and motivating under Gaza condition. When practicing social accountability, it is recommended to increase citizens' participation. This will lead to positive results such as citizens' commitment to the regulations and solving some problems. It is recommended to the decision makers in municipalities to involve citizens in the process of decision making in order to make them more responsible, loyal, motivated and satisfied. Local governance is recommended to enhance social accountability four pillars in order to enhance the relationship with citizens. Local governance and decision maker at municipalities should make sure that the practicing of social accountability mechanisms leads to higher level of transparency, participation, monitoring and response.

**3- ANSA report-( 2013)" Baseline Assessment of Social Accountability in the Arab World": This research was commissioned by CARE Egypt on behalf of the Affiliated Network of Social Accountability and the Arab World (ANSA-AW).**

The objective of the research was to analyze the current state of social accountability in the seven countries of ANSA-AW 's current programs. The ambition of the research was to cover nationwide perceptions of social accountability, covering both rural and urban perspectives across a range of stakeholder groups. This baseline study on social accountability aimed to help ANSA-AW in their aims, the CSOs and populations at large throughout the region. This comes at a time when a new social contract is being negotiated between the authorities and the people for achieving more collaborative governance for the wider aim of sustainable development. From the data, they find that

Jordan, Tunisia and Morocco have the highest control of corruption and a correlated low level of perceived corruption. Similarly, there is a clear link between the limited control of corruption in Egypt, Lebanon and Yemen and a high perception of corruption in those countries. These statistics reflect findings from the field research. In Egypt, for example, the establishment of the Ministry of Administrative Development in 2008 goes some way to explain the improvement in control of corruption seen in Figure (3), also perception of corruption remains fairly steady throughout the period of analysis. Our research found that many people in Egypt perceived social accountability to mean something akin to —anti-corruption. Meanwhile in Yemen – in spite of several high profile attempts to control corruption through the establishment of an Anti-Corruption Committee in 2007 and Yemen ‘s participation in the Extractives Industry Transparency Initiative – perceptions of corruption remain high and are reinforced by tribal affiliations controlling political institutions and business. It is recommended that the associations and institutions concerned with the issue of social accountability should include strategic objectives at the institutional level to adopt social accountability as a strategy and a course of action, as well as setting up the institutional principles of social accountability.

#### **4- ANSA Report, (2013)-"The Dabahtoonaa campaign in Jordan":**

Its Social Accountability Initiative Study, The Dabahtoonaa (—You slit our throats!) campaign was launched in 2006/2007 by university students in order to counter the government’s decision to raise tuition fees. Although the campaign is supported by students from all political streams, its main coordinators are members of the leftist —Al-Wihdal party. Over the years, Dabahtoonaa has gained much traction. Although

still coined as a —campaign, it has established itself as a central and vocal mouthpiece for student grievances and concerns, gradually covering all issues related to university life, such as tuition fees, violence among and against students, registration regulations, political activities and university elections. In doing so, it has become an indispensable counterpart for higher education stakeholders, including government and university administration. In this capacity, it has repeatedly sought to hold such public institutions accountable for alleged misdeeds, accusing, for instance, the former of unduly withdrawing its financial support to universities and questioning the latter ‘s dubious handling of student elections. Dabahtoonas coordinators mention as their main accomplishments:

### **1.3.2 Social Accountability Legal Frame in Palestine**

The concept of accountability has been linked to the system that places officials, and decision makers directly accountable to people for all their obligations and promises, on the one hand, and on the other hand, gives people the right and opportunity to exercise their role in holding decision-makers and those responsible for their obligations, programs, and social contracts that they commit to with the masses (citizens). Accountability is one of the democratic processes and practices that precede the process of participation in selecting representatives, and officials based on their programs and plans, followed by follow-up and response processes according to accountability data, thus completing the development and development department, improving the quality of services and upgrading the standard of life of the individual and society.

Out of my research journey the one can clearly say that, SA cannot be obtained or achieve its intended goals unless specific requirements and conditions are obtained: -  
 “Civic engagement in service delivery and ensuring accountability.

Entry points Civic engagement in service delivery is related to invoking accountability and demanding improved access to and quality of services. This is done collectively and may involve the following entry points:

- Specify Local players and actors.
- Demanding information about the level and quality of services and entitlements to citizens. Local actors need to identify type and level of information required to tackle certain issue.
- Monitoring the quality of services and performance of public service providers and frontline service delivery officials. Specialized people and local experts need to be involved in the monitoring process, so they can interfere in manage and modify these processes and services.
- Engaging in protests and demonstrations for publicizing dissatisfaction with service delivery"

Current development in Palestinian situation after the last events in Jerusalem and Gaza and surrounding Palestinian existence encourages SA to take more active role in the social and political life. Currently Palestine is going through critical unstable situation, but the question that remains is whether Palestine transition is going towards a democratic state or towards something else. An attempt to answer this question by focusing on some aspects of the rule of law in Palestine, accountability mechanisms, and law enforcement institutions of the Palestinian National Authority. Democracy is

not a distinct group of institutions. There are many forms of democracy, and the different applications of this democracy result in a different group of products. The specific form that democracy takes depends on various conditions, in addition to the state structures and policy applications. The most common definition of democracy among scholars and sociologists is the definition of "Joseph Schumpeter" that democracy is Institutional arrangement aimed at arriving at policy decisions through which individuals can gain the authority to make a decision by struggle compete for the people's vote."

“The effectiveness of accountability depends on a number of institutional arrangements. It is critical to consider the concepts of vertical and horizontal accountability to understand this. “Vertical accountability mechanisms refer to the relationship between citizens conceived as principals (voters, organized society and the media) and state agent who have an effective expectation to answer for their actions (legislatures, elected representatives, executive branch and local government). Horizontal accountability refers to relationships in which diverse government offices hold each other accountable to ensure that no one encroaches on the rights and privileges of the other, and that no agency stands above the rule of law”. Accountability can be facilitated by elections to legislative bodies and formal oversight, and control mechanisms. Street protests, petitions and media monitoring of public action to hold governments accountable, are alternate arenas of ensuring accountability. Effective accountability is achieved through the combination of social accountability and political accountability. Identification of which conditions can improve accountability can be done by analyzing the dimensions of standards, answerability, responsiveness and

enforceability in civil society- state relations in a country context. These dimensions can also be used to measure the effectiveness of accountability in a country context.”

### 1.3.3 What is Civil Society?

As civil society organizations are developing in Palestine, with a marked and increase in their number in recent years, literature on development has come up with numerous terms and definitions related to the concept of civil society. Regardless of the differences between these concepts, there is a consensus on several features and components of this concept. One of the most important components is Voluntary organizations. These organizations take place in the public sphere between the family, the market, and the state. They do not seek to profit, as they operate for the collective benefit of society or some marginalized groups. In other cases, voluntary organizations represent the interests of some professional sectors. Another important role for these organizations is evaluating the sound management of diversity, which is referred to by the term "civic culture."<sup>11</sup>

“With Gramsci's contribution to the Marxist theoretical framework and with the rise of the civil society concept in the late eighties of the twentieth century, there have been epistemological shortcomings regarding the concept of civil society. Social, intellectual and political orientations of researchers have affected their perspectives on the concept of civil society, meaning that each researcher would provide a conceptualization that goes in line with his orientations.”<sup>12</sup>

<sup>11</sup> قنديل، أماني. (2008). تحليل خريطة المجتمع المدني في مصر من منظور التنمية البشرية، موقع برنامج الأمم المتحدة الإنمائي، صفحة 4، على الرابط الإلكتروني، [www.undp.org.eg/Portals/0/.../AMANi%20Kandil-Arab%202.ppt](http://www.undp.org.eg/Portals/0/.../AMANi%20Kandil-Arab%202.ppt)

<sup>12</sup> جيوفري، سميث. (1991). غرامشي وقضايا المجتمع المدني، دار كنعان للدراسة والنشر، دمشق، صفحة 17.

“Civil society comprises a wide range of non-governmental and non-profit organizations that have a presence in public life are responsible for expressing the interests and values of their members or others, based on ethical, cultural, political, scientific, religious or charitable considerations. Civil society to associations established by people working to promote a common cause.”<sup>13</sup>

When talking about development, it is vital to understand that building and restoring societies must be established on the foundations of good governance, taking into account the country's socio-political context to demarcate the role and effectiveness of civil society.<sup>14</sup>

Reformation and improvement in the quality of public services, which is the foundation stone for social development, cannot be achieved without activating the system of governance based on a set of principles, standards, and indicators. The most essential principle for the system of governance is the principle of accountability, meaning that those in charge have to behold accountability and responsibility for their actions. In order to achieve the "[i]ntegration between the Government's stated orientations, the criteria of governance and the requirements of community development, there is an urgent need in Palestinian society to activate the concept of "social accountability," which refers to a wide range of actions and mechanisms used by citizens and organizers. Civil society, the media, and other non-state actors have asked those who manage public affairs and public funds to clarify decisions made and to

<sup>13</sup> المعهد الديمقراطي الوطني للشؤون الدولية، (2009). "مصطلحات المشاركة المدنية"، <https://crtida.org.lb/ar/node/11769>

<sup>14</sup> مهذب، إيمان. (2016). أي دور للمجتمع المدني في تحقيق التنمية؟، موقع الجزيرة نت، <https://2u.pw/iEvIz>

answer questions about projects, services or opportunities that have been distributed or managed."<sup>15</sup>

### 1.3.4 What is Social Accountability?

The concept of accountability "has been extended in a number of directions well beyond its core sense."<sup>16</sup> It has been widely used among various disciplines. There are multiple definitions for accountability in developmental literature based on the thematic understanding of this concept and its implementation in practice.

“Accountability can be defined as a relationship of two bodies, in which the performance of one is subject to oversight by another. In the context of public administration, for oversight to be exercised, two distinct mechanisms need to be in place. (Answerability) defined as the obligation of public officials to inform and explain what they are doing, and “enforcement”, defined as the ability to impose sanctions on those who violate their mandate.”<sup>17</sup>

The legal aspect of accountability is based on human rights in questioning their basic rights, while the political component considers this process as managing social conflicts using a participatory approach. The socioeconomic dimension stands on relations interactions-based interests and social links.

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<sup>15</sup> عفانة، مؤيد. (2018). المساءلة المجتمعية... رافعة للتنمية المجتمعية في فلسطين، <https://www.palestineconomy.ps/ar/Article/bf9e83y12557955Ybf9e83>

<sup>16</sup> Mulgan, R. (2000), ‘Accountability’: An Ever-Expanding Concept? Public Administration, 78: 555-573. <https://doi.org/10.1111/1467-9299.00218>

<sup>17</sup> [https://www.shareweb.ch/site/DDLGN/Documents/Social\\_accountability\\_changing\\_region\\_Report\\_English\\_Gov\\_Week\\_Cairo\\_March\\_14.pdf](https://www.shareweb.ch/site/DDLGN/Documents/Social_accountability_changing_region_Report_English_Gov_Week_Cairo_March_14.pdf)

“SA is a relatively new strategy It can be defined as “an approach towards building accountability that relies on civic engagement, i.e. in which it is ordinary citizens and/or civil society organizations who participate directly or indirectly in exacting accountability (World Bank, 2003a: 1). There are a great variety of initiatives that fall under this category. Initiatives as different as participatory budgeting, administrative procedures acts, social audits and citizen report cards all involve citizens in the oversight and control of government and therefore can be considered SA initiatives.”<sup>18</sup>

“SA is defined as an approach toward building accountability that relies on civic engagement, i.e., in which it is ordinary citizens and/or civil society organizations that participate directly or indirectly in exacting accountability. In a public sector context, SA refers to a broad range of actions and mechanisms that citizens, communities, independent media and civil society organizations can use to hold public officials and public servants accountable. These include, among others, participatory budgeting, public expenditure tracking, monitoring of public service delivery, investigative journalism, public commissions and citizen advisory boards. These citizen-driven accountability measures complement and reinforce conventional mechanisms of accountability such as political checks and balances, accounting and auditing systems, administrative rules and legal procedures.”<sup>19</sup>

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<sup>18</sup> Ackerman, J. (2005). Human Rights and Social Accountability, World Bank, No. 86. P (5).

<sup>19</sup> Malena, C. Forster, R. & Singh, J. (2016). Social Accountability an Introduction to the Concept and Emerging Practice. Social Development Papers.

“SA as it comes along with human rights and international conventions of human rights. The conceptual dimension leads to the fundamental approaches of SA The Rights-Based Approach to Development There is no single definition of “The” Rights-Based Approach to Development (RBA). Each country, agency and organization has developed its own way of defining and approaching the issue (see Interaction 2004). Nevertheless, we can identify some basic commonalities which underlie the different theories and practices of RBA. We can also distinguish it from other competing perspectives which also use the language of human rights. In this subsection, we begin by outlining what RBA is not and then move on to summarize its central elements. The first perspective from which RBA should be distinguished is what can be called the “International Human Rights Convention Approach (HRC).” This approach is grounded in the various international human rights agreements which have been signed over the past 70 years.”<sup>20</sup>

Palestinians under Israeli Occupation are deprived of fundamental human rights. Hence, SA initiatives to question public services will enhance their everyday life and steadiness. The importance of this research stems from the substantial need to come up with substituents that can become the reference of accountability, given the absent role of the Legislative Council and the longstanding division on a national level. Especially that the Palestinian Basic Law ensures the right of accountability in the article (56),

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<sup>20</sup> Ackerman, J. (2005). Human Rights and Social Accountability, World Bank, No. 86. P (5).

which gives that right to question the government officials for any misuse of power or violations.<sup>21</sup>

In the same vein, the Local Governments Units Law article 8/5 grants any citizen the right to attend council meetings. Whereas Palestinian Draft Law on Access to Information guarantees, in the article (3), that any citizen has the right to access any information owned by public institutions.<sup>22</sup>

While media, as considered the fourth estate, plays a considerable role in the social investigation that reached pivotal results, bringing accountability to the front regarding the public issues; a powerful example in this regard is the investigative journalism experience of Watan and AMAN.<sup>23</sup> SA is one of the most critical tools to establish advanced quality governance in the public sector, which contributes to strengthening the accountability of the officials, particularly regarding the management of public resources. The concept of SA has become one of the main pillars that the private institutions, such as private sector companies, civil society organizations, and non-governmental organizations, stand on in order to enhance their ability to achieve development, prosperity, and well-being for the society; and to build the communities, they operate within.

### **1.3.5 The Importance of Social Accountability**

SA falls within many axes, the most essential of which: improving the performance of good governance; increasing the efficiency and effectiveness of

<sup>21</sup> <https://www.palestinianbasiclaw.org/basic-law/2003-amended-basic-law> , 6-11-2019, 5:15PM

<sup>22</sup> مشروع قانون الحصول على المعلومات الفلسطيني، (2019) .<https://int.search.myway.com/search/GGmain> .11,5:30P

<sup>23</sup> <https://www.wattan.tv/ar/video/286926.html> ،6-11-2019,530PM

development through improving service delivery and policymaking; and empowerment through expanding frameworks, civic participation, and freedom of choice. SA is of critical value based on several key concepts and principles: participation, teamwork, transparency, independence, responsiveness and credibility; democracy and equality; among others.

SA can also provide many different mechanisms, tools, and references for the common good; exposing corruption, neglect, and inadequacies within government organizational structures by enhancing access to information, supporting independent media; or using specific mechanisms such as Judiciary, public hearings, advocacy, peaceful demonstrations, etc.

In the Palestinian case, the civil society institutions have realized that they are not isolated from society. They have played and continue to play a central role, along with other actors in the government sector, in the development process of the community they operate within. Which includes improving the concepts and frameworks of SA, and expanding its activities to include the provision of effective mechanisms to address the existing challenges and try to find solutions to the problems that stand in the way of economic growth and the long-term well-being of society. Given the vital role that these organizations play in activating the processes of social development, there has been an increased interest in those organizations recently. Research has focused on the methods required to activate their function, surmount the obstacles those organizations encounter, and put forward many SA practical concepts to enhance governance processes and empower the community by adopting openness, transparency, and leadership policies.

This thesis tackles SA from a Palestinian perspective and investigates its relation to several issues. In terms of government accountability, it is possible to say that the primary role of civil organizations is to foster government accountability through the participation of citizens and civil society in holding the officials accountable for their conduct<sup>24</sup>. Thus, the concept of SA is strongly correlated to the framework of civil society that focuses on civil rights and the responsibilities and roles that empowers the citizens and enables them to participate in the governance process actively.

In addition, SA is associated with civil rights-based development and the responsibility of government officials towards the citizens. As such, SA provides mechanisms and tools for monitoring and protecting these rights and ensures that government actions reflect the interests of citizens.

## **1.4 Research Hypotheses**

The long absence of Palestinian Legislative Council, and disrupting the peace and political process widened the gap between the masses and the government. This is what made the need for practices and social accountability initiatives wide and larger. The lack of clarity about the roles and practices of civil society organizations, and the dominance of external funding weakened the role of these institutions in influencing society and promoting democratic concepts and principles among the people and their abandoned civil organizations.

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<sup>24</sup> Vukovic, D. (2015). The Role of Civil Society in Fostering Government Accountability in Contemporary Serbia: On The Limits of Depoliticized Social Activism. *Sociologija*. LVII. 637-661. 10.2298/SOC1504637V.

This study will present the results of SA interventions led by Palestinian national actors represented by the "SA National Committee" and other civil society actors who played efforts in implementing the SA concept in Palestine. The hypothesis of this study is that Palestinian civil society institutions didn't play their expected role in the oversight and promotion of SA in the work of local bodies in the West Bank in the absence of the Palestinian Legislative Council; and strengthened the citizens' role of monitoring and accountability in the community, which reflected on the quality of services provided to them, and ranked their development priorities, and contributed to reducing corruption cases and wasting public money. The civil society institutions promoted integrity, transparency, and accountability systems in the work of local bodies. This would pave the way for institutionalizing societal accountability processes and procedures and developing their tools in order to improve the performance of local bodies in a manner that reflects on enhancing the quality of services and commitment to implement development plans effectively.

The strategy of the Ministry of Local Government MoLG and the MDLF in implementing SA three phases programs (Municipal Development Program) is an opportunity to develop the concept and transfer it to the other development sector.

Civil society organizations CSOs interested in SA have created experiences that can be developed and considered a fertile opportunity for growth.

LGUs Local government bodies and their SA committees that have implemented and committed to community accountability programs offer successful models to learn and benefit from.

When studying SA, we should bear in mind the specificity of the Palestinian context for several reasons that make it unique compared to other countries. Palestine remains under an ongoing occupation, and despite having a national authority, this authority does not have control over land, natural resources, borders, and access and mobility of Palestinian people. Above, this authority is divided over three geographically disconnected regions: West Bank, East Jerusalem, and Gaza. Another grim reality is the ongoing political division since 2007 between Hamas and the Palestinian Authority, which caused a division of the ruler ship. On the other hand, SA interventions in the local government sector led by MoLG and MDLF are subjected to the donor's programs and visions. In this study, the researcher explores to what extent does SA programs and interventions reflect the actual Palestinian national orientations.

The gap is still wide in SA practices and mechanisms to enable citizens to affect people's public life, decision-making level, and general governance practices, and comprehensive several community development sectors.

## **1.5 Research Problem**

While SA mechanisms should find the desirable treatment and adjustments on the policies and programs by providing feedback and implementing effective methodologies and structured tools, it is noted that within the Palestinian context, there is a weak role for civil society organizations in activating SA. Moreover, there is a lack of strategic institutionalized and official mechanisms of SA in Palestine. Hence, the main problem of this research is to analyze the weaknesses of SA mechanisms in Palestine.

Weak official references and the absence of referential accountability structures such as the Palestinian Legislative Council (PLC) caused a critical challenge for establishing necessary institutions to lay the foundations of civil democracy. Not to mention the absence of a SA legal framework, this makes establishing an institutionalized democracy even more difficult. Civil Society's complementary practices of SA seem perfect theoretically speaking. However, it is not practiced accordingly on the ground. For instance, the role of CSOs is to activate SA processes in the field; nonetheless, the researcher has noticed that their role is limited by the funder and by the funding program's conditions. Moreover, CBOs are supposed to be part of SA committees that exercise accountability over LGUs. Still, in reality, those who get involved are the CBOs that are related to a specific project.

The weak role of Palestinian civil organizations in SA remains the main problem especially that these organizations face considerable structural challenges that reflect on their relationship with the government and donors, not to mention the unstable political situations, all of which led to a confusion of the political position.

Citizens' dissatisfaction with the LGUs and the government institutions is largely related to the negligence of their needs and demands for government officials' accountability. There is an opportunity to strengthen the tools and mechanisms of SA by providing the right to access information, institutionalizing the process of feedback, listening to the citizens' demands, and then reposed to them according to the public interest.

Let's agree that SA is crucial for any community that strives for progress and development to meet its needs with quality services. Then, countries and governments

must guarantee broad actions in their policies and general plans to establish their commitment to SA from the moment they identify the problem and the need for advocacy and negotiation for change.

In this regard, it should be noted that the success of SA initiatives also depends on the capacity, and effectiveness of government. SA initiatives become useless if the organs of power collapse or are ineffective, and therefore the capacity of the public administration of government and investment to develop capacity must be activated to become more responsive to the demands of citizens and society.

The concept of SA is strongly associated with the participation of citizens and civil society, which distinguishes SA from traditional accountability procedures. Generally speaking, not only do citizens and communities participate in SA activities, but they also take the lead. Whereas many participatory approaches focus on individuals and societies, SA mechanisms extend the opportunity of participation on a macro-level to encompass citizens, civil society, and local society. All of these segments take part in analyzing or formulating national budgets, linking the results of participatory monitoring to the budget, public services governance, etc.

Moreover, SA has implications for gender equality. Given that women are underrepresented, especially on the official level, this political marginalization undermines the ability of women to protect their interests and defend their rights before the government.”

Questions	Example Responses
What IS the Problem	Weak contribution in activating SA Mechanisms in LGUs
Who does this affect	Local Communities (Citizens).
How does this problem make you feel?	Frustrated unsatisfied of law quality of services.
When it is a problem?	Every time the citizens do not find Civil Society Organizations playing their role in activating SA tools and mechanisms within LGUs.
What Should I care?	When SA activities are not practiced as planned, citizens spend time and effort to get needed information about LGUs budgets ,works and plans
How does it affect the customer?	When people don't have the information, they will feel unsatisfied. LGUs don't get necessary feedback to improve their services quality.

### **SA in Palestinian National Experience:**

The MoLG confirmed that SA policy is in line with the national plan of the Palestinian government, as it contributes to the process of building State institutions and maintaining its sustainability, giving the ability to achieve progress, development, and sustainable public services system. SA policy also provides a suitable environment for developing advanced infrastructure, establishing local governance institutions based on integrity, transparency, and community participation.

### **SA International case studies Experience and modles:**

- 1- In Porto Alegre - Brazil - Participation in the budget preparation session increased school attendance and expanded the scope of sanitation services. Also, the municipality's resources increased by 50% in four years. SA mechanisms were used, such as participatory budgeting and citizens' budget.
- 2- In Ghana: Improve street lighting, road maintenance, improvement of sewage service in the streets.

- 3- **Community Scorecards in Malawi:** The community scorecard methodology is inspired by the experience of the citizen report cards applied in Bangalore and elsewhere. However, the community scorecards method includes various innovations. First, while citizen report cards are run by professional NGOs and consulting firms, community scorecards are developed and applied by the service users and service providers. While citizen report cards are oriented towards providing and disseminating information on public opinion, the central objective of community scorecards is to make decisions and develop action plans.
- 4- **Citizen Report Card in Bangalore city:** In recent years, report cards supported by the World Bank have been spread in countries like Uganda, the Philippines, and Peru. The methodology has been made by municipal residents in Ukraine and numerous cities in India. The experience that sparked this innovation is the report card initially implemented by Samuel Paul in Bangalore city in India in 1994. Then, in 1999 and 2003 repeatedly, the experience was implemented by the Public Affairs Centre.
- 5- **Indonesia, Justice for the Poor project:** The Justice for the Poor represents a highly innovative effort to make justice work in the developing world. Lately, the Indonesian justice system emerged from almost forty years of an "integrality State" under Sukarno's New regime, where the lack of separation of powers undermined the judicial branch's autonomy and strength. "The New Order government homogenized, corroded many of the informal institutions through which people resolved disputes and defended their interests, putting in their

place a powerful, centralized bureaucracy backed by a powerful military." (World Bank, 2004d: 4).

- 6- Peru's SA System: Following the collapse of the Fujimori government in 2000, Peruvian people were thirsty for stronger accountability and the practice of democracy. The corruption cases that overturned the president shacked people's trust in the government. At the same time, Fujimori's heavy-handed rule style had limited the Peruvian state's democratization. Therefore, it was natural for Paniagua's transition government and its successor, Toledo's government, to raise SA and participation in their attempt to rebuild government legitimacy. According to World Bank, "governance in Peru was long characterized by its lack of popular participation and transparency, either in the design or public programs' implementation. By the end of the 1990s, however, transparency, participation, and social control had become strongly asserted priorities of the country's citizens." (World Bank, 2003c: 15).

### **SA in Palestine:**

The intensively Local Governance sector implemented its programs of SA interventions in the last decade to get involved in building democratic performance of the LGUs sector. In its three phases, the Municipal Development Program MDP is aligned with the Palestinian National Authority PNA's long-term strategy to consolidate and strengthen service delivery in the LG sector towards financially sustainable LGUs, as specified in the MoLG's Sector Strategy 2017-2022. MDP is at the center of a series of interventions by donors in collaboration with the government to enhance the institutional capacities, accountability, and financial sustainability of local governance

and service delivery in Palestine. The MDP3 consolidates and scale-up past fruits under MDP 1 and MDP 2 in municipal achievements and accountability enhancement by enabling the environment at the central level and municipal multi-dimensional partnerships with the private sector to develop quality and efficiency, and sustainability of LGUs services.

“MDP III Project Components on LGUs performance and Service Delivery. MDP-III is the third LGUs project to support and incentivize improvements in the development of LGUs management capacity. last MDPs financed LGUs infrastructure and service delivery through the provision of basic components, and performance-based grants, and support with demand-driven capacity development for LGUs. This approach was very innovative at the plan design and has presented high effectiveness. This program continued the overall approach, while focusing more on improving financial sustainability and accountability in LGUs service provision. Like MDPI. And MDPII, municipal performance to be measured through Key Performance Indicators (KPIs), yet these have been substantially revised to reflect a greater focus on the sustainability of municipal services. Performance measurements will encompass three main areas for reform: i) Financial Performance and Sustainability, ii) Institutional Performance, and iii) Transparency, Accountability and Participation”.<sup>25</sup>

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<sup>25</sup> Municipal Development & Lending Fund “MDLF”, Municipal Development Program, (MDP III), TOR. “Developing the Capacity of Municipalities and Local Communities in Social Accountability” West Bank– Center, February 2020, P (2).

This program assessed the performance of SA mechanisms used in 39 LGUs; outcomes of this assessment came up concluded with the following:

- 1- The basic need is to allocate a specialized employee with relevant capabilities and subject to capacity building and training on SA issues.
- 2- Adopt and follow up Facebook pages in the disclosure and communication processes because this leads to rapid response and transparency in responses.
- 3- Presenting reports by LGUs in an understandable and simplified manner, as is the case in a readable budget, and the need to obtain easy and simplified budget models, especially in small municipalities.
- 4- The financial data is sensitive, and it can create an impression to the citizen that the amount collected is significant, which could discourage the citizen's incentive to pay for services. Therefore, the study stresses that these amounts should be accurate, transparent, comprehensive, and consistent.
- 5- The results indicate that almost all municipalities are working on adding SA content with the strategic plan. This is a professional practice that should be sustained. The study recommends that the application of SA be increased gradually and systematically, taking into account the progress of the municipality in this aspect. This will lead to social transformation.
- 6- Adding new tools or specialized systems must be thoroughly studied, including measuring costs and impacts before running any new tools or modifying the system.
- 7- Strengthen the tools utilized, which will give positive results and a substantial impact on SA at the municipality level itself. Also, it is necessary to look into the reasons behind the failure to implement a specific tool and find alternatives.

- 8- Allocate a financial resource in the budget along with the LGUs financial capabilities. In other words, consider the municipality's ability to increase community activities, take into account the costs of activities, and the inclusion of alternatives.
- 9- Changing the culture in society must take time. There is an essential need to gradually bridge this gap by increasing supportive activities to deepen social accountability and involve the local community in the municipality issues.
- 10- There is a need to involve women and youth in the various activities of accountability and community participation and make their voice heard, taking into account the traditions prevailing in the local community at the level of the local body and the need for gradual change to serve the local community.
- 11- The study showed that 58% of the targeted municipalities do not have special tools for involving young women and men in the municipality. This percentage is considered high, so the study recommends the need to institutionalize the participation of young people in the local authority and not limit their role to reviewing the transactions of their relatives.
- 12- Maximization of benefiting from university students and their unlimited capacities.
- 13- Documenting the complaint, entering it into the municipality's departments, obtaining reports to be submitted, and not neglecting any complaint that reaches the municipality. The study stresses that registering complaints and following up on them by municipal employees should be enhanced, even if the complaint contradicts the municipal employee's point of view or interests.

- 14- The local authority needs to pay attention to maintaining the halls, maintaining their sustainability, and cleaning them. Also, there is a real need to strengthen citizens' sense of belonging when using these halls since these halls are public property. In addition, these halls should be opened to all SA and community participation activities.
- 15- It is necessary to empower municipalities to overcome the conflicts resulting from power relations among the participating on the basis of economic class, education level, age, or gender. Plenty of data unveils the lack of methodologies for municipalities to deal with power relations, which means that not everybody can equally participate and influence the decision-making process. Therefore, this research stresses the necessity to develop methodologies to deal with power relations resulting from the employees' diversity and various social backgrounds. This could be achieved by providing training and facilitating social interaction.
- 16- The municipality follows up with the MDLF to provide systems that only the municipality can operate.
- 17- From the weak environment that incubates SA and the obstacles that surround SA, we can conclude that there is a weakness in the internal structure of the process of SA. Thus this research recommends social transformation, which can act as a lever to produce an organizational structure to elevate SA in municipal systems.

Not only the political division created a state of confusion in the political order, but it also caused a state of imbalance in the social system and the level of political participation of the various social groups. The sense of frustration kept women and youth away from local and political participation. Many observed a decline in political

participation, particularly among young people, women, and people of special needs. This situation constitutes an additional challenge for Palestinian civil society institutions. Above all these complex circumstances, Palestinian people suffer from the ongoing Israel occupation that subjugates Palestinians to its unjust policies and inhumane practices, disrupting the peace process. All this hinders political participation due to the shadowing feeling of frustration and the sense of powerlessness.

The weak political participation of citizens negatively affected the role of Palestinian civil society institutions. The main problem that this study aims to examine is the weakness of SA mechanisms that are supposed to provide solutions for the community demands and the necessary amendments for the programs and policies of the local government bodies. The policies and programs that are shaped by the feedback lead to the implementation of SA mechanisms via effective methodologies and structured tools. However, the state of national division and the absence of basic institutional bodies such as the Legislative Council have generated a state of confusion in the Palestinian political arena, creating a hostile environment in which SA cannot be exercised effectively.

This reality posed a great challenge for local government bodies and citizens as well. On the other hand, the absence of elections and democratic practices in the local government bodies' work environment is another challenge for the Palestinian National authority's institutions in general and the local government sector in particular. However, the National Palestinian Authority has adopted the National Policy Paper, which provides for enhancing SA in PA institutions and local units in particular. Besides, the National Agenda 17- 22 confirmed the adoption of the SA strategy,

stemming from its belief in the importance of building a state characterized by institutions and law and established on democratic, civilized premises that keep pace with developments in the modern world. The absence of institutional references such as the parliament and the weakness of local civil institutions are obstacles to achieving those goals.

Citizens' dissatisfaction with the performance of the local government is highly associated with the negligence of their needs and demands to hold government officials accountable. By providing access to important information regarding the rights and privileges of the citizens and adopting a methodology to get effective feedback, it is possible to offer the opportunity to strengthen the SA tools and mechanisms and then to listen to the demands of the citizens and reposed in accordance with the public and genuine interests of the citizens.

Civil society strives to achieve more progress and development, and to maintain the level of good performance and provide adequate services that meet its aspirations and needs, it is important in democratic societies for states and their governments to ensure broad measures in their public policies and plans that define their commitment to the principle of SA from the moment the issue is determined until achieving Change.

In this regard, it should be noted that the success of accountability initiatives also depends on the capacity and effectiveness of the government on the one hand and the availability of effective mechanisms and tools for SA on the other hand. As SA initiatives become useless if the organs of power collapsed or were ineffective, and therefore the ability of the general administration of government and investment to develop capacities must be activated to become more responsive to the requirements of

citizens and society. The concept of community accountability is closely related to participation, especially citizens and civil society, and this is what distinguishes SA from traditional accountability mechanisms.

In many cases, citizens, communities and civil society organizations not only participate in SA activities, but also go beyond them to start controlling them. While many participatory approaches focus exclusively on the individual, societal accountability mechanisms broaden opportunities for participation at the macro level; ensure the participation of citizens, civil society and even local communities in analyzing and / or formulating national budgets and linking the results of participatory monitoring to budget and governance issues in public services, etc.

SA has important implications for equality between groups of society, women, youth, and people with special needs, as women, youth, and people with special needs are underrepresented, especially at the leadership levels in LGUs, and this political marginalization weakens the ability of women, youth, and people with special needs to contribute and influence the advancement with their interests and defend their basic rights.

## **1.6 Justifications and Importance of the Study**

The researcher has a special interest in the subject of community accountability and its importance in providing a supportive and enabling community environment that is characterized by justice, and sophistication and that would improve the quality of life. The environment and nature of the work of the researcher throughout his work experience in the development sector is an important reason in choosing the issue of

community accountability for research in order to develop community accountability and devise appropriate mechanisms and tools to practice in practice. The following main justifications of this study

1. Confusion with the understanding and practice of the role and importance of civil society institutions: Civil society is confronted with perceptions in terms of its social, national, and structural roles.
2. The previous studies indicate that there is a clear lack and weakness in the practice of effective and effective control and SA practices, especially in the absence of the Palestinian Legislative Council as a result of the state of division. The researcher conducted a field research study of the practice of community accountability in the towns of Arrabeh and Anabta as a case study between the great efforts made but need to be institutionalized, organized and activated.
3. The manifestations of corruption: The prevalence of cases of corruption and cronyism and the abuse of office and authority in Palestinian society.
4. Lack of scientific studies specialized in SA in the context of the work of the civil society institution: the absence of a scientific study examines the problem of the role of SA in the construction and development and work to build a democratic Palestinian civil society.
5. Institutional weakness of the level of practice of social accountability: Weakness of tools and methodologies of community accountability as a result of the disruption of institutional and democratic frameworks in Palestinian society and necessary to achieve the goals of sustainable development.
6. General Frustration: The state of frustration experienced by the Palestinian people due to the delay in achieving their national goals of independence and

freedom and building its political, social and economic entity as the rest of the peoples of the world is a negative feeling that will affect the motivation necessary for participation, initiative and constructive action.

7. Historically, Palestinian civil society, with its grassroots and national institutions, is the primary sponsor of societal accountability. Experience has proven the commitment of civil society to this democratic process in the different stages of civil society development.
8. Due to the legislative intuitions, weak communication between the citizen and the local authority, and the citizens focus on the issues that belong to him only without the public aspect.

### **1.7 Recent Study Verifies SA Gap**

Latest MDLF assessment report (The reality of SA in 39 LGUs in the northern West Bank) March 2021 assessed implementation of AS tools as Tracking Public Expenditure Surveys, Palestinian Local Authorities Portal, Participatory budget, Citizen's budget, Measuring the citizen's satisfaction with the services provided, Community Scoring Card, Citizen Service Evaluation Questionnaire, and Citizen Charter. This study showed that 69% of the targeted LGUs considered that the use of the SA tool has positively affected various aspects of the municipality, such as choosing projects, identifying the most urgent problems, setting priorities for projects and programs, thinking before each spending process in achieving personal accountability for each individual, on the other hand the level of innovation tools New, or rather working with other tools, it is a good standard.

On the other hand, the study indicated that 30% of the targeted municipalities did not feel the actual benefit from the application of SA or one of its tools. This aspect included the municipalities of Jaba, Beita, Jenin, Jayyous, Zita, Silat Al Dhaher, Asira Al Shamaliah, Anabta, and Maythlon. The study also showed the obstacles to the application of social accountability, which came as follows: -

1. The absence of an official authorization for a specialized executive employee to carry out the tasks of following up on SA processes.
2. The weak awareness of the LGUs members and its executive body of the concepts of SA.
3. Weak financial resources in the budget allocated for purposes related to SA or community participation.
4. The information gap between the institution and its audience and within this framework the prevailing culture in society and the difference in viewpoints between different citizens.
5. Weak communication between the citizen and the local authority, and the citizen's focus on the aspect that belongs to him only without any public aspect, and thus the weakness of community affiliation.
6. Weak participation of qualified people.
7. The weak contribution of women and youth in social accountability.
8. The citizen's lack of interest in following up on the complaints box.
9. The lack of institutionalization of SA in LGUs.

This report ensured the research problem identifying the gap in institutionalization and activating different CSOs CBOs as main actors in activating SA processes, and having complementary model regarding this activation.

“Accordingly, the report recommends institutionalization of SA process in LGUs, and enhancing local CBOs and CSOs, and community participation, allocate budget for SA. That encourages entering into a process of social transformation capable of creating an internal environment based on a harmonious understanding of social accountability, and that constitutes a lever to produce an organizational structure that constitutes a lever for accountability work in municipal systems.”<sup>26</sup>

## **1.8 Challenges of Study**

Generally, as relatively new concept practiced in Palestine, SA faced several cultural and structural obstacles, difficulties that resulted considerable deviation of the planed programs. The following may present main challenges that SA faced in the LGUs sector.

1. Raising the degree of concern of local administrations, especially about the method that will be adopted in evaluating their performance.
2. It is difficult to determine who is responsible for the results, as the local authorities are not the only ones responsible for the outputs.
3. Neglecting objective obstacles and challenges and adopting personal goals in the accountability process.

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<sup>26</sup> The reality of SA in 39 LGUs in the northern West Bank), MDLF, March – 2021. P (30).

4. The difficulty of measuring the outputs and the effects of development processes due to the large number of players and the diversity of influencing factors.
5. Different visions in identifying priority issues in the local community and building programs and needs on unrealistic bases such as the desire to invest in external financing opportunities.
6. The unexpected gap of power between the two sides of social accountability.

The achievement of the goals and objectives of SA will inevitably lead to the realization of benefits that can be achieved.

It is felt by local development workers and community leaders. And knowing the negatives, the leaders of local authorities face a strong challenge in employing their capabilities, and skills to adopt SA as an important system that achieves major benefits through exerting more efforts and being accurate, activating community accountability mechanisms, and opening horizons for participatory thinking and troubleshooting. And its dangers and benefit from the feedback data to avoid the negatives.

## **1.9 Research Objectives**

The main purpose of this study is to analyze the concept of SA in the context of Palestinian civil society with regard to the role of these organizations in promoting community peace and developmental and national goals.

This study aims to:

1. Reveal the opportunities through which community accountability can be enhanced in the context of the work of Palestinian civil society institutions.

2. Provide a realistic model of SA that can be achieved and practiced in Palestinian society.
3. Providing a scientific study that explores the possibilities of developing a model of SA that forms the basis for achieving the sustainable development goals in the Palestinian society.
4. Creating a thinking environment that stimulates the scientific debate to promote the concept of SA among the Palestinian government and civil society.
5. Promote SA dialogue within PSC organizations to achieve further and more advanced SA programs.
7. Enhancing SA within governmental and official level by presenting relevant and applicable models that has been exercised in other countries like, India, Indonesia.

## **1.10 Research Methodology**

### **1.10.1 Research design**

The study adopts an analytical research approach because it relies on abstraction, hypotheses and theories rather than tests to understand the meaning that was built on the concept of SA and civil society. Applying a systematic process to discover, develop and refine theories and research to explain this phenomenon and its role in strengthening SA mechanisms. The researcher will work to implement a workshop involving stakeholders in the concepts of civil society and community accountability to discuss the most important results of the research to come up with proposals, recommendations and realistic research results that translate in practice on the ground.

The analytical research approach has been used in examining the role of PCS in activating SA mechanisms, focus groups and interviews will be the main tool to gather and analyze information.

An objective sample to be used by snowball technique, the relations between the respondents in the study community is used to identify the researcher with other suggested sample members.

### **1.10.2 Research Sample and Population**

Aiming to analyze the stated research problem roots, reasons and effects in order to achieve the objectives of this research, three levels will be targeted.

- 1- Ten representatives of Civil Society Organizations specialized in human rights in general and SA in specific decision makers and strategic key persons who are responsible in strategizing their visions and missions in enhancing SA and dedicated to these missions. Five intellectual scholars and experts involved and related to SA programs.
- 2- Twenty field coordinators and workers and SA members who are responsible upon implementation of these strategies into interventions and able to reflect on the degree of achievements and impact of these objectives achievements.

### **1.10.3 Research Tools**

**In-depth interviews:** The research questions that were prepared in advance will be asked on the sample of the study. Participants will be asked to answer these questions

without interrupting the participant, but will be given the freedom to answer the questions.

For further verification selected focus group of Civil Society Institutes representatives and experts will have asked to reflect on the results of the interviews and questionnaire

### **1.11 Research Questions**

This research seeks to answer one key question and several sub-questions: The key question is: **To what extent has Palestinian civil society promoted social accountability?**

#### Research sub-questions:

1. What is your understanding of SA and its role in the development of Palestinian society?
2. How do you see the importance of the role of SA in the process of building and development and achieving national goals?
3. How can SA be a practical, temporary alternative in the absence of the Legislative Council?
4. Do civil society organizations provide appropriate opportunities to improve the environment and mechanisms of social accountability?
5. Do civil society organizations provide practical models of self-accountability and mutual accountability that give the public the opportunity to hold civil society organizations accountable for their obligations and behaviour?
6. Can SA be a potential means of monitoring the work of a government institution in implementing its plans and commitments?

7. What actions are required to ensure better compliance with the outputs of the accountability process?
8. What are your suggestions to activate the role of SA to achieve national and development goals?
9. How can SA be developed to enable the public to follow and prosecute official government agencies?
10. What would you like to make of proposals for SA to be a realistic opportunity for community development and national goals?

This research seeks to answer one key question and several sub-questions: the main question is: To what extent Palestinian civil society has promoted social accountability?

### **1.12 Research Limitation**

**Spatial Limits:** West Bank Palestine. Covering north south and middles areas.

**Time Limits:** The research will cover the period from 2012-2021(the period in which SA programs implemented in Palestine). These period SA interventions has been practiced intensively in Palestine, GIZ program started in 2012 in continues up to the current moment, MDLF is considered the implementation national agency dedicated to this program.

### **1.13 Research Terms**

SA Social Accountability, PCS Palestinian Civil Society, PLC Palestinian Legislative Council,

## **CHAPTER TWO**

### **CIVIL SOCIETY IN THE PALESTINIAN CONTEXT**

**It is understood, if there is any concept that the god of light will come out at the end of our discussion and not at its beginning, Frederick Jameson.**

#### **2.1 Introduction**

Civil Society speaks about networks of voluntary contractual relationships of individuals or groups within the community to achieve the goal or goals. Outside the framework of the official authority in the space of democracy and the exercise of the act of peaceful, there are organizations, labor and professional unions and contractual relations in the form of popular political parties and movements.

Civil society includes all forms of contractual relationships for individuals or groups in the form of networks or non-governmental institutions such as unions, associations, parties and movements. Political parties and movements are all political parties, movements, and Palestinian political organizations of various names, which practice political and militant work in the Palestinian territories.

Syndicates and unions are an important part of civil society organizations, on the basis of professionalism and specialization or on the basis of the sector, for example, the Syndicate, the Struggle. Or the Industrialists' or physicians' Association. Non-governmental organizations (NGOs): are all bodies and societies that are established to achieve a goal or a set of goals and target a specific segment of the community's members.

Charitable societies work to provide charitable and relief services for various marginalized groups. They are part of the non-governmental organizations and they are weak from the Palestinian people.

International organizations work in the Palestinian territories to achieve the goals they are linked to. They are non-Palestinian foreign civil organizations with the help of the Philosophical People or one of its groups in specific areas.

Donor organizations are the international organizations that provide funding grants to support the programs of Palestinian civil society institutions. These organizations are divided into government-affiliated, non-governmental organizations. Direct or indirect, in kind or cash, and international non-governmental donor organizations that receive their funding from various sides. Volunteering is a non-profit contribution that individuals make for the well-being of the local community.

Paradigme is a set of interrelated concepts and principles in text or speech, express or implied, with each other, or substituted for each other and morphically with each other.

Theory of Divine Right and the Social Contract The theory of “Divine Right and the Social Contract” has developed the theory of civil society in its classical era. “Or Enlightenment for nearly a century by many philosophers and intellectuals: Jean-Jacques Rousseau, Montesquieu, Baruch Spinoza, Thomas Hobbes, Bovendrof, and Grotius. The theory says that man has passed two cases during the life cycle of nature; the first when he was according to live by the laws, and the second when he seemed to live within the community and behave according to Dwab.”

The term hegemony was associated with the Italian philosopher Gramsci, and the term gained meaning, “contributed to the development of the concept” of intellectuals and civil society. The concept of hegemony, when it is intended as tools, is transferred to control if non-ideological or cultural tools are used. “Economic, administrative, or military” to perpetuate the existing power. Gramsci goes into his theories until he realizes, saying that the working class can only reach the authority “think of cultural hegemony” over society.

## 2.2 Civil Society Concept

“Civil society is bound to the modern state, as it replaced the virtuous society in political philosophy, where the talk has become about indirect relations mediated by civil society institutions where the concept of civil society was associated with the emergence of the bourgeoisie in Europe in the seventeenth century AD, and with increasing numbers. *“The trend towards democracy has emerged the call to give a lot of attention to civil society, and with the spread of the liberal political and economic transformation was discussed by many thinkers. Globalization thinkers such as Platon and Aristotle, then Hegel, Marx, Tocqueville, and Gramsci, then the philosophers of the Enlightenment from John Locke and Hobbes Muniskio and other philosophers dealt with the concept. Hegel defines civil society as “that social and moral space. They are not competing for their own interests to fulfill their needs. The reality between the family and the state, and society includes individuals.”*<sup>27</sup>

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<sup>27</sup> Saad Eddin, I. (2000). Civil society and democratic transformation in the Arab world. Quba Printing House- Cairo, p.2.

In Palestine, the term "non-governmental organizations" is used to refer to a wide range of non-profit non-governmental organizations or institutions, which work voluntarily in humanitarian, social, developmental or educational service fields.

*"The concept of civil society changes with the change of the ideological position of the speaker. The liberal concept of this term differs from the social-democratic concept, the radical democracy, and more recently the Islamic concept. It also takes forms in the imagination of elites that differ from Western Europe and the United States of America, where patterns of civil society have been achieved. Liberal democracy, where the debate takes a turn that defines the distinction of civil society from mere democracy. Whereas, more direct forms of political participation are sought from parliaments, especially at the level of local initiatives for citizens, as in Germany, Environmental Protection Organizations, at the level of parents in alternative education schools, or at different levels of women work."*<sup>28</sup>

*"The number of civil organizations at the end of 1999 reached about 1750 organizations that can be classified as follows: Charitable and cooperative societies (which are the oldest in Palestine) and are affected by the traditional structure of Palestinian society, mass organizations (interest groups) such as women's organizations, trade and professional unions, and development organizations."*<sup>29</sup>

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<sup>28</sup> Bashara, A. (1996). A Contribution to the Critique of Civil Society, Muwatin - Palestinian Institute for the Study of Democracy, Ramallah. Page 28.

<sup>29</sup> Ibid.

Civil society is a western concept, which was involved in building and formulating schools of thought through different historical stages. Starting with Aristotle Thales, a multiple ideology, which he used as a tandem of the state, all the way to Antonio Gramsci, who developed this concept as a superstructure that performs a directive rotation of power.

Plato saw in civil society a system that contained both the independent space of voluntary groups and a general commitment to common standards such as respect for freedom and the rights of individuals who live in a society based on civic virtues that includes these rights, and therefore Plato's Republic was seen in such arrangements are unacceptable things, as this independent space that acts as a buffer against the authority of the state will make it difficult for the state to has a central role in coordinating the activities of the different classes, so that the common good for everyone can be achieved. Therefore, Plato said that civil society is a negative thing in the state, as the existence of a separate or independent space represented by civil society may impede the ability of the philosopher ruler to educate citizens properly, and then manage their affairs appropriately.

Perhaps it is a great irony that the compound of the term "civil society" is based on its popularity, circulation and use as an analytical tool to explain large transmission processes that many societies have known, it is a compound that you do not find in any of the large scientific dictionaries or in any of the known encyclopedia circles, an absence that may be the direct cause in the diversity of uses of the concept and the multiplicity of contexts in which it is invoked. This made it appear somewhat cloudy and foggy and therefore difficult to determine.

With the decline in the role of the state in the economic, social and cultural fields, and the dominance of capital and the private sector over the joints of the public life of states and groups, as a result of the great growth in this sector, a widening gap between society's segments has been produced. Several international institutions and bodies have been helping non-governmental organizations to carry out activities that complement the role of the state, which has encouraged more collective initiatives to form organizations and associations with various goals, the Arab countries and third world countries in general have known in recent decades a remarkable movement in strengthening and expanding the collective fabric that attracts individuals to engage in organized collective work and activities that are mainly based on volunteering in the economic, social, religious, legal, cultural, environmental and sports fields to achieve societal goals, independently of the state, and within the framework of laws related to civil societies and organizations. In some Arab countries, these societies are known as civil society, while they are known by international institutions, and in modern Arabic writings as civil society or non-governmental organizations (NGOs).

Historically the concept of Civil Society had been one of the most arguable concepts along the modern history. Although the principles of civil society had its common pillars agreed on by social theorists, I can argue that most of the scholars agreed that the concept of civil society had been cultured along with nations backgrounds, taking into consideration the subjective contexts the concept of civil society developed throughout. "The concept of civil society changes as the ideological position of the speaker changes: the liberal concept of this term differs from socialist democratic understanding, from radical democracy, as well as from Islamic understanding. In the Third World, it also takes forms in the imagination of elites that

differ from it in Europe and the United States of America, where patterns of liberal democracy were achieved.”<sup>30</sup>

*“The civil society is a principle player in the field of social accountability. The capacity of CSOs and their legitimacy in the community are deciding factors for the success of SA mechanisms.114 CSOs usually offer the context in which citizens get organized to participate in SA mechanisms. According to the National Development Plan 2011-2013, the PA commits itself to expand the role of civil society in extending oversight on the performance of public institutions with regards to their accountability and service delivery.115 This commitment from the PA, the supreme national authority, backs-up the implementation of SA by CSOs. CSOs are governed by the Charitable Societies and Non-Governmental Organizations Law No 1 of 2000 under which the Ministry of Interior (MoI) is responsible for registering NGOs.”*<sup>31</sup>

It’s clearly noticed that the state and civil society had been structured along with nation’s sociopolitical and economical forms in every community.

*“We should not forget for a moment, and since the first step in touching the civil society, that society and the state are Siamese twins, in the sense that what made it possible to distinguish society is the distinction of the existence of the*

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<sup>30</sup> Bishara, A. (1996). A Contribution to the Critique of Civil Society, Muwatin - Palestinian Institute for the Study of Democracy, Ramallah, page 51.

<sup>31</sup> The Potential of SA Interventions in Local Governance in Palestine, Prepared By: CARE-International in Egypt Commissioned By: GIZ-Palestine January 2013, page 19.

*state, i.e. crystallization of the state as a free-standing entity in absolute monarchy.”*<sup>32</sup>

Saad Eddin Ibrahim considers civil society organizations as schools for political upbringing on democracy in terms of training their members to adhere to membership conditions, rights and duties, participate in public activity, express opinion and listen to the other opinion, vote on decisions, participate in elections and accept results, in addition to being groups of interests that develop and defend these interests in the face of competitors and opponents, they are committed to the peaceful management of difference. On the Palestinian side, not everyone agrees on the role that NGOs play in the democratic transition process. Azmi Bishara requires that it be transformed into a diagonal national power that expresses interest not only in its partial issues but also in issues of a general sociopolitical character.<sup>33</sup>

As political parties, differ from the civil bodies. Political parties, as described by André Horio, are permanent organizations that move at the national and local level in order to obtain popular support to reach the exercise of power in order to achieve a certain policy. They play important roles due to their ability to organize and recruit the masses. Politically educating citizens, training cadres capable of leading national action, developing social and economic trends and programs, leading the masses to implement them, and finally criticizing authority, Civil Society puts the interest and pains of the whole society as its mission. Not only ideological based groups have their political principals.

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<sup>32</sup> Ibid, page 51.

<sup>33</sup> تيسير، محيسن. (2001). التنظيمات السياسية والمنظمات التطوعية في السياق الفلسطيني. مجلة رؤية، العدد (13).

*"Civil society is the group of political, economic, social and cultural institutions that work in its various fields. In order to meet the urgent needs of local communities and in the independence of civil society, they are civil institutions that do not exercise authority, and do not relate to the authority of the state, that is, they target economic profits, but they have a political role is to contribute to influencing the public policy-making process, and formulating decisions from its location outside government institutions. The conflict between the regimes is the issue of regulating political borders and institutions of civil society over their political role, indicating that competencies in the public sphere are still unresolved in the policies and orientations of many countries."*<sup>34</sup>

*"The concept of civil society changes as the ideological position of the speaker changes: the liberal concept of this term differs from socialist democratic understanding, from radical democracy, as well as from Islamic understanding. In the Third World, it also takes forms in the imagination of elites that differ from it in Europe and the United States of America, where patterns of liberal democracy were achieved."*<sup>35</sup>

It became broadly known that Civil Society is the area that the government and private sector leaves to be filled. When it comes to global concept of Civil Society there is authentic variety in the concept related to the local culture,

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<sup>34</sup> Hassan, E. (2017). Civil society, the state, and democratization: a theoretical and conceptual framework, Parliamentary Handbook Series, second edition. Page 8.

<sup>35</sup> Bishara, A. (1996). A Contribution to the Critique of Civil Society, Muwatin - Palestinian Institute for the Study of Democracy, Ramallah, page 44.

*“Civil society is widely understood as the space outside the family, market and state. What constitutes civil society has developed and grown since the term first became popular in the 1980s and it now signifies a wide range of organized and organic groups including nongovernmental organizations (NGOs), trade unions, social movements, grassroots organizations, online networks and communities, and faith groups.”<sup>36</sup>. “Civil society organizations (CSOs), groups and networks vary by size, structure and platform ranging from international non-governmental organizations (e.g. Oxfam) and mass social movements (e.g. the Arab Spring) to small, local organization’s (e.g. Coalition of Jakarta Residents Opposing Water Privatization).”<sup>37</sup>*

### **2.3 Civil Society in the Palestinian Context**

It became clear that the world is witnessing a new stage in its history, with its dramatic transformations at all levels, and our region lies at the heart of these accelerating transformations. The economic crises worsened globally, especially after the spread of the Covid 19 pandemic that swept the entire world, and came as an economic catastrophe threatening the human community and its stability at a time that prior to that posed the threat of climate change and the failure of the wave of democratic transformation in our Arab countries, and the attendant and resulting wars and power interventions by foreign countries, which led to a comprehensive deterioration and caused great damage to the structure of economic and social societies.

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<sup>36</sup> World Economic Forum – WEF, (2013). The Global Competitiveness Report, <https://www.weforum.org/reports/global-competitiveness-report-2013-2014>

<sup>37</sup> Cooper, R. (2018). What is Civil Society, its role and, value in 2018? University of Birmingham, UK. Page 2. [https://opendocs.ids.ac.uk/opendocs/bitstream/handle/20.500.12413/14242/488\\_What\\_is\\_Civil\\_Society.pdf?sequence=1&isAllowed=y](https://opendocs.ids.ac.uk/opendocs/bitstream/handle/20.500.12413/14242/488_What_is_Civil_Society.pdf?sequence=1&isAllowed=y)

At a time when our Arab societies are subjected to these tremors, the Palestinian homeland has remained under the weight of the Israeli occupation. Rather, the pace of the practices of the Israeli occupation in implementing its policies accelerated, especially after the announcement of the deal of the century declaration by US president Donald Trumb, and the recognition of the United States and a number of countries in Jerusalem as the capital of Israel, the annexation of the Jordan Valley region, and the pressure on UNRWA by stopping American fund as a kind of pressure to abandon the Palestinians rights of return for refugees, which led to the disruption of the peace process. These influences came above the suffering of the Palestinian people from the conditions of division, its social and political effects, the absence of the Legislative Council, the increasing economic burdens that put pressure on the Palestinian people, the high unemployment rates, low growth rates, and economic complications resulting from the Paris Economic Treaty between the Palestine Liberation Organization and Israel, the decline in treasury revenues, lack of external financing, and the additional challenges and burdens that negatively impacted the life of the Palestinian citizen. These factors created serious tension within Palestinian political situation, which was reflected in Palestinian internal socio economic and political life, Palestinian civil society continued its struggle to achieve Palestinian democratic regime and freedom.

Rich historical legacy of charitable and voluntary work, the principles of the independence document (PLO declaration Algeria 1988), the Palestinian statute, the goals of the national agenda 17-22, codes of conduct, plans of networks of NGOs, Law of charities of the year 2000 and literature of NGOs. All mentioned references considered as the legitimate background that constitutes Palestinian Civil Society Organizations in the Palestinian society.

Palestinian civil society with its various components and institutions, in its relentless pursuit and struggle to achieve its goals in building a Palestinian civil and democratic society that governs the rules of good governance, promotes integrity, transparency and accountability, social justice and the rule of law, plays a leading role in defending human rights and working to enhance its flexibility.

Many are the terms that are filled with Arab political discourse that are repeated every day, and they form a large part of this discourse but without being rooted in our culture or in our political awareness, terms that interjected intercourse and came as imported as we imported ideologies, ideas, goods, science and technology. Among these terms: civil society, civil organizations, human rights, democracy, the state of right and law ... etc. Even if these concepts were successful models in the societies where they were born, Palestinian context and socio political environment has its own privacy and specialty since it has different circumstance, factors, and cultural forms.

The defect is not in these terms and what they refer to of the connotations and what they belong to from intellectual systems or political systems, but rather the defect in who imports these terms, and deals with them as if they are goods that can be imported and exported and that they are valid for every time and place without trying to localize and customize these concepts and implement the mind to environment these terms and intellectual systems that they refer to, so that they are appropriate for the historical, thematic, and cultural particularities of the importing community.

*“There is no doubt that many say the universality of thought and the universality of values and political systems, as long as their validity has been proven, in light of their success in developed countries, and therefore, they say*

*that human rights, civil society, democracy, etc., have one definition, and that their exercise must be the same in all countries and its ideal model is Western Form.*”<sup>38</sup>

These people interpret approaches that talk about societal cultural peculiarities, which justify the multiplicity of concepts and the multiplicity of practices in relation to the terms referred to and the like, as an attempt to empty these principles from their true significance, and thus evading the payment of their entitlements. This saying is not without validity in one case and it provides an element of ill. The intention is for those who deal with these principles from their importers, so that these seek to employ these values and principles to an ideology in which they numb the masses and pull the rug out from under the feet of the true advocates of progress and political modernization.”<sup>39</sup>

However, it is in principle and from what is scientific from the perspective of political sociology, that any political theory and any political term or concept and any political thought in general, does not take its credibility or become scientific without being the result of a specific or expressed social or cultural environment that is the product for historical and objective conditions and the change of these conditions, and otherwise, this theory or term or thought will lose its related practice of scientific knowledge and consequently its universality, because it turns into a separate thought from reality.

If civil society, language and convention, knew transformations in the intellectual system that produced it, then the issue of Arab civil society became problematic. As it

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<sup>38</sup> Abdul Majeed, W. (1990). Democracy in the Arab World, The Arab Future, No. 138, August 90 p. 82.

<sup>39</sup> Ibid.

was added to the lack of precise definition of the term, the Arab societies have varied in terms of the soil to which this term will be cultivated. Is civil society thought and practice as it was known in the West, where it was born, brought up and taken its significance throughout the history of the West, is the same civil society that Arab intellectuals talk about and aim to form in their societies? Do Arab intellectuals and politicians agree on a single vision of civil society? Is it possible to talk about an Arab civil society at all or about Arab civil societies that differ according to the degree of political modernization and the extent of progress in the field of democracy in every Arab country?

Finally, if it is permissible to talk about an Arab civil society, what is the state of Palestinian civil society? What are the common denominators between the constraints that constitute Arab civil society before independence, and that constitute Palestinians and Palestinian civil society at the attempts to establishing their state?

A conceptual approach to civil society and some Arab intellectual approaches in this regard. The field does not allow for a return to the early beginnings of the emergence of civil society as a reality and understandable circulation, but it can be pointed out that the beginnings of the circulation of the concept of civil term, was in the West - specifically with the theorists of the social contract - (Thomas Hobbs, John Locke, Jean-Jacques Rousseau and Montesquieu). At the beginning of his deliberation with Thomas Hobbs, because CS was the opposite of pre-state society, that presented, the life of the law of the jungle.

*“However, with the passage of time and with the distinction that began to appear between the state as a political apparatus and society as activities and*

*interests, the concept of civil society began to denote what distinguishes the activities of society from political power. It allows individuals to be able to benefit from public goods and benefits without the interference or mediation of the state.”*

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## **2.4 Civil Society and its Relation with the Government**

Generally, government powers are exercised in practice is not the evidence point. The point is that they can be tested at any time.

*“CSOs have an incentive to meet the demands of the relevant ministries and avoid doing anything to invite sanction. Suspension and fear lead to self-censorship and creation of self-enforcing norms that encourage and facilitate accommodation with the state and discourage conflicts and confrontation. This is repression by other ways and means. The result is that civil society is considered as a key driver of Middle East democratic modernization.*

*Recently Palestinian Central Bureau of Statistics report declared that 3,339 CSOs spread over Palestine.”<sup>41</sup>*

About 57% of these organizations operate only in a confined area, such as a single village, a city in which they are based, or in some cases, a district or a governorate. The other 43% of CSOs are working within a whole region or across the whole of Palestine. The distribution of activities suggests that, even if all organizations define themselves as “NGOs” and compete equally for funding, almost 60% of these organizations are

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<sup>40</sup> Badie, B. & Gerstlé, J. (1997). *Sociology politique*, Paris: presses universités de France, p. 105.

<sup>41</sup> Palestinian Central Bureau of Statistics “PCBS”, (2017). *General Census of Population, Housing and Establishments*, Page (53).

defined more as “community based organizations” (CBOs) or as self-help groups set up by a group of individuals who aspire to solve local problems and improve the situation of their local communities. Only a small number of organizations concentrate their work on one sector of activity, others work in a minimum of 2 or 3 sectors and at least half of the organizations address 4, 5 or even more sectors. The lack of specialization by CSOs is an issue of concern. Unless an organization is very large and has been established for some time, it is unrealistic to have the needed technical capacity to engage in many sectors, which would require the accumulation and production of specialized knowledge.

### **Main findings**

Historically speaking CSOs must fill the gap that the government leaves behind, Palestinian case is special since the government of Palestine is still struggle for independence yet, that’s why the Civil Society Area has an unclear zone, because of the occupation and its conditions, that led to huge diversity in PSC Palestinians Civil Society, CS in Palestine consists of large number of organizations that work in different fields, both from the point of their social economic reasons and type of functions. It’s clear that lack of an overall strategic vision lack of a common perception of the roles that civil society can assume is main weakness. Other difficulties and weaknesses are related to the tendency of civil society to remain limited in service delivery function (thus frequently losing the resources, opportunities and spaces for engaging in local governance, and policy dialogue. Limitation in service delivery function alone affects the core of development processes, a better professional representation of people needs Challenges and dynamics, their relations with communities, and the relationships with

acting donors and political bodies, which are characterized by dependency and sometimes a miss defined relationship with both parties. CSOs' challenges and problems are the result of internal relations and dynamics (such as those related to internal governance mechanisms) and external ones (those which derive from lack of social recognition or from a partially unsupportive legal framework). Based on these dynamics it is possible to identify some needs that should be considered in fostering a stronger engagement of CSOs in policy, LGGs and support to development.

There is a prevalent situation of self-isolation by CSOs, which tend to concentrate on their own functioning. Competition often exists among CSOs and in relation with other players (including Non State Actors, NSAs, local authorities, private sector, etc.). There is, therefore, a need to support initiatives establishing bridges among CSOs and between CSOs and other actors, with a special focus on the private sector and local authorities. Here the LGU sector appears as direct relative actor to PCSOs Palestinian Civil Society Organizations.

“Networks, Unions and Palestinian Platforms are, particularly at the national level, a group of actors playing a key role for fostering greater engagement of CSOs in policy dialogue, and in governance approaches. CSOs are still weak and still have an undefined role, leading frequently to conflicts, and competition with member organizations and among “collective organizations.” There is a need for supporting groups, forums, networks, unions and platforms in defining their specific role and exercising their functions accordingly. Such roles would be mainly related to networking, knowledge management, joint policy agenda setting, and representation in local, national and international form. Earmarked

resources should therefore be allocated to “collective organizations” for fulfilling their roles. Existing legal frameworks are not very supportive of freedom of association and for valorizing the action of CSOs; they are also a causal factor for a variety of processes related to internal governance of organizations, their relationships with constituencies and their capacity and orientation to cooperate. A review of the legal framework should therefore be supported, so that a new framework more suitable for supporting the different categories of CSOs, facilitating them.”<sup>42</sup>

Palestinian wide spread as well as sectorial diversity of Palestinians CSOs put special and harder responsibility upon these organizations, these sectors are “rule of law and good governance”, “private sector” and “water and land.” Governance at local and national levels. Good governance and the rule of law is a sector in which a wide experience exists among Palestinian CSOs. Such broad experience can be identified across different areas of interventions:

- The most needed relevant sector related to the conditions of occupation is the protection of human rights. In this area a strong platform exists, involving 14 organizations working in the Gaza Strip, the West Bank and in East Jerusalem. These organizations have been mainly involved in the protection of people from Israeli actions violating human rights, but are also working on legal protection of rights violations by Palestinian organizations and Palestinian authorities. The experiences of cooperation also comprise the Palestinian Ministry of Justice.

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<sup>42</sup> Costantini, G. Salameh, E. & Issa, M. (2015). Mapping Study of Civil Society in Palestine. <https://www.un.org/unispal/document/auto-insert-201171/>

- Good governance, integrity, transparency, the accountability of institutions, and the struggle against corruption. There is a leading actor in this area, which is the AMAN coalition. AMAN was developed in recent years, is cooperating with a wider group of partners, including NGOs and local level CBOs. Other relevant organizations engaged in this area include organizations working on democracy, such as Taawon, Muwatin, and PCPD. A certain overlap exists among these organizations and those working on human rights.
- Citizens' participation in local governance. As already analyzed, a relatively large group of organizations work in this area, from AMAN, to the Civitas Institute in Gaza, to the PCS in Jenin or Pal Vision in Jerusalem and Bethlehem.
- The group of organizations working on gender, and particularly on the recognition of women's rights (family law, personal status law) and on gender violence. Institutions include as – among others – CWLRC. Considering the justice and security sector, CSOs can be involved in playing four main functions which are in fact already involving particularly the organizations engaged in the first area briefly considered above:
  - Raising the knowledge, capacities, and sensitivity of justice authorities and security forces both on human rights and on social dynamics;
  - Informing and empowering citizens so that they would be able to access rights related to justice and security;
  - Monitoring processes and providing information to public authorities.
  - Providing services for increasing access to justice and for assuring citizens' security. Organizations engaged in these areas are mostly well-established and with strong technical and strategic capacities. Their engagement is visible at the

central level, fostering interaction and cooperation spaces with public authorities, as well as at the local level, where they support local initiatives involving small local NGOs and CBOs.

**Recommendations:**

Along with the above study points following specific recommendations are highlighted:

- Extending communication and consultation activities out of central programs. Despite the short distances between cities in the West Bank access to Ramallah is frequently difficult for CBOs (particularly small and local CSOs) situated in the north or in the south of the WB. Creating opportunities for communication and consultation outside of Ramallah would also result in the creation of stronger trust among actors and in a better recognition of the role of decentralized actors, who are partners more than beneficiaries.
- Fostering the improvement of communication among the platforms and networks and the member organizations.
- Fostering the development of “reference” or “resource centers” at the regional level, supporting local CSOs and CBOs already engaged in providing backstopping services to smaller CSOs or to existing local unions, networks or platforms. Reference centers can be provided with documentation and information to be further disseminated and can be assisted in terms of equipment or opening up of local “libraries” for CSOs and CBOs, funding opportunities, etc. Area C.
- Fostering the introduction and testing of new approaches based on CSO engagement in the planning processes at village and “village cluster” levels and

fostering activities for strengthening the role of CSOs in advocating for services and infrastructure at the central government level;

- Supporting the consolidation of existing committees for service monitoring;
- Supporting the consolidation of initiatives based on the cooperation between local authorities and CSOs; and the participation of local CSOs in regional and national unions and platforms.

Logically speaking CSOs and CBOs in Palestine currently face real serious structural challenges that require immediate and urgent respond, it will never be justified to ignore the major gap between community and social basic and real needs, and the type and level of interventions that is taking place on the ground. Palestinian CSOs is struggling to obtain its role in defending citizen's rights and resilience. The conditioned funds controlled them and limited their flexibility. It would be realistic to customize CSOs and its strategies with national challenges especially after the escalation of the peace process, and the vanishing of two state solutions in the scene. It would be beneficial and promising to restructure the way in which civil society organizations work. To be more involved with grassroots rather than elite class. We need more actual and realistic civil society organizations that reflect people real needs and national interests.

## **CHAPTER THREE**

### **SOCIAL ACCOUNTABILITY**

#### **3.1 Introduction**

The world is witnessing a great acceleration in the growing challenges that face humanitarian communities at all levels of international bodies and organizations, regional states, regional and local organizations and institutions, and even include local communities, civil society organizations, grassroots organizations and members of society. The growing economic and social needs of addressing the consequences of the epidemic that has affected all humanity as a result of the outbreak of the Coved-19 (CORONA) epidemic in most parts of the globe have been the catalyst for government programmes, plans and budgets that have been under the weight of the epidemic. This situation in many countries has been in addition to the poverty and unemployment suffered by these societies, declining growth rates, and political instability in many regional and Arab countries in particular.

Humanitarian organizations and relief agencies in the light of disasters, conflicts and humanitarian, to work on implementing many projects that aim to meet the needs and requirements of people. Those affected by these conflicts alleviate their suffering and increase their ability to withstand the effects of the negativity of humanitarian crises, and organizations must, when working to implement their projects, be respected.

The rules and principles of humanitarian work, upon which many obligations are imposed, come first.

Neutrality and impartiality, which is supposed to provide humanitarian aid to those affected by crises without any discrimination based on gender or adapt to need, with priority given to the most urgent needs. And so that the organization is responsible for its actions and its decisions and its use of the authority granted to it towards the various stakeholders, especially the authorities affected by the exercise of that authority with the possibility of being held accountable by them, which is now known as accountability process.

The concept of accountability for affected communities, which takes place focusing on the effective participation of those affected by crises and humanitarian disasters in choosing projects that can contribute to meeting their basic needs, in addition to enabling them to monitor the work of humanitarian organizations by explaining the weaknesses and errors of the projects.

“The implementation or negative practices that may be issued by workers within the organization's cadres, as supposed that the organization share information about its projects. The success of humanitarian organizations in implementing the accountability system for affected communities is its previous concept. The extent of the organization's ability to obtain data from the achievement of its goals is intertwined people affected by disasters and crises and who seek to meet their needs during various stages of work, as organizations must, before starting to implement their projects, conduct a comprehensive evaluation to meet the needs of different groups affected by crises (men, women, boys, girls, elderly, people with special needs) with the aim of which you should work on. Identify the most prominent requirements of these groups and identify

the most urgent needs then meet them and thus enable the organization to work on the design of appropriate projects to meet the needs and choose the best ways to do so. And reach the most vulnerable groups.”<sup>43</sup>

It is clear to anyone what that Palestinian people suffer with all their political, social and economic components from successive shocks, which are the continuation of the division and the cessation of the peace process, the continuation of settlement and confiscation of land, and the continuation of the policies of occupation by attacking property lands, the last of these tremors came with the announcement of the deal of the century by the United States President Donald Trump and Prime Minister Benjamin Netanyahu of Israel, which was rejected by the Palestinian leadership. It has further complicated the already stalled peace process. The Palestinian people are suffering from the consequences of this deal, which consisted of declaring Jerusalem as the capital of Israel and the recognition of the United States of America and a number of countries, as these countries moved their embassies to East Jerusalem as an expression of this recognition. The Israeli army has been in a state of emergency since the beginning of the Palestinian-Israeli peace process in 1991.

Palestinian Local Government Units LGUs play an essential and important role in managing the public affairs of the Palestinian communities and managing basic services for local communities. The Ministry of Local Government has taken on its responsibility since the PA organized the local government sector through various programmes, and SA and transparency in the work of local bodies have been important programmes that the Ministry and the MDLF-Municipal Development and Lending

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<sup>43</sup> <http://www.indicator-s.com>.

Fund have paid special attention to, as the process of SA has been associated with strengthening the ministry's oversight role. The Ministry led the National Committee for Social Accountability, which included a number of relevant and specialized NGOs, and other SA stakeholders.

### **3.2 Concept of Social Accountability**

SA Concept and Practices: Accountability can be defined as the ongoing dialogue and relationship between policy makers and citizens as well as the reciprocal control of government institutions. Accountability implies both the obligation of the state to account for its action, as well as the citizen's right to hold the state accountable. Accountability refers to the relationship between the ruler and the ruled, respectively the elected representatives and the voters.

Accountability can be defined as the obligation of power-holders to account for or take responsibility for their actions. "Power-holders" refers to those who hold political, financial or other forms of power and include officials in government, private corporations, international financial institutions and civil society organizations." Accountability is one of the basic elements of United Nation Accountability by law published by UNDP

"Accountability: is an obligation to demonstrate action that it may perform in accordance with agreed rules and criteria"

**UNDP:** "Broadly defined, accountability is the obligation of power-holders to take responsibility for their actions. It describes the dynamics of rights and responsibilities that exist between people and the institutions that have an impact

on their lives, in particular the relationship between the duties of the state and the entitlements of citizens.”<sup>44</sup>

**AMAN;** “SA can be defined as a practice that builds an approach relies on control and accountability of ordinary citizens or civil society organizations from participation as a form of civil participation, as it has been directly or indirectly controlled by the oversight of control. In other words, it is the official demand of the authorities and those who manage public affairs by the citizens to justify, and clarify their decisions, their actions and their reports, based on the implicit social contract between citizens and their representatives and their agents who delegated them within the framework of democracy, pursuant to the basic principle of the democratic principles that are dominated.”<sup>45</sup> I came to the conclusion as my research brought out; I found the concept social accountability along with Palestinian context and practices mainly with Local Governance sector. The diverse accountability processes and tools that organize social initiatives led by LGUs and completes social participation. These processes obtain the opportunity for socially marginalized groups to put officials and LGUs leaders accountable for their plans practices and budgets. Still, Palestinian attempts struggling to achieve tangible and satisfying outcomes. The absence of legislative council and regular democratic governance processes minimized the expected results of social accountability initiatives.

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<sup>44</sup> Satterthwaite, D. Brock, K. Whitty, B. Mitlin, D. Patel, S. Sisk, T. & Joshi, A. (2013). Reflections on Social Accountability; Catalyzing democratic governance to accelerate progress towards the Millennium Development Goals. UNDP, page 2.

<sup>45</sup> AMAN Transparency Palestine, (2016). Integrity, transparency and accountability in the face of corruption. 4<sup>th</sup> edition Report, page 66.

“Approach toward building accountability that relies on civic engagement, i.e., in which it is ordinary citizens and/or civil society organizations who participate directly or indirectly in exacting accountability, Mechanisms of SA can be initiated and supported by the state, citizens or both, but very often they are demand-driven and operate from the bottom-up.”<sup>46</sup> “The term SA is, in a sense, a misnomer since it is not meant to refer to a specific type of accountability, but rather to a particular approach (or set of mechanisms) for exacting accountability.

**World Bank:** What is accountability? In order to explain the concept of SA it is important to first start with a concrete definition of accountability.

SA approaches are iterative. SA mechanisms primarily stem from the potential of the citizen-state interface, which is itself a dynamic, iterative engagement between citizen groups and state officials, with the flow of information acting as both a driver and an output of this engagement and further spurring citizen and state action via civic mobilization.

World Bank invested widely in SA mechanisms development as it was considered one of the most protective measures against corruption and resources misuse and mismanage, *Opening the Black Box: Contextual Drivers of SA Effectiveness* focuses on SA form of citizen engagement defined in World Bank reports as the “extent and capability of citizens to hold the state accountable and

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<sup>46</sup> Malena, C. Forster, R. Singh, J. (2004). *The Role of Civil Society in Holding Government Accountable: A Perspective from The World Bank on the Concept and Emerging Practice of “Social Accountability”*, Social Development Paper No. 76, page 2.

\* This paper was published in December 2004 by the World Bank under the title “*Social Accountability: An Introduction to the Concept and Emerging Practice*”, Social Development Paper No. 76.

make it responsive to their needs” (World Bank 2012). Accountability and SA are concepts that apply not only to public officials (such as service providers, policy makers, and elected officials), but also to donors, private sector organizations, and nongovernmental organizations.”

An authentic concept of SA that comes out of Palestinian experience and derived from interviewee perspective could be tailored as the process of putting officials and decision makers directly by community representatives in front of their responsibilities. And following up these notes and recommendations in order to improve the quality of services delivered to the citizens. Dr. Hussein Al Ajraj. Pointed out that no SA could be done without the commitment of CBOs and CSOs as they are the real representatives of the community and people voices (needs, dreams, pains. etc.).<sup>47</sup>

“The United Nations Development Program defines accountability as the demand of those working in the sector. Humanitarian provide necessary clarifications to stakeholders on how to use their powers and implement their duties, and take the criticism directed at them and meet the requirements of them and accept (some) responsibility for failure and inefficiency or for deception and fraud.”<sup>48</sup>

Globally at international and local organizations, HAP (Humanitarian Accountability Principles) is one of the most reliable accountability standards. That contains:

- Defining and implementing the organization's obligations.

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<sup>47</sup> An Interview with Dr. Hussein Al Ajraj, former minister of MoLG, 15-6-2020.

<sup>48</sup> <https://www.indicator-s.com/>

- Efficiency of the staff.
- Exchange of information.
- Sharing.
- Handling complaints.
- Continuous learning and improvement.

I can argue that SA in Palestine established new concept in questioning officials which is not familiar to Palestinian people. Hearing sessions practiced in LGUs like Ramallah and Betunia presented new type of governance that citizens participate in decision making through democratic tools and approach, unfortunately the recent circumstances interrupted these activities.

### **3.3 Goal and Importance of SA**

The words of Mark Biddinger Director of Financial Planning & Analysis were thrilling as they touched the deepest layer of my mind, and emotions, as they inspired me and enlightened my passion to dig deep and deep, read more and more and enrich my thesis on social accountability, I quote from his words “We are hard-wired to not be accountable, in our sinful nature, we are full of pride, arrogance and a quest for independence. Look at the state of the world, we are accountable to Allah So then each of us will give an account of himself to Allah, we are accountable to one another, Therefore, confess your sins to one another and pray for one another, Being accountable, make us stronger, Iron sharpens iron, and one man sharpens another, accountability is a two-way street, Accountability is a key element of leadership”.

“Anyone holding themselves accountable to nobody ought not to be trusted by anybody.” Thomas Paine.

“Donor support to SA in fragile and conflict-affected states is a relatively new phenomenon. It has emerged with the lessons that top-down anticorruption approaches have often failed and different approaches are needed to improve state accountability to its people. With increasing support to fragile and conflict-affected states, donors should focus their efforts to: identify and support local accountability measures; strengthen partnerships across sectors, as well as demographic and geographic divides; and support collaborative governance and capacity building to strengthen the social contract between state and society in the wake of crisis publisher.”<sup>49</sup>

Realistically speaking SA obtain vivid opportunity to the community in general and to the weak groups and marginalized social fragments to loud their voice, for the sake of defending their rights and holding leaders accountable towards their responsibilities, plans, and roles. It is the mechanism in which people can support governmental sector to modify and reform their practices, interventions, and policies.

### **3.4 Accountability in Leadership**

“Accountability improves performance, eliminates the time and effort you spend on distracting activities and other unproductive behavior. Accountability promotes ownership when you make people accountable for their actions; you’re effectively teaching them to value their work. Accountability inspires confidence when done right; accountability can increase your team members’ skills and

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<sup>49</sup> Schouten, C. (2011). Social accountability in situations of conflict and fragility, Chr. Michelsen Institute (U4 Brief 2011:19) 4 p.

confidence. Don't mistake accountability for controlling behavior. Hypocrisy exists in the space between language and action, Accountability is – first and foremost – about being reliable, Be prepared, set goals & clear standards, Communicate...A LOT...to help set expectations, Ask questions, Don't act you like you everything, Lean on the wisdom of others, Be willing to say “I don't know”, Admit when you are wrong Don't blame others – OWN IT , No matter where you are in life, always strive to have a teacher, a student, and a friend ...older, younger, peer don't make excuses or get defensive.”<sup>50</sup>

“It became clear that SA can improve the quality of services and build trust between leaders and communities. The citizens who elected these leaders feel satisfied when they find these leaders care about updating community of the resources, plans, budgets and public services information and reports, SA also leads to performance improvement and progress in the governance system, where people feel respected and satisfied with the feeling of ownership.”<sup>51</sup>

Because generally people feel disrespected when they are ignored and being put aside. The result of Palestinian 2006 elections is an evidence for this kind of community punishment to the leadership.

### **3.5 International, Regional, and National Context of SA**

Although Palestine was recently recognized by the United Nations (UN) as a non-member observer state on November 29th, 2012, it continues to lack complete state sovereignty over the Palestinian territories, due to the continuing Israeli occupation.

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<sup>50</sup> Biddinger, M. Cu Lead 301 The Importance Of Accountability, <https://2u.pw/wncWM>

<sup>51</sup> Interview with Dr. Hussein Al Ajraj, former minister of MoLG, 15-6-2020.

Weak governance in Palestine is very much related to the no sovereign nature of the state and the weakness of its institutions. Despite the very centralized nature of Palestinian institutions on the national level, local institutions are decentralized as they have had a crucial role in providing several services.

“SA complements formal accountability with citizen-led accountability mechanisms. The significance of SA relies in providing a common platform on which different actors, including government, media, private sector, can work together. Transparency is a primary building block for social accountability. Although, the PLC discussed a draft law on access to information in 2005, the law was never passed resulting in low satisfaction of the public with the transparency of public documents. “There are nevertheless some positive transparency indicators. Financial management seems more transparent on the national level than on the local levels. All financial managements and reports are regularly made available by the Ministry of Finance on their website. Transparency also seems to be widely accepted in the Palestinian NGO community as several NGOs upload information on their activities, projects, and financial reports on Masader, an online portal.”<sup>52</sup>

“Without a legislative requirement, accessing public documents is near to impossible. This explains why surveys examining satisfaction of the public with the transparency of public documents returns average to low satisfaction. According to a 2010 survey, carried out by AMAN-Coalition for Integrity and Accountability (AMAN), “citizens reported average satisfaction (53.8%) with

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<sup>52</sup> The Potential of SA Interventions in Local Governance in Palestine, prepared by: CARE-International in Egypt Commissioned by: GIZ-Palestine January 2013, page 19.

available information and procedures on public services and dissatisfaction (37.4%) with justice, transparency and equality of service provision. Low levels of satisfaction with available information and the lack of the right to request information negatively impacts the levels of transparency in Palestine.”<sup>53</sup>

The concept and practices of SA came into the scene along with the international society interaction toward the enhancement of transparency and integrity as integrated democratic principles.

“As the 2015 deadline for the Millennium Development Goals draws closer, standardized approaches to economic growth and abstract discussions on good governance prove insufficient. So does the unremitting debate between state-led versus market-driven approaches to development management. Citizens are increasingly asking for workable solutions to everyday problems spurred by the unresolved challenges of poverty, hunger, pandemics, environmental degradation, energy bottlenecks and security threats, only to name a few. Their common concern centers on two main items cross-cutting both the sustainable development and governance discourses: ensuring accountability and preventing corruption in the public sector.”<sup>54</sup>

Local governance sector in Palestine played an important role in Palestinians life along the modern history, representation of local communities in front of external organizations and facilitating and utilizing citizen’s services filled the gap during the

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<sup>53</sup> Ibid.p,12.

<sup>54</sup> UN. Department of Economic and Social Affairs. Division for Public Administration and Development Management (2011). Engaging citizens to enhance public sector accountability and prevent corruption in the delivery of public services: report of the expert working group, Vienna, Austria, Vol. 34.

period of occupation before the establishment with Palestinian National Authorities in 1993 after Oslo Agreement came into the scene. LG witnessed considerable developments since that time as many LG reforming and development programs were implemented. One of the essential pillars of local governance is community participation which along the time considered as an important component that can ensure legitimacy. Validity, as well as sustainability of the implemented programs. Community participation as a method of local community's development proved to enhance the feeling of ownership toward developed interventions and changings developed in the society. The development of community participation principle as one of the local good governance main domains led to an innovative concept of developing and implementation of SA approach and tools within the local governance units' programs. SA approach based on the empowerment of LGs and local communities "the citizens" by developing their capacities to contribute in local development process.

"The Palestinian National Agenda has put SA as one of the important issues to be tackled in the coming five years. National Policy 9: Strengthening Accountability and Transparency."<sup>55</sup>

Along with my own experience the concept of SA has been spreading and occupying the priority of developmental programs last five years. The mechanism of SA applying in the daily life became one of the challenges that took place in Palestinian institutions mainly LGUs. Moreover, MoLG and MDLF, have put the enhancement of SA in the several sizes of LGUs as one of the important

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<sup>55</sup> State of Palestine, December, 2016, National Policy Agenda 2017-2022, Policy 9, P30, [http://palaestina.org/uploads/media/NPA\\_English\\_Final\\_Approved\\_20\\_2\\_2017\\_Printed.pdf](http://palaestina.org/uploads/media/NPA_English_Final_Approved_20_2_2017_Printed.pdf)

interventions. “Considerable number of programs has been implemented since 2012 in 38 municipalities in West Bank and Gaza.”<sup>56</sup>

These programs focused on exchanging experiences with German LGUs regarding SA, as well as enhancing the relation between citizens and municipality, financial and administrative reforms, developing procedures and roles and responsibilities structure. SA focused on women and youth participation in the public life and local decision-making.

The researcher planned to implement this case study paper, in order to find and come up with conclusion related to the SA practices in Palestinian LGUs. Focusing on the results of these practices in enhancing the role of women participation in decision-making. The researcher has selected Arrabeh municipality as a number of projects from different NGOs had been implemented, and closely the researcher was partially involved in these activities.

The two key functions of accountability are:

- The function to limit power: A functioning accountability-system implies to ensure predictability of power and to prevent abuse of power. The inclusive design of political processes and its orientation toward transparent and comprehensive principles and mechanisms entails the strengthening of the legitimacy of governmental decision-makers.
- The function to assess performance: “The accountability-system implies to a transparent implementation of policies. It also aims at continuous public

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<sup>56</sup> Interview with Mr. Emiel Ghouri, GIZ social specialist, Nov.9th 2017.

supervision and control of state action in order to ensure that state action and especially public services are suitable to meet the needs and interests of the citizens. Thereby the effectiveness and efficiency of public service provision will be increased.”<sup>57</sup>

SA became one of the most interesting developmental topics that take the prior importance on developmental national and international actor’s agenda. It is necessary to be more specific about what accountability is. This section examines the components of a definition and provides a simple typology of accountability, along with illustrative mechanisms.

Answerability: “The essence of accountability is answerability; being accountable means having the obligation to answer questions regarding decisions and/or actions.”<sup>58</sup>

Enforcement/sanctions: through answerability constitute the other defining element of accountability. The ability of the overseeing actor(s) to impose punishment on the accountable actor(s) for failures and transgressions gives “teeth” to accountability.

Focus of accountability: Significant to think about accountability is identifying where the accountable and overseeing actors are located within a particular governance system, and what their relationships with each other are.

A typology of accountability: These definitional elements of accountability can be combined into a matrix that helps to bring some order to the concept and adds clarity in

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<sup>57</sup> Social Accountability Manual, Jan-2015, first edition GIZ, page, 10.

<sup>58</sup> Brinkerhoff, D. (2001). Taking Account of Accountability: A Conceptual Overview and Strategic Options, U.S. Agency for International Development Center for Democracy and Governance, Washington.

terms of where various kinds of accountability mechanisms fit within the schema. Table (1) presents the matrix with an illustrative, not exhaustive, set of examples. A couple of preliminary observations emerge from an examination of the matrix. First, it is apparent that accountability that is initiated by civil society has, for the most part, limited enforcement and sanctions capacity. This reinforces the point made above about the need for linkages with state accountability actors. Second, the strongest accountability institutions and mechanisms lie within the state. This suggests the importance of capacity and political will on the part of public officials to use these institutions and mechanisms for the enforcement of sanctions. It also suggests the importance of having in place a supportive legal and institutional framework that CSOs and private sector actors can utilize to exercise accountability functions successfully (see the discussion of facilitating conditions below).

### **3.6 SA in the Palestinian Context**

With the aims to enhance municipalities' responsiveness to their citizens and to include civil society stakeholders' participation in local decision making processes, number of local governance programs were implemented by GIZ in collaboration with MoLG, and MDLF, GIZ has an SA intervention in the West Bank and Gaza Strip, as pilot project from March 2013 to Feb 2014, aiming to develop the already existing SA mechanisms aligned to already existing processes in selected municipalities in the West Bank and Gaza Strip, such as Strategic Development and Investment Planning (SDIPs)<sup>4</sup> and One-Stop Shops (OSS)<sup>5</sup>. Selected tools and concepts introduced in the present manual have been implemented by partner CSOs in cooperation with partner municipalities during one year, in order to promote the four pillars of SA (transparency, participation,

response and monitoring) and therefore contribute to build trust between the citizens and local governments when it comes to decision-making processes and public services management.

In his speech, Palestinian prime minister Rami Al-Hamdallah in the second SA forum in 28<sup>th</sup> August -2015 he said:

"Activating the policies of SA and youth participation constitutes the cornerstone on which the state of law is built to promote it away from corruption, chaos and mismanagement."

The pilot intervention was launched to try out and apply SA tools on the local level in the West Bank and Gaza, thus translating the MoLG's intention to promote accountability in the local governance sector as part of the Palestinian National Development Plan (PNDP).

The conceptual framework of the intervention relies on two needs assessments issued in June 2012 (Applied Research Institute Jerusalem, commissioned by the World Bank) and in January 2013 (CARE International Egypt, commissioned by GIZ-LGP).

The purpose of this paper is to obtain clear conclusions regarding Social Accountability.

To identify the concept of SA and describe its implication in the Palestinian context.

To identify the most effecting challenges that faced the LGUs staff in implementing social accountability. Examine the youth role in SA processes implemented in two Palestinian municipalities (Arrabeh and Anabta). To examine the effectiveness of two SA tools implemented in the mentioned LGUs.

### **3.7 The Role of SA in the Local Governance and Enhancement of Community and Civil Peace**

There is a fundamental misunderstanding regarding the role of civic engagement in development, engagement is perceived as existing in the absence of a strong state of the LG (Local Governance Unit). In addition, it is also often held that the presence of a strong state reduces the space for and scope of civic engagement. However, the existence of a healthy and active civil society does not preclude the existence of a strong state, and vice versa.

In cases where local communities face unusual situations or LGUs are weak, or have failed, and are experiencing conditions of widespread conflict and social un governability, civil society organizations usually offer the institutional basis for public service delivery and, in many cases, they contribute to conflict resolution and reconciliation efforts. (Palestinian Community under occupation is clear example). During the era before the foundation of PA, local governments in West Bank and Gaza were supported by civil society, there is substantial evidence than an effective and sound public sector depends very much on the existence of a dynamic civil society and strong citizen involvement in the public life. Such involvement can manifest itself in participatory engagement in policy formulation and monitoring that brings transparency to public bodies.

#### **3.7.1 Governance and Accountability**

Participation is one of the basic principles in building good governance and the success of any judgment. It can only be achieved by opening the way for community members

to actively participate in elections and decision-making. It requires a participatory component nationwide that is, the right of men and women together to express opinion in the locally elected council's recognition of public freedoms, including the right to form associations and parties, which helps to consolidate legitimacy. Political policy, so policies become more stable and sustainable.

“That is why political participation is an evidence. The direct and basic ability to achieve development, implementation of programs and policies and transfer them from the thesis level. The theory to the level of achievement activities and applied policies.”<sup>59</sup> SA completes and integrates the function of political participation.

Rule of Law “may require frequent and clear legal and judicial arrangements in relation to. By exercising individuals, groups, and the ruling power of their powers in all areas, while ensuring equality before the law is for everyone, whether by enjoying legal protection opportunities or being punished according to the laws in force the principle of the rule of law is one of the necessary conditions for the implementation of the principle of accountability.”<sup>60</sup>

Transparency is “used by stakeholders to fight corruption across the world and to show information and act in an open manner without ambiguity or confidentiality, as this mechanism allows disclosure of errors and the ability to quickly address them and avoid them in the future, as well as provide the transparency of related data accounts and

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<sup>59</sup> Galleon, B. Muhammad, T. Jameel, H. Ziada, T. Potros, R. Abu Sahliah, S. Shaaban, P. Osman, P. Awad, M. Al-Tawakul, M. Asfour, M. Faieq, M. Youssef, M. Filali, M. (2005). Human rights, global, Islamic and Arab visions, Centre for Arab Unity Studies (CAUS)- Beirut, Lebanon. p. 180.

<sup>60</sup> Karim, H. (2013). The concept of good governance. Centre for Arab Unity Studies (CAUS)- Beirut, Lebanon, p. 99.

many matters related to work management within institutions. Given the importance of transparency, Transparency International was established in 1993 to be the specialized institutional entity concerned with issues of compliance and transparency and accountability. Transparency systems have clear procedures for public decision-making that possess open channels of communication between stakeholders and officials.”<sup>61</sup>

Accountability means holding individuals and organizations accountable for their performance. It must be measured with the greatest possible objectivity, UNDP defines accountability as “asking officials to provide necessary clarifications to stakeholders on how to use, attend, and meet the requirements required of them, and accept their powers and discharge their duties, and take the criticisms that arise responsibility for failure, and inefficiency or for deception and fraud. Accountability also requires freedom of information, stakeholders able to regulate themselves, and the rule of law. It means that government officials are monitored and accountable for exercising the authority granted to them and that they accept responsibility (even partially) for failure, incompetence or fraud and respond to criticism and adjust their decisions accordingly.

Therefore, accountability means that the decision maker can be exposed, whether in the state, in the private sector, or in civil society organizations, to be accountable to public opinion and its institutions.”<sup>62</sup>

Responsiveness means the ability of organizations to serve and meet the interests of all within a reasonable period of time and without any exception. In the sense of the need

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<sup>61</sup> Al-Sheikh, D. (2004). Transparency and corruption control. Centre for Arab Unity Studies (CAUS)-Beirut, Lebanon. p. 201.

<sup>62</sup> Akhourashida, A. (2006). Accountability and Effectiveness in Educational Administration, 1st Edition, Dar Al-Hamid for Publishing and Distribution, Amman- Jordan, p. 12.

to provide an appropriate time frame during which the institution provides its services and implements its operations, what is required is a community response to the decisions and processes that obligate them to provide community services.

Strategic vision means a set of economic and political policies, social, cultural and cultural rights adopted by the political system, and it must be based on three pillars: freedom, political and social justice, and cultural openness to the world, and there are those who define it as "a mental image of what should be."

The world of the future must be in accordance with the concept of governance, and the strategic vision is determined by the partnership between state institutions and the private sector through long-term plans to develop community work on the one hand and its members on the other. And work to achieve human development, so when developing strategies, internal and external variables must be taken into account, risks should be studied and solutions should be developed.

Consensus means the ability to mediate and control between competing interests in order to reach a broad consensus around everyone, if possible, on the public interest and public policies, and good governance seeks to resolve differences of interests to achieve consensus on the best interests.<sup>63</sup>

**Equity:** It symbolizes the need for equal opportunities between men and women in order to improve their conditions and achieve social development.<sup>64</sup>

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<sup>63</sup> Al-Sheikh, D. (2004). Transparency and corruption control. Centre for Arab Unity Studies (CAUS)-Beirut, Lebanon. p. 222-228.

<sup>64</sup> Abdel Qader, H. (2012). Good governance in Algeria and the problem of local development, MA Thesis. University of Abou Bakr Belkaid, Tlemcen, p. 22.

### 3.7.2 Good Governance Mechanism<sup>65</sup>



Figure (1): Good Governance Mechanism

To what extent can practicing of decisiveness (making decision) and accountability, the two elements in permanent tension that comprise the governance equation, be reconciled to enhance policy effectiveness and sustainability? In other words, is it possible for public institutions to increase decisiveness and therefore achieve efficiency in delivering and managing public goods and services in order to meet the expectations of the population, while expanding accountability and therefore achieving higher levels of legitimacy and credibility? Any answer to this question would have to consider the following aspects: The decision-making processes and

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<sup>65</sup> Figure developed by researcher.

mechanisms in place, and the systems by which the local government is held accountable.

LGUS generally are elected and in little percentage as needed selected by MoLG. In the last two rounds of local elections the internal political conflict effected relatively the structure and color of the LGUs councils features.

“Since the year 2013 MoLG started its projects in implementing SA initiatives with 29 LUGs. These projects funded by GIZ came along with the response to the national policy paper adopted by MoLG.”<sup>66</sup>

Through this thesis, the researcher seeks to deepen the analysis and understanding of the approach and methodology and mechanisms of SA implemented in Palestinian LGUs, comparing these mechanisms with other models implemented in the region, and testing the results and outcomes, and impact of these interventions on the level of youth and women participation in effecting decision making on the local governance level. Applying SA mechanisms and tools is expected to calm social potential conflicts within the municipality.

Through this field research, the researcher will study and analyze the theoretical framework for SA. The researcher will implement a number of steps in order to come up with the intended objective; identifying the development in women participation in decision-making level as a result of SA mechanisms application. The researcher will take Arrabeh as case study. Literature Review the researcher will have desk review of the theoretical and literature resources on SA. Focusing on the literature written on

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<sup>66</sup> Interview, MoLG Deputy Minister Mr. Mohammad Hassan Jabarin, during the central workshop on SA projects Nov 14<sup>th</sup> 2017 Red crescent conference hall implemented by MDLF.

similar experiences. And outlining the research paper of interviews with the main actors in the field of SA interventions practices in Palestine and one focus group with targeted women. Aiming to come up with clear results through analysis. Focus groups discussion to jot down the main points and reflections on applying SA and its impact on decision making and local political participation of the women in Arrabeh municipality targeting LGU council members, and shadow council members and committee's members. Preparation of the final report of the study.

The long developmental experience of the researcher as a community development expert works in the field of local governance development for more than 10 years created strong auto motive for him to explore and examine this research problem. As the dialogue is raising up on the importance of obtaining good governance including all its features, transparency, integrity, accountability. As required tools to avoid any possibility of mismanagement or corruption, the researcher argues that SA is considered as one of the important tools and mechanisms that ensure the community monitoring and being part of participatory evaluation of the developmental programs implemented in their localities.

### **3.8 Youth Participation**

The level of youth participation regarding SA level is still unsatisfying as it doesn't reach the expected level, even those who participates shyly their input is limited as it's somehow serving the governing group choices. According to the observation of the researcher the participants of youth was weak both in quality and quantity, the participants in both municipalities claimed the weakness of youth and women limited participation, they referred to the reasons of traditional barriers and the lack of trust.

New way of life of youth has appeared in Palestinian society, social media strongly affected the way how young people behave. Their approach in dealing with elder generations and managing life priorities, dealing with their future professions and choices, all these newly born circumstances has strongly affected youth participation in public life and their involvement in community issues including SA activities, these results the researcher came out through his research in 2018 entitled the role of youth and women in activating SA Anabta and Arrabeh LGUs case study. “No more youth have the enthusiasm to raise their voice in public life issues.”<sup>67</sup>

Unfortunately, youth participation in Palestinian LGUs is getting down. The last public elections affected youth perception toward both participation and social accountability process

### **3.9 Women Participation**

“Women participation is strictly following the Cota and doesn’t present a new additional opportunity for new faces to be brought to the local political stage, continuous difficulties women face in Palestine regarding participation in public life and decision making platforms still going on, and the traditional view toward this issue still effecting the slow evolvement of women in decision making structures,<sup>68</sup> “although Palestinian basic law and all constitutional components ensured women's rights in participation traditional and cultural social structure still creates serious obstacles to women's participation in public life. Observation in the field showed that women who

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<sup>67</sup> Interview with Mr. Maher Kanaan, Anabta LGU social committee member. Oct, 2018.

<sup>68</sup> Interview with Nancy A Masri MDLF senior capacity building coordinator, 20-June,2020.

struggle to reach the decision-making table have major difficulties. Even national CSOs need to bridge the gap to enhance women participation in general assemblies.”<sup>69</sup>

The innovative initiative came from women participants’ show high potentiality and reflects passion within the women and strong motivation to participate as they are willing to occupy leading positions. The voices of citizens need new techniques to be adopted as shadow councils and shadow local community committees. Encounter sessions to be facilitated, and not the LGUs are the only inviting body.<sup>70</sup>

Youth and women participation in the public life is minimum when it comes to municipal participation; LGUs mostly put harder efforts to invite elderly people rather than youth. Regardless what the reasons are its clearly noticed that minimum young people participate in the public meetings and planning sessions. The researcher argues that youth are expected to give essential needed and neutral input as well as opinions toward developmental issues and priorities, but why they are mostly far of being around the table. SA approach emphasizes on youth, women and other marginalized categories participation.

The researcher conducted several meetings and interviews with the several stakeholders of the concept of social accountability, these meetings and interviews summarized the importance of SA, the gap and challenges, and the future needs and

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<sup>69</sup> Interview with Nancy Doaa Qorai PING General Director, 25<sup>th</sup> -Oct ,2020.

<sup>70</sup> Interview with D. Rula Jadallah SA member and lecturer in AAUJ, 25, July,2020.

potential developmental ideas. **“SA is an important tool to ensure transparency and integrity with in LGUs business.”**<sup>71</sup>

SA came to ensure the accuracy in the local strategic planning since the process focuses on the most pressing issue on the local society and the SA committee will be involved in working on this issue. That will create authentic validation on the strategic planning processes, which generally take place with well-known participants who are involved most of the time in the public life. **SA is the chain that creates better trust between the communities and LGU.**<sup>72</sup> The local communities understood the role of this approach in developing the whole developmental package of the LGU. We came to understand how important is it on strategic framework development to implement and develop SA tools that enhance collective integration of the local communities.<sup>73</sup>

In a SA workshop in Arrabeh, the facilitator of the workshop presented an orientation on the main benchmarks and steps of the project, and the mandate of the SA committee and the activities to be implemented. By the end of the workshop, the researcher introduced the idea of his research and opened a discussion with the participant’s prior filling the questionnaire prepared to examine the most challenging issues and obstacles on youth and women participation.

Examined areas Public disclosure and notification that ensure the transfer of knowledge and information from the LGU to the citizens, the importance of involving

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<sup>71</sup> MoLG Deputy Minister Mr. Mohammad Hassan Jabarin during the central workshop on SA projects Nov 14<sup>th</sup> 2017 Red crescent conference hall implemented by MDLF.

<sup>72</sup> Interview with Mr. Tawfeeq Budairi Chairman of MDLF during the central workshop on SA projects Nov 14th 2017 Red crescent conference hall implemented by MDLF.

<sup>73</sup> Interview with Mr. Raed Sharabati SA manager in MoLG. During the central workshop on SA projects Nov 14th 2017 Red crescent conference hall implemented by MDLF.

youth, women and other marginalized social categories directly and not being satisfied with the traditional announcements, there should be innovative techniques in informing the community of the municipal activities and policies. Social media platforms could be an efficient tool put there should be high dedication from the municipality. Listening sessions are also important and bridge the gap with the local citizens.

Planning should be publicly published in all its phases not only after finalization.

Decision and policy-making suggestions to improve the level of citizen's influence on LGU policies and decisions. Responsiveness of the LGU: Monitoring LGU programs. Developmental initiatives.

My sincere gratitude goes to various institutions and individuals who were involved in this study through data collection and subsequently to the final stages of this work. I highly do appreciate the level of cooperation I was really honored to have from the following Institutions:

His Excellency MoLG Deputy Minister Mr. Mohammad Hassan Jabarin,

### **Regional Tunisian Experience:**

Tunisian political success can be considered a model in the democratic transition, and despite the many shortcomings and controversy between the components of the Tunisian political elite, and the components of civil society on several issues, the recourse to institutions, and the adoption of the principles of democratic legislation, have always been the dominant ones, and Tunisia was able in a few years to It turns into an experience praised in the strongholds of Western democracy. "Although several

institutions are still not completed, such as the Constitutional Court, what has been achieved politically so far is very important, especially as it will be supported within a few months by the first “municipal”, pluralistic and democratic local elections after 2011. But nothing guarantees the continuation of these the experience is long unless it is maintained.”<sup>74</sup>

Tunisian experience in SA after revolution gave wide space and free zoon for community and social movements, and political opposition parties to be involved in change processes and internal political life.

### **3.10 Conclusion**

SA is an essential component of democratic governance. It plays the fueling function of good governance

SA can play an important role in the creation of more transparent and representative governments and aid public institutions in meeting the expectations of the population. It allows civil society and government to interact in a manner that acknowledges the limitations each sector faces while recognizing that collaboration is necessary for effective and sustainable development.

Palestinian experience in the field of SA is considered to be new, and needs to be developed. The following features of Palestinian SA can create fertile environment forward developing of the concept.

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<sup>74</sup> Zaqout, J. (2021). Palestine and the Tunisian Lesson, Alhadath Magazine, Retrieved on (24/9/2021). <https://2u.pw/aMxfY> .

The political landscape is clearly reflected on the structure of local governance units and that caused of several obstacles on the developmental life.

The high passion of the youth and women to participant in public life is still good opportunity to succeed.

Positively MoLG is creating an opportunity that could be invested as the top management of the ministry showed their positive commitment toward the implementation of SA within LGUs programs.

LGUs deal with SA accountability as donation perquisite rather than a developmental intended strategy

Selective manor of SA committee's formulation is intended to support the state of LGUs leadership and councils. Council members raised the issue of participation enhancement of youth and women that good indicator could be invested.

There are important experiences in Arab region regarding Social Accountability Tunisian Experience is one of them: after the revolution in Tunisia new political regime started new democratic actions focusing on struggling against corruption.

If we accept the claim of the futility of democracy in addressing the reality of the economically backward Arab societies and their need for development, and this in itself calls for a social democratic revolution, we would in fact pave the way for the establishment of the totalitarian regime and individual rule, which cannot ultimately achieve economic development and social justice, especially in the absence of accountability and tight control over wealth.

Comparison between Palestinian and Tunisian experiences shows that, even if technical processes are similar in public hearing and other SA initiatives but still political and national independence gave Tunisian experience the strength to go for fast and direct criticism while Palestinian experience still effected by the occupation policies and the internal political division.

## CHAPTER FOUR

### SOCIAL ACCOUNTABILITY IS A CORNER STONE OF DEMOCRACY

#### 4.1 Palestinian Civil Society and Social Accountability: View from the Field

How, and to what extent, do civil society actors contribute to the construction and empowerment of social power, including SA and the activation of SA mechanisms in local government units (LGUs) as a unified national approach?

To answer this main research question, there has been a need to carry out a scientific study with the purpose to identify some factors that influence the extremely diverse patterns of civil society's impact on SA in the context of local governance. In the process, this study investigates the issue of SA as it pertains not only to the governance of elected local governments, but also to civil society actors themselves. According to Jonathan Fox,

“The question of which inter-institutional relationships most effectively promote horizontal accountability may involve more art than science, with the most promising institutional configurations depending on particular actors, times and places. Perhaps the challenge can be understood as a kind of political Feng Shui – the ancient art of placing things in balanced relationships to one another.”<sup>75</sup>

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<sup>75</sup> Fox, J. (2000). Civil Society and Political Accountability: Propositions for Discussion. Presented at Institutions, Accountability, and Democratic Governance in Latin America. University of Notre Dame. USA.

The researcher's interest in the subject of SA within the framework of the work of Palestinian LGUs stems from a variety of reasons, the most important of which is personal. Having a professional experience profile was a major inspiration for me to consider the significance of embodying SA for achieving the goals of local sustainable development in Palestine. The characteristics of this interest first emerged during my work at the MoLG and PARC with grass-roots institutions and with charitable and cooperative societies support protection groups with the aim to achieve the goals of social groups with common interests and objectives. This was followed by my work with the Global Communities (GC) program team<sup>76</sup>, which aimed to develop the work of Palestinian local authorities in the West Bank, where enhancing community participation and accountability was among the most prominent endeavors.

This study is designed to provide an answer to the main research question. For such, the researcher conducted a series of interviews with a diverse range of stakeholders and actors in the field, including Ministry of Local Government (MoLG), Municipal Development and Lending Fund (MDLF), GIZ, national CSOs, SA experts/consultants, SA local committee members, SA national committee members, mayors, media activists, Independent National Human Rights Commission (ICHR), academia and other activists in Conflict Transformation. It was an enjoyable and beneficial scientific research journey.

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<sup>76</sup> Global Communities in the West Bank & Gaza, is an INGO worked to be a catalyst for positive and sustainable change in Palestinian communities. GC started their first program in the year 2003 and still working in the field of local development mainly Local Governance. Lana Abu Hijleh is the director of GC.

## 4.2 Data Collection Methodology

The researcher has adopted the method (qualitative research in in-depth interviews) by using the **snowball research technique** as one of the important research methods that were used to combine the interviews with main samples. Snowball sampling or chain-referral sampling is defined as a non-probability sampling technique in which the samples have traits that are rare to find. This is a sampling technique, in which existing subjects provide referrals to recruit samples required for a research study.

“This sampling method involves a primary data source nominating other potential data sources that will be able to participate in the research studies. Snowball sampling method is purely based on referrals and that is how a researcher is able to generate a sample. Therefore, this method is also called the chain-referral sampling method. The snowball sampling method is extensively used where a population is unknown and rare and it is tough to choose subjects to assemble them as samples, which is relevant to the population of this study. This sampling technique can go on and on, just like a snowball increasing in size (in this case the sample size) till the time a researcher has enough data to analyze, to draw conclusive results and make informed decisions. It also helps to get the information from its main resource, in the sense of investigating information. Moreover, this methodology requires high ethical concerns and systematic

justified researching mapping. It also requires special capacities and skills in utilizing dynamic relationships and social intelligence.”<sup>77</sup>

The methodology is relevant to the main idea of the present thesis on SA since the researcher discovers new important interviewees while conducting the research. While researching I found it useful and even joyful to capture information after you seek new interviewees. The snowball research method assisted me in following the required data and to obtain the information from its primary source. For instance, interviews with former Minister of Local Governance, Dr. Hussein Al Aaraj, Nancy Masri, a SA expert in MDLF and Emeil Ghorri from GIZ, who has extensive experience in this field, all helped me map out my research journey. The study analysis based on three-levels of information as follows:

- 1) National actors level including the MoLG, MDLF, PNGO,
- 2) National CSOs level including AMAN, PCPD, Teacher Creativity Center, and Reform and the Independence Commission for Human Rights.
- 3) Local level including LGUs and SA committees of Arrabeh, Anabta, Ramallah, Al-Berieh, Nablus, Betunia, Qabatieh, Biet Shoor, Biet Jala, Bani Naim.

The **face-to-face meeting** with the participants and their dialogue, in addition to the field notes taken at the place of the interviews were also other research means. Despite the fact that the research was being carried out during an outbreak of epidemic diseases, I worked hard to complete an appropriate number of face-to-face interviews.

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<sup>77</sup> Dudovskiy, J. (2018). The Ultimate Guide to Writing a Dissertation in Business Studies: A Step-by-Step Assistance <https://research-methodology.net/sampling-in-primary-data-collection/snowball-sampling/>.

Semi-formal, face-to-face interviews were conducted for this study, which is determined by considering the characteristics and flaws of various types and techniques.

The interviews were conducted in various locations where the participants worked, including municipalities, organizations, CSOs, visits, and so on.

### **Primary Data Collection and Analysis**

**First:** Analyzing and reviewing documents and fact-based evidences related to social accountability, such as the accountability tools guide, the general framework for the formation of the accountability committee, and the results of the institutions' studies that were carried out under the supervision of the MDLF and prepared by Uniform institution, as well as, reports of the SA committees in Nablus. Studies and literature related to civil society and its role in promoting SA were also one of the primary resources.

**Second:** Through semi- structured meetings and interviews with more than 30 participants from various levels, local bodies, social committees of SA, leaders of civil society institutions, officials of the Ministry of Local Government and the Municipal, and MDLF, media workers active in independent media institutions with a societal message and academics specialized in civil society, and social accountability. The research continued until it reached the hypothetical saturation point, in the absence of any new development or events that require research and knowledge.

The used face-to-face (person to person) interview method and the semi-structured interview were a major method for collecting primary information in this research.

### 4.3 Research Analysis

The study sample consisted of three levels: officials from specialized institutions in the central and local government sectors, representatives of SA committees, Palestinian civil society institutions, and workers in the local government sector, whether in the Ministry, the donors, or local government bodies.

I chose the municipal SA committees in Nablus, Ramallah, Betunia, Al-Bireh, Qabatieh, Arrabeh, Bethlehem, Tafuh, and Anabta. Watan Foundation for Media was also chosen to assess the impact of media on social accountability. I attempted to cover those involved in the issue of SA with this sample.

The study's total sample size is **thirty Palestinian citizens**, representing one-third of CSO leaders and activists; the second third includes the MoLG and MDLF, LGUs local government and local governance experts, and the third-third includes recent and former members of SA committees (SACs), as well as media and social activists interested in SA. They are divided into three sections, with a noticeable difference in the level of participants from each category. The number and type of some questions have been adjusted accordingly. The questions were designed to fit the three main axes (leadership and managers of civil society institutions, the level of the Ministry of Local Government and MDLF officials and leadership of local bodies, and the level of members of the SA committees). From the perspective of the three different levels, the study examined SA and the role of civil society institutions in strengthening and developing their mechanisms.

It was necessary and paramount to obtain a variety of information from the participants who look at SA from a different perspective. Since my research is focusing on what could be developed as creative methods for developing the concept of social accountability, I met with carefully selected participants in each of the civil society institutions, particularly those who focused their work on the issue of SA including civilian grassroots organizations, individuals affiliated with SA Committees in various locations, officials from each Palestinian ministry and local government bodies, donor organizations and mayors.

#### **4.3.1 Thematic Analysis & Field Notes**

Thematic Analysis is one of the methods used in analyzing the qualitative research and the data it contains, where the researcher works to organize the data and classify them in specific categories and topics, then provides explanation, interpretation and analysis for them to reach answers to the research questions, whether using common denominators or others. According to Clark and Brown, the analytical topic can be explained in six points:<sup>78</sup>

1. Navigating data to become common and familiar to the researcher.
2. Writing initial analysis codes.
3. Defining the main topics, addresses and categories.
4. Reviewing potential information for analysis.
5. Identifying and naming topics.
6. Issuing the report.

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<sup>78</sup> Clarke, V. & Braun, V. (2019). Guidelines for reviewers and editors evaluating thematic analysis manuscripts, <https://www.psych.auckland.ac.nz/en/about/thematic-analysis.html>. Retrieved on (15/6/2021).

It is also worth to mention, that in this research, previous knowledge of local bodies, and field experience was closely related to the topic of SA in all stages of the study where the questions and ideas used were formulated. The field scientific experiment had a positive effect as one of the research methods, enriching the research with strong points and accuracy and giving the study a special significance with its scientific value.

Initial data were obtained from field visits and several planned and semi-official interviews were conducted with participants from the various groups targeted by the study (members of committees from individuals and grassroots institutions, representatives and heads of local bodies, representatives of civil society institutions whose work related to social accountability, and officials in the Ministry of Governance, and Municipal Development and Lending Fund (MDLF). Taking gender, religious background, and the diversity of levels and schools of thought into account provided the researcher with a deeper scope and a clearer picture. It was possible to build statistical indicators showing how Palestinian civil society institutions contributed to developing the concept of SA through their cumulative practices and interventions on the ground.

The concept of SA attracts great interest among all actors, and influencers in the local development process, for that, it was necessary to give this research a special focus in order to achieve results that benefit researchers, development, and decision-makers in terms of benefit by providing information with clear scientific indications based on reliable, scientifically and objective sources. The task was not easy, as the concept of SA is a new concept in the culture of our country (Palestine). I noticed a kind of astonishment by the participants in reviving and researching the issue of accountability even though they were involved in this process. The reason is that the concept still

needs to be localized. Despite some difficulties that I encountered many times during the research and interviews, I was surprised by a large volume of important information that enriches and gains an additional dimension.

#### **4.3.2 SA Stakeholders' Analysis**

Before proceeding, a review of the literature and an analysis of the contents of key documents, guides, and strategies on accountability and civil society were conducted. The researcher worked to track the information he obtained by tracing it back to its source based on the findings of the field interviews. As reflected in many writings, SA is a democratic process and practice that is linked to the citizen while remaining impartial and independent of institutions and bodies. It expresses the will of the people directly and without framing, and it is notable for this (community). It allows citizens to ask questions, and the official should clearly see that the target group of participants is distinguished by its association with the issue of SA from a variety of different locations. The below analysis reflects on these actors from a development standpoint. With this analysis, we identify and understand each actor, as well as the extent to which they have an impact on translating the concept of SA on the ground. Analyzing players in the local government sector on the issue of SA is the main domain of this study Annex (2).<sup>79</sup>

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<sup>79</sup> The researcher developed the relationship analysis to analyze the influences related to those parties.

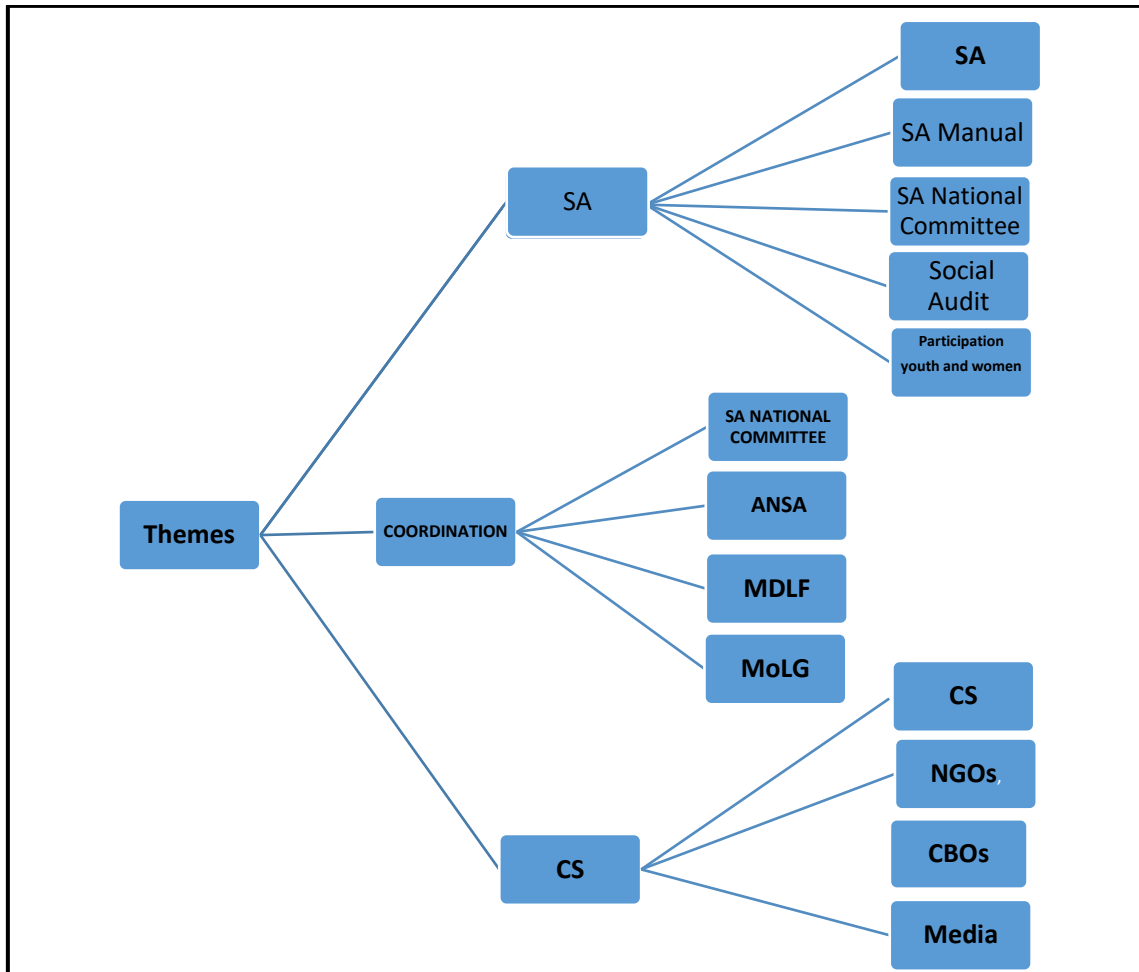


Figure (2): SA Stakeholders' Analysis

The analysis of stakeholders related to the issue of SA is made at different levels as stated below:

**MoLG:** The local government sector's leadership worked to integrate the concepts of SA as an extension of the National Strategy 2017-2022. The Ministry led SA interventions as well as the National Committee for Social Accountability, but meetings and reports from the committee ceased two years ago. Through specialized civil society institutions interested in Social Accountability, the Fund implements programs and packages to promote Social Accountability. MoLG plays the national main stakeholder of SA practices.

### **Local Governance Units (LGUs):**

Local Governance Units in Palestine historically play considerable important role in leading Palestinian communities mainly regarding developmental aspects. This concept has been emphasized after OSLO agreement and the appearance of Palestinian National Authority. Even after the foundation of PA the role of LGUs has become clearer in leading local development in several dimensions and sectors.

“There is a clear disparity in the understanding, and practice of social accountability, and the will of the head and members of the local government body is the most important determinant in implementing and adopting work with a methodology, and means for Social Accountability. LGUs owns the power on the ground to control the dynamics in practicing SA within local communities.”<sup>80</sup>

LGUs as leading actor in the Local Communities they face Challenges of civic engagement in service delivery. There is evidence to suggest that civic engagement leads to improved accountability and transparency in service delivery. For instance, studies have shown that in India social audits have contributed to exposure of corruption and effectiveness in Programme implementation.

“Community monitoring of services in Uganda have shown to improve teacher attendance. However, there are many challenges to civic engagement in service delivery. Most of the demand side collective accountability mechanisms of civic engagement do not have powers of imposing sanctions built into them. These mechanisms also suffer limitations of not addressing how government

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<sup>80</sup> Law No. (1) of 1997 Concerning Palestinian Local Authorities, Article 2.

responsiveness is to be strengthened. In an environment of decentralization, there are alternative modes of service delivery and partnerships. There are often non-state actors involved. Holding them to account through civic engagement is often difficult. Success of accountability mechanisms and reform of public institutions for better service delivery are dependent to a large extent on the supply side. Supportive action in the form of reform-minded bureaucrats or the environment in which the public system operates is required in many cases.”<sup>81</sup>

**CSOs civil society institutions:** Civil society institutions place a high value on social accountability, but their ability to translate this interest is dependent on funding availability and the interest of the Ministry of Local Government and local bodies. In other words, because the World Bank's annual grant to councils is related to the issue of Social Accountability, these bodies work to implement it in a formal way. This necessitates public awareness.

"One of the main recommendations, In order to enhance accountability, PINGO called for pressure from CSOs to adopt official policies towards institutionalizing tools of participation, and Social Accountability, and to organize public awareness campaigns in various ways towards disseminating successful experiences of local communities, and adopting practical measures that implement the practical vision towards enhancing participation, emphasizing on the importance of allocating an item on the budgets of institutions and projects to adopt community initiatives that enhance participation and accountability, as well as building the capacity of institutions working in the field on the

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<sup>81</sup> Civic Engagement in Local Governance, Study Pack.2014 Page (12).

skills of preparing studies and reports for measuring levels of participation and their relationship to SA.”<sup>82</sup>

**Local accountability committees including CBOs:** SA committees derive their strength from the strength of civil society institutions on site or grassroots organizations. The area that the local authority gives to the movement and its size all determine the impact strength of the committee.

**“Including accountability to beneficiaries in the self-regulation initiative’s Standards, Accountability to beneficiaries can also be included in a self-regulation initiative’s standards.** Standards can stipulate that constituents need to be consulted for the governance and programmatic work of CSOs, among other possibilities. For instance, QUAM includes beneficiaries directly in three of its standards: standard 34 requiring organisations to share their objectives with both their members and their intended beneficiaries; standard demanding that organisations have feedback mechanisms in order to receive inputs from monitoring of the bidding process, quality control inspection and book deliveries, constituents; and standard which requires that organisations reflect and then act on those inputs.”<sup>83</sup>

In other words no effective CSOs without CBOs appearance in the scene.

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<sup>82</sup> PINGO, Conference “The State of Palestinian Civil Society in 2019” warns of the danger of declining funding and narrowing the space for civil society on the reality of NGOs and the resilience of the Palestinian people, Date: December 19, 2019.

<sup>83</sup> Guénéheux, D. & Bottomley, A. (2014). Accountability for Civil Society by Civil Society: A Guide to Self-Regulation Initiatives. CIVICUS.

**Palestinian Media Practicing SA:** the media plays a pivotal and influential role in the public opinion and the formation of civil awareness among citizens. One of the important experiences is the experience of investigative investigations of Watan Foundation, which provided a vivid model for influencing Social Accountability.

“It is hard to escape from the fact that the media generally do follow the tastes, and interests of their audiences, and also the needs of their sources and clients, including politicians and governments who are supposed to look after the public interest...we cannot be sure that even with more opportunities, the public would welcome ‘better’ media or embrace the more desirable forms of accountability which requires some continuing effort on their part.”<sup>84</sup>

(McQuail) (Accountability of media to society) One can argue that several stories from the field especially those of investigatory reports implemented by Watan, could strongly affect decision making and public view. These molds are promising to create track of change.

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<sup>84</sup> Malila, V. (2013). The role of the media in social accountability advocacy: Understanding the impact and visibility in the case of education service delivery in the Eastern Cape. Public Service Accountability Monitor, Rhodes University- South Africa.

#### **4.4 Effectiveness of Actors Complementarity**

“The fact remains that the complementarity of the work of institutions and civil society institutions locally and nationally is the basic guarantee for the process of Social Accountability, its sustainability, and success. To have a better understanding of Social Accountability, it is a paramount need to reflect on its main pillars. “The four conceptual pillars of SA needed to be implemented as part of a system to be effective. (GIZ-2013).”<sup>85</sup>

Diverse SA tools and mechanisms implemented in the field, strongly based on different roles and mandates of actors, for example multi stakeholder dialogue practiced by CSOs and led by LGUs presented dynamic platform that could gather all actors around the table. PCPD, and AMAN presented successful examples. On the other hand, CBOs and other local actors proved to be the executive players within the local community. LGUs played the role of community leadership that control the SA processes.

#### **4.5 SA Stands on Basic Four Pillars that Ensure Complementarity**

##### **These pillars include:**

1. **Transparency** that is about supporting processes that enable access to information for citizens in the public domain, which may include: systematic reporting on local government operations, budgets and expenditures, public programs, new policies and priorities, increasing citizen awareness and

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<sup>85</sup> Social Accountability Manual, MDLF, GIZ, 2016, Page 9.

understanding of laws, rights, budgets, and policies through public campaigns and enabling collective action by CSO, media and stakeholder coalitions.

2. **Participation** is the citizens' right to participate and provide feedback with regard to LGU decision-making processes. Citizens can engage in strategic planning, budget formulation, complaints system, etc., and they can use mechanisms for resolving disagreements (e.g. complaints handling mechanisms, office of the ombudsman). A precondition from the government is to provide support for enabling an appropriate environment for negotiation.
3. **Response** is the capacity and willingness from LGUs to identify and respond to the citizens 'needs and preferences, as well as LGU's request for citizens' feedback. It comprises feedback on citizen complaints, response to needs assessments, performance awards, service delivery innovations and forums to introduce specific government policies.

“Monitoring is the systematic collection and analysis of information to enable stakeholders, as third-party monitors to determine whether LGUs are implementing their responsibilities according to the law. It includes minister of local governance— MoLG and citizen monitoring of LGU budgets, effectiveness and service delivery through mechanisms such as participatory monitoring (social audit), budget tracking, media investigations, independent budget and policy analysis, formal oversight mechanisms (parliamentary committees), multi-stakeholder commissions

etc. CSOs and media play an important role in third-party monitoring.”<sup>86</sup>  
(GIZ-2012).

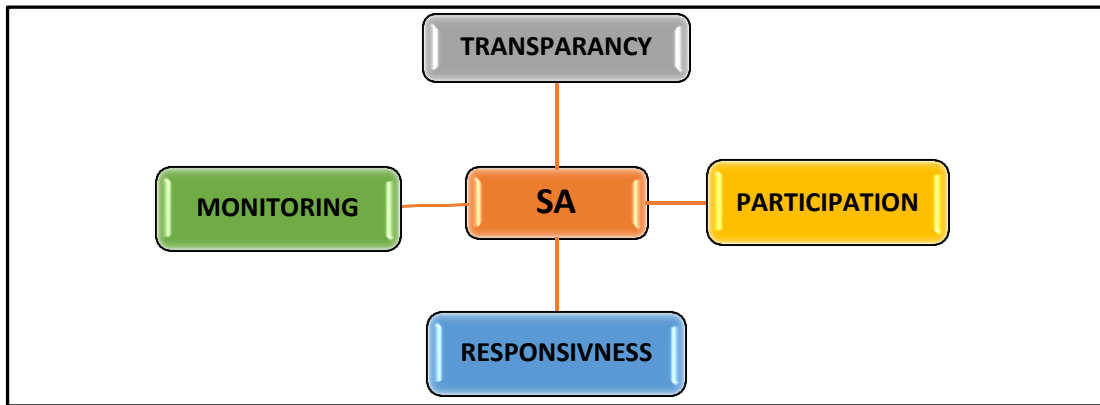


Figure (3): Pillars of SA<sup>87</sup>

“SA reaches its highest achievement when SA committee (community representatives from CSOs and CBOs and influential actors) participate or relatively effect decision-making process.”<sup>88</sup>

The diversity of the participants in the research in terms of the different interests and positions of each party gives the research a comprehensive analysis of the reality of SA in Palestine. On the other hand, the image of SA is completed by providing specialized information on the subject from various players.

“CSOs have emerged as partners of local governments in areas such as (i) seeking voice in local development planning and budgeting processes; (ii) holding local governments accountable in the allocation of local resources; (iii) enhancing local revenues; and (iv) tracking the use of resources, and the impact of local policies and

<sup>86</sup> Awwad, I. (2016). The Role of Civil Society in the Enhancement of the Mechanisms at Local Governance-One Stop, “Master Thesis”, The Islamic University – Gaza, Page 9.

<sup>87</sup> Social Accountability four pillars SA procedures manual, GIZ 2014.

<sup>88</sup> Interview with former Local Governance Minister Dr. Hussein Al Araj. 26<sup>th</sup> June 2020.

programs (Thindwa, 2006). Porto Alegre in Brazil has become a model for participatory budgeting. This model entails close involvement of regional assemblies and participatory budget councils in allocating resources and monitoring how they are used. Using such techniques, the number of households with access to water services has substantially risen. The number of children in public schools doubled during 1989-1996 and the tax revenue increased by nearly 50% since increased transparency encouraged higher payment of local taxes (World Bank Institute, 2006).

Another example is that of the Gujarat State in India that has employed successful engagement of civil society in budget review and analysis. Since the use of such tools, allocation and release of funds to priority sectors has improved and there is strengthened flow of information among ministries. The Gujarat model is being replicated in several other Indian states (Thindwa 2004, World Bank Institute 2006).<sup>89</sup>

#### **4.6 Exercising SA within Palestinian Territorial Classification A-B-C**

The diversity in Palestinian communities in terms of population classification per territorial distribution (A, B, or C), and its distance from the Palestinian Authority (PA) center in Ramallah and administrative classifications such as refugee camps, has a significant impact on the level of social involvement and accountability practices. As in rural areas, citizens are not sufficiently involved because they are primarily farmers and workers who do not pay attention to the effort of participation and accountability practices. The emphasis on accountability by Ahmad Abu Laban, general director of the

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<sup>89</sup>Ahmad, R. (2008). Governance, Social Accountability and the Civil Society, JOAAG, Vol. 3. No. 1, page (13).

Ramallah Municipality, is strongly related to the level of participation in which the LGU involves community bodies and local actors in various fields.

Provided that SA is relevant to all aspects of people's lives and is considered an appropriate means for bringing about positive change in the behavior of individuals and groups, we will use the information gathered from the field <sup>90</sup>in this chapter to address the research problem and its main question by examining the effectiveness of the accountability mechanisms adopted and promoted by Palestinian civil society.

Large number of findings found out of research journey, which lead us to many conclusions that will contribute to the accumulation of knowledge about SA in Palestine. One of the participants, Mr. Kayed Masood from the village of Marj Naaja said in one of the meetings organized as part of the Jordan Valley Development Program funded by the French Development Agency (AFD),

“We are here in these marginalized villages. The Projects we are given don't match with our actual needs, while we hear and see everyone talking about supporting local communities in the Jordan Valley.” <sup>91</sup>

This indicates that the real support on the ground is still artificial and disconnected from reality and actual needs.

In view of such a challenge, how can people monitor issues related to their essential services? It is not easy to have a common answer for this question, because each Palestinian community in Palestine have different features related to the circumstances,

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<sup>90</sup>Interview with Ahmad Abu Laban, Ramallah Municipality General Director, June 5<sup>th</sup> 2020.

<sup>91</sup> A workshop to analyze the social, and psychological reality of women in the Jordan Valley villages, Marj Naajah village, led by the social expert Malak Al-Masri, September 2018.

in terms of the geographical, social, and economic dimension, and the different considerations including the Israeli occupation practices linked to its expansion and settlement plan. Communities in Palestinian cities, for example, live in a state of relative stability, making them abler to exercise SA due to their proximity to government centers, whereas rural communities in areas (A) and (B) suffer from a lack of control over resources, and services, necessitating an increased need for accountability and response. The gap between Palestinian societies in the central cities and rural communities is widening, as are disparities in resource exploitation and service quality. If these reasons are addressed, the gap between members of a single Palestinian society will be narrowed. It creates a situation in which inequality and conflicts are reduced, which usually leads to social conflict, which impedes development. Although Palestinian society as a whole shares common economic, social features, and characteristics, each of these groups has its own experience and distinct collective memory based on its distance or proximity to the center, as well as the social, economic, and cultural composition that determines the form of the system, and thus the form and method of SA compatible with these data and circumstances. Mr. Rifaat Sabah confirms this fact stating that the "Palestinian society is governed by common characteristics that distinguishes it from other societies. However, the conditions of occupation and fragmentation in which it is living make it in need for various forms of interventions according to the life and objective nature of each community." <sup>92</sup>

From a philosophical standpoint, the feeling of neglect, marginalization, and the right to practice accountability is far greater than the concept of providing these societies with many projects without being able to touch and fulfill their true and actual

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<sup>92</sup>Interview with Mr. Rifaat Sabah, Director General of the Teacher Creativity Centre, 15-June-2020.

needs. The most visible example of this is what happened in Marj Naajah village, where a public services building was constructed, but the following year, another donor demolished the building to build a health clinic instead, primarily due to a lack of land to build the clinic on.

We have faced true obstacle in convincing women in Jordan Valley communities to take their role in protection and planning committees. They clearly say we do not have time to waste in a useless activity. They prefer spending this time in their work even in Israeli settlements. Nevertheless, they work under hard conditions; it was really hard to convince that lady (from Al zbaidat) who said;

“I feel myself in better condition and feeling when I work in a place where I get my rights fairly, she meant the high wages she gains from settlements businesses.”<sup>93</sup>

#### **4.7 Context of SA at Palestinian Local Governance Level**

According to the World Bank definition,

“SA is the concept that revolves around the participation of citizens and civil society organizations in public decision making process (World Bank, 2005). The Department for International Development (DFID) defines it as ‘The ability of the citizens, civil society and the private sector to scrutinize public institutions and governments to hold them to account’ (DFID, 2009).”<sup>94</sup>

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<sup>93</sup> Interview with Malak Al Masri psychosocial expert March, 2018. Gender Workshop in Zbaidat.

<sup>94</sup> The Department for International Development (DFID) <https://www.gov.uk/world/organisations/dfid-opts>.

Such an argument around SA conceptual dimension could be overviewed as the decision makers' individual or institutional commitment to creating a supportive environment and opportunities for citizens, CBOs and CSOs to be aware of all financial, administrative, or technical information related to the developments and services they receive for the sake of improving service quality. The right of citizens and their representatives to obtain evaluative information about the services they receive is an important component of citizens' basic human rights, and the most visible manifestation of a democratic society.

The concept of SA in the Palestinian society is crystallized through a series of activities and practices related to SA programs implemented at local community level by a number of actors interested in Social Accountability. The MDLF is the executive agency of the MoLG, and a group of institutions that fund SA projects. Leaders and civil society institutions interested in accountability, a group of consultants, media institutions, social activists and workers in the local government sector act as a working group that accumulated the development of the accountability concept through work, experimentation and training. This concept can be elaborated according to the following data analysis:

SA program funded by GIZ started in the year 2012, according to Email Ghori, GIZ specialist in social accountability. He considers SA as “the process that enhances dialogue between citizens and their representatives. Citizens alongside the LGUs are given the chance to know more about each other and about the challenges where citizens accordingly come up with proposals and recommendations to improve the

service provided”<sup>95</sup>. This strengthens the current relationship and level of trust between the two parties. Nassef Muallem, a civil society leader and the general director of the Palestinian Centre for Peace and Democracy (PCPD), sees SA as the exercise of the citizen's right to hold officials directly accountable without the mediation of representatives. As a SA specialist in MDLF and a postgraduate student pursuing a master's degree in Local Governance, Nancy Al Masri considers SA as the activities and tools used by citizens. She adds that SA committees clarify that decisions or issues related to programs or projects implemented by LGUs are based on four important pillars, (participation, monitoring and evaluation, transparency, and responsiveness). According to Rula Jadallah, a member of the Arrabeh SA committee and a lecturer at AAUJ states that SA is the citizen's understanding of his rights and duties, which leads to a positive dialogue between the citizen and the official parties, to ensure rights and duties and make transparency in the work of official public institutions a reality. Issam Aruri, a civil society activist and general director of Jerusalem Legal Aid Centre (JLAC) sees that “SA is the submission of public administrations, including private institutions, elected bodies, government bodies, and even public shareholding companies, to hold their leaders accountable or to those seeking to represent their interests regarding the extent of their duty and the type and amount of services they provide.”<sup>96</sup> This is also affirmed by Majdi Abu Zaid, general director of AMAN, who says that “SA is related to citizens' rights and the competent institutions that represent them. The concept of accountability grows in light of the Palestinian situation in the absence of the Legislative Council, and thus the role of civil society institutions, the media, specialized institutions, and health must be strengthened.” Motasem Zayed social and

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<sup>95</sup> Interview with Emile Ghoury, LGRP-GIZ. Civil Society Advisor. 15.6.2020.

<sup>96</sup> Interview with Issam Aruri Civil Society Leader General Director OF JILAC, (10/4/2020).

developmental activist conforms that “SA is the citizen's right to hold officials and decision-makers accountable, but it must be done in a conscious and two-way mutual manner”<sup>97</sup>. Dr. Tawfeeq Budairi, Minister Deputy of the Ministry of Local Government, believes accountability stems from building trust at all levels and changing culture. Such a consolidation takes time and does not happen overnight.

The ministry of local government began with a clear policy that worked on this issue, and its funding policy was translated into programs and distributed to local bodies. ANSA coordinator and AMAN SA specialist, Hama Zeidan says: “We give the citizen the impression that he is also responsible for accountability of public performance. At the same time, we want to work with officials to establish the concept of accountability and that they are also accountable for issues before the citizens who voted for them (granted them power).”<sup>98</sup>

PCPD coordinator of social accountability, Ekram Zubaidi sees SA as the officials' response to all citizens' questions, inquiries, and complaints, and putting the numbers and facts in front of them transparently and credibly. She also believes that social issues are one of the parties to the equation to achieve integrity in society. Integrity is defined as the sum of ethics, efficiency, SA with no corruption (Integrity = ethics + efficiency + SA– corruption). In other words, to achieve a honest society, there must be ethics in the local authorities in the work crews, in addition to the efficiency of these teams and the availability of SA and work to reduce the phenomenon of corruption by placing a number of controls for this phenomenon in place.

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<sup>97</sup> Interview Motasem Zayed social activist, and SA expert activist, May 15th 2020.

<sup>98</sup> Interview with Hama Zeidan, AMAN SA officer, ANSA coordinator in Palestine 25-July 2020.

Dr. Hussein Al Aaraj, former MoLG minister, emphasizes that SA is a process carried out by representatives of citizens and grassroots associations in the local community by holding officials and decision makers accountable for their decisions and actions compared to the promises they made through plans and budgets. It is a dynamic process intended to improve performance and prevent corruption and law violations. The crown of SA is the participation of SA committee reports in decision making. Taiseer Muheisen, a civil society activist and PARC director in Gaza, defines SA as "an approach to building a process of accountability based on civic participation, in which all stakeholders (citizens, organizations) participate in the process of subjecting government parties or their representative bodies to the process of accountability to ensure the achievement of the goals" (transparency, participation, response, and oversight).

To ensure effective Social Accountability, it must be recognized and implemented as a Bottom up Approach in two directions. The researcher also recognized that without strengthening accountability for performance at the community level, the community-based programs that government is seeking to re-energize will be difficult to sustain. Though the Ministry of Local Government and its executive arm give funds and loans to municipalities that represent the official reference and the government agency that sponsors SA in line with the ministry's strategy and the national policy paper "The strategic framework governing the issue of accountability, SA is not sufficiently explored or cultivated at communities' level. The community starts from the statute and the strategy (the National Agenda 2017-2022), and accordingly the Ministry of Local Government leads the implementation of this strategy and adopts it in the course of its

implementation work.<sup>99</sup> Based on the decision of the Palestinian Minister of Local Government issued on 05/13/2015, and based on the powers vested in him as a minister, and to complement what has been accomplished in terms of social accountability, a technical committee was formed consisting of representatives from (The Ministry of Local Government, the Municipal Development and Lending Fund, the Ministry Education, Office of Financial and Administrative Supervision, Advisory Board, Student Forum, Life and Hope Foundation, Aisha Association for the Protection of Women and Children, The Coalition for Integrity and Accountability "AMAN", the SA Network in the Arab World "ANSA", the German Cooperation Agency (GIZ), the United Nations Development Program, the municipality of Betunia, the municipality of Senjel, the municipality of As-Samu, the municipality of Tuqu', the municipality of Ya'bad, the village council of Zabuba, the municipality of Rafah, Maghazi Municipality, Khan Yunis Municipality): The tasks of the technical committee include:

- 1- Facilitating the process of communication and coordination between the relevant authorities and at all local, regional and national levels.
- 2- Directing and supervising the work of institutionalizing and supporting the policy of SA and its continuous evaluation.
- 3- Working on developing the SA guide and working on publishing and disseminating it, and motivating local bodies to do so.
- 4- Follow-up to the program of support and capacity building in the field of SA for the Ministry, the Municipal Pelleting Fund and the Municipalities Lending and the Local Authorities and their Teams.

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<sup>99</sup> Ibid

- 5- Enhancing communication, mobilization and participation at all levels for SA in Palestine.

It is noteworthy that this committee emanated a specialized sub-committee to review the national guide, consisting of the Ministry of Local Government, the MDLF Municipal Development and Lending Fund, in addition to representatives of local bodies, civil society institutions and international institutions working in the field of social accountability.<sup>100</sup>

The MoLG recognizes the importance of social accountability, but there is confusion in the ministry's concept for its role in oversight and accountability, which is still based on hierarchical concepts, so the ministry, in my opinion, still deals with local bodies as service-providers within its structure, rather than independent elected bodies that derive their powers from the citizen wand. Although it is understandable that the ministry lacks confidence in some LGUs' ability, transparency, and responsibility, there are several ways for the ministry to empower citizens and civil society institutions through supporting legislation and regulations to ensure the enhancement of their role in Social Accountability.

“It is true that the National Commission for SA serves as an umbrella and a legal representative framework for institutions involved in SA from all sectors, including civil society, advisory, and government, still unions are not represented in the National Accountability Committee. As for the members of the SA Committees, which represent the local community as individuals and grassroots institutions, this committee represents a community framework that works on

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<sup>100</sup> Social Accountability tools manual in Palestine, May, 2016, page (7,8).

adopting one of the most prominent issues of the local community, and that the local body monitors its work. The meetings and reports of the SA Committee are documented, and submitted to the Council (the official local body for follow-up and implementation). The SA Committee is a positive structure with democratic manifestation of SA mainly for being a representative community body based on a voluntary basis and on the initiative of the municipality. It includes representatives of service providers (municipalities) and service recipients from the local community with the aim of actual participation in the work and services of municipalities to enhance the level of SA in its four pillars: transparency, participation, responsiveness, control. SA Committees promote openness between municipalities and the local community and its institutions, participation in planning and decision-making, response to complaints about services and decisions, monitoring performance and community evaluation, and community evaluation in a participatory framework with the municipality in order to improve money-management processes, public affairs, and services provided by local bodies to the local community.”<sup>101</sup>

Nonetheless, strengthening local empowerment and SA requires additional reinforcement to address pernicious local system problems such as poor attitudes/awareness, neglect of duty, and resource mismanagement. The researcher is well aware that any SA intervention will not be implemented in a vacuum, but will be layered on multiple strata of power and accountability relations within local governance

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<sup>101</sup> Municipal Development & Lending Fund “MDLF” (2016), The General Framework for the Formation of a Social Accountability Committee, Capacity Building of Municipalities and Local Communities in Social Accountability, 2016, page 4.

and government, as well as prior priorities that will intervene in accountability relationships.

Recent research has highlighted the challenges of instituting new measures to promote accountability within the different sectors and systems (i.e health sector). These include the logistical challenges of scaling a complex package of interventions that must be tailored to different communities; ensuring financial support for SA programs beyond the end of donor-supported projects; maintaining community engagement and enthusiasm in the face of multiple other demands on community time; and ensuring the political acceptability of an approach that is ultimately seeking to engender a more equitable balance in power between the disadvantaged and the privileged. Without the support of political elites, acquiring the necessary resources (financial and human) to institutionalize a SA initiative within government will be difficult. While numerous efforts have been made outside of the government to scale up SA measures, these (with a few exceptions) also struggle to sustain themselves due to a lack of access to a consistent source of support. Furthermore, **it has been convincingly argued that SA schemes are unlikely to succeed in the absence of reinforcement and support from higher levels of government.**

The practice led by MoLG and its executive body MDLF, as well as its SA programs funded by GIZ, begins with embodying the concept of participation by local communities through identification of their needs and thus holding those accountable (duty-bearers) for meeting these development priorities based on a rational needs analysis that meets their aspirations and responds to the requirements of a decent life.

“SA is defined as a wide range of actions and mechanisms that citizens, civil society organizations, the media and other non-governmental actors use to demand those who manage affairs and public money to clarify decisions, and to answer questions related to projects, services. SA is based on transparency, participation, responsiveness and oversight.”<sup>102</sup>

Participation in decision-making by representatives of society and civil society institutions is the most sophisticated form of accountability by directly correcting the paths of the local body by translating the will of the community.

SA as a major component of the democratic system is one of the most basic conditions for achieving social justice, equity and affirming the citizens’ feeling that their basic rights are protected. As the vast majority of societies do not express their needs or positions even if there are SA platforms available, one of the studies presented at the MENA region (Mediterranean Countries in Tunisia 2019) stated that only 10 percent of the citizens express themselves and their opinions.<sup>103</sup> It is imperative to provide a supportive and safe environment for practicing SA to achieve its intended purpose.

The interest in the issue of SA comes from the conviction that SA as a practice and mechanism of action must be a strategic dimension practiced on the ground as this practice has the ability to conduct the democratic development of local communities and its necessity to enhance trust with citizens. On the one hand, SA is one of the pillars for the democratic structure of the Palestinian society, which is struggling for self-

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<sup>102</sup> Ministry of Local Government, (2016). Social Accountability Handbook, page 10.

<sup>103</sup> Interview with Dr. Hussein Al-Araj, former Minister of Local Government, 6/26/2020.

determination and liberation from Israeli occupation, and on the other hand, as a basic requirement for building a democratic civil system of government based on principles of social justice and human rights. This comes in the context of national liberation and the struggle of the Palestinian people against the Israeli occupation, which builds its entity on the ruins of the historical dream of the Palestinian Arab people. The Israeli occupation, as well as, the challenges and difficulties it creates in Palestinian society, are reflected in its social and economic structure, which suffers from the contradictions and problems associated with poverty, as well as the presence of marginalized social groups in the various Palestinian communities, particularly in the areas classified as (B and C). As a result, these societies suffer from isolation, lack of resources, dispersion of efforts and visions, limited control of central government and overlapping powers with the occupation. All this contributed to a negative perception among the Palestinian citizen of a loss of hope, references, and a loss of rights at the local administration level.<sup>104</sup>

SA is a grassroots social expression that conveys the people's message to officials in simple language based on the responsibilities of governing bodies and decision-makers and their commitment to these responsibilities and promises. "As Palestinian citizens, we live in the Jordan Valley's rural and Bedouin communities in unique circumstances that necessitate a unique approach to dealing with problems and managing our daily lives."<sup>105</sup>

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<sup>104</sup> Ibid, Interview with Dr. Hussein Al-Araj, former Minister of Local Government, 6/26/2020.

<sup>105</sup> Interview with Mr. Ahmed Al-Zubaidi (teacher at Marj Al-Zubaidat Secondary School and a social activist) 2/22/2020.

"SA is a practice in local bodies in line with the nature of the social and economic variables of each Palestinian community and local body."<sup>106</sup> Furthermore, achieving the goals of the National Plan, the Ministry of Local Government, and the SA Committee entails working on strengthening good governance by implementing SA mechanisms in accordance with the requirements of community participation in local community bodies. Although actual practices vary by location, there is a significant effort being made by civil society institutions and grassroots institutions to actually implement these mechanisms. It is necessary to distinguish between what was mentioned in the Municipal Fund reports and the SA evaluation study, which discussed the existence of attempts to implement SA tools in different ways between municipalities, and the reality of Palestinian communities living in various locations throughout Palestine. Municipalities publish tools to provide citizens with information, but these are usually limited to plans and, most of the time, the municipal budget and the citizen's charter, which is represented in the procedures manual, ignore any information related to laws, rights, and duties. Except for some attempts to manage the complaints system, there are no SA tools.

"The participatory development tools have been better demonstrated, as there are serious efforts to involve citizens in strategic planning within the MDF's criteria. Despite this diversity, I believe that the concept of accountability must remain unified and addressed with the goal of improving service performance and quality while ensuring citizen governance rotation in local government bodies.

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<sup>106</sup> Interview with Dr. Tawfeeq Budairi Chairman of the Ministry of Local Government and former director of MDLF) 26/6/2020.

There is also a need to work in accordance with the Ministry's and the MDLF's strategies, as well as using the tools of the National Guide for Social Accountability, so that we can move on to the topic of implementing strategic development plans for local communities in accordance with the methodologies, tools, and mechanisms of the guide's work.”<sup>107</sup>

This is done to preserve the features and characteristics that are consistent with SA practices, which scrutinize and evaluate the outcomes rather than the activities carried out. In other words, we must deepen the concept of SA and embody it as a living reality in a creative and professional manner. Accordingly, one of the most important priorities for working to entrench the concept of SA on the ground is the need to remain consistent with the concept and apply it to all Palestinian communities, regardless of size, nature, or social and economic configurations, which is a critical strategy for going forward. The priorities of the culture of local development work must be at the forefront of maintaining the provision of social justice and social capital for Palestinian society's constituents. Thus, immunizing it from being broken and losing the elements of steadfastness in light of the collapse of crises, setbacks and plots. This is a step closely related to hardening and cohesion of Palestinian society, enabling it to resist, gaining its resilience, and confirming and strengthening its presence on its land. From this arose my interest in affirming the right of the Palestinian citizens in general, and the citizens in marginalized areas in particular, to exercise their right to SA, particularly in the absence of the Palestinian legislative defendants, who represent national authority and leverage for accountability, and in monitoring the transparency, fairness, and integrity of government.

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<sup>107</sup> Social Accountability four pillars SA procedures manual, GIZ 2014.

As my research focuses on the importance of the role of Palestinian civil society institutions in translating the concept of SA into a reality practiced on the ground, I worked on investigating the interactions and discussions related to SA at both the local and national levels. It is vivid, without a doubt that the participants believe in the concept of SA and expect that the practice will bring about the desired change. This applies to all participants of different classifications, whether at the local or national, governmental or non-governmental levels. Despite their geographical separation, it is striking that they used the same terminology/expression (the citizens' right to participate gives them the right to hold accountable those responsible for their decisions and to monitor the implementation of their plans and budgets). Ahed Quran spoke to us about her experience, where she lives and works in the municipality of Al-Bireh, about the importance of practicing SA and the results she has seen, saying, "Accountability is an area that boosts citizens' trust/confidence in the municipality and gives it the authority to hold those accountable for justice and the quality of service delivery accountable; however, there are challenges/obstacles related to the negativity of some citizens who focus on personal issues at the expense of public issues, which weakens accountability and diverts it from the desired objectives.

"According to GC country director Lana Abu Hijleh, SA is a mechanism that ensures the implementation of the contract between the citizen and the bodies he has chosen to manage the services he requires and to direct the development process in his community, and that accountability must be from the citizen to the authority as well as from the community to the citizen. There can be no SA without good citizenship, a civil society based on it, and true democracy, which produces representative institutions that stem from society. Many participants

realize that accountability is a two-way process, and accountability can only be achieved when both parties acknowledge each other. Many of them believe that accountability is formal unless it is reflected in new, more appropriate and developed practices, plans and policies. Ahmed Abu Al-Hija, Director General of the Palestinian Consultative Staff Commission for the Development of NGOs, responded to a question about the framework and legal basis for SA by clarifying that SA practice is still new to our society and that it takes time for it to become an original behavior in society, except for the Legislative Council System and the National Policy Paper. There is no obligation to be held accountable to local bodies. However, by following the instructions of the Ministry of Local Government and the Ministry's leadership of the Social Accountability, they have become an original behavior in many local bodies.”<sup>108</sup>

#### **4.8 Civil Society Role in SA at Local Level**

Multiple terms and abbreviations are used in academic literature and development debates to describe civil society. International relations theory introduces the term non-state actors.

“The impact of the civil society institution at the national and local levels in practicing SA was examined in accordance with the requirements of the National SA Manual. As it was stated in the research that the institutions that worked with SA programs are the same as the ones involved in the National Committee for SA in addition to some other institutions such as the Human Rights and Democracy Media Center - Shams, MIFTAH, Truth and Conscience, and those who have contributed to

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<sup>108</sup> Interview with Ahmed Abu Al-Hija, Director General of the Advisory Board (2/22/2020).

SA programs through their various programs. Nancy Al-Masri, who is the coordinator of the SA programs at the MDLF Fund, has demonstrated the greatness of the role that Palestinian civil society institutions are committed to in embodying SA and in organizing the use and development of their tools.”<sup>109</sup>

Civil society institutions, by virtue of their specialization and deep experience in working with the masses, possess professional capabilities in facilitating the concept of accountability, training citizens on it, and practicing it through possible work mechanisms appropriate to the social context of each local body.

The study of Ehsan Award’s thesis on "The Role of Civil Society in the Enhancement of SA Mechanisms at Local Governance in Palestine," as well as my personal interview with Ehsan, led me to the conclusion that CSOs should go further in their business to develop the mechanism and institutionalize the process in such a way that citizens can digitally and intelligently solve SA model.

“In its statement issued on August -12 -2011, Shams Center saluted the struggle of the Palestinian people and their legitimate defense of the people's issues and concerns, and emphasized the importance of the role of youth in participation and SA on the path to democratic change. As it is difficult to change an adult’s view of youth, even for those who occupy leadership positions. Change occurs when institutions run by adults realize the importance of working with

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<sup>109</sup> Ibid.

young people consciously in a way that shows determination and intent, not merely a symbolic approach, form, or symbolic policy.”<sup>110</sup>

Although Palestinian youth constitute an overwhelming majority of the West Bank and Gaza population (52% are under the age of 25 years), there had previously been few opportunities for them to engage in community affairs and local governance. In response, Global Communities, a program funded by USAID from 2010 to 2017 piloted what was then named the Youth Shadow Local Councils (YSLCs) initiative in 4 communities.

“After the success of the pilot, Global Communities expanded to an additional 9 communities in 2010 under the USAID-funded Local Democratic Reform (LDR) program. The initiative continued under the USAID-funded Local Government and Infrastructure (LGI) program expanding to a total of 20 communities in the West Bank. The YLC initiative began as the Youth Shadow Local Councils (YSLC) because the councils, democratically elected bodies made up of 11-15 members aged 15-22, “shadowed” their local government leaders to learn about good governance practices. Each youth council mirrors the elected local government unit (LGU, or municipality) in size and formation. Working in partnership with the municipality, the purpose of the YSLCs has been to sensitize youth to good governance practices and to give youth an opportunity to take a leadership role in their community. The YLC initiative has an impact on four levels: 1) individuals are becoming empowered, confident young leaders; 2) youth are viewed as proactive, hardworking, contributing members of society; 3)

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<sup>110</sup> رجال، عمر. (2011). الشباب في الهيئات المحلية الفلسطينية: المشاركة في الانتخابات حق من حقوق الإنسان، مركز إعلام حقوق الإنسان والديمقراطية، شمس، صفحة 60.

communities are building partnerships and implementing initiatives that improve quality of life; and 4) nationally, the YLCs have created a platform for youth networking, hosting national youth summits, informing local governance and youth policy, and creating the next generation of Palestinian leaders,”<sup>111</sup>

Global Community Program was implemented in cooperation with CSOs and LGUs with on the basis of “partners for good. With the aim to build long-term relationships with partner communities, helping them identify and address their needs and provide tools for long-term development.

Civil Society plays a very strong role in enhancing SA and community participation. The fact that CS is closer to their community and this is their interest then they can move ahead with SA to achieve its objectives. Civil Society Organizations have played a vital role here when it comes to awareness, participation and the application of SA tools. SA tools implemented by CSOs included Right Based Approaches, performance monitoring, interfaces, participatory planning, implementation and monitoring. This makes the governance sector more transparent and impartial<sup>112</sup> as illustrated in the below figure.

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<sup>111</sup> USAID, Final Program Report Local Government and Infrastructure Program October 2010 - February 2017, pp88. `

<sup>112</sup> Interview with Emile Ghoury, LGRP-GIZ. Civil Society Advisor. 15.6.2020.

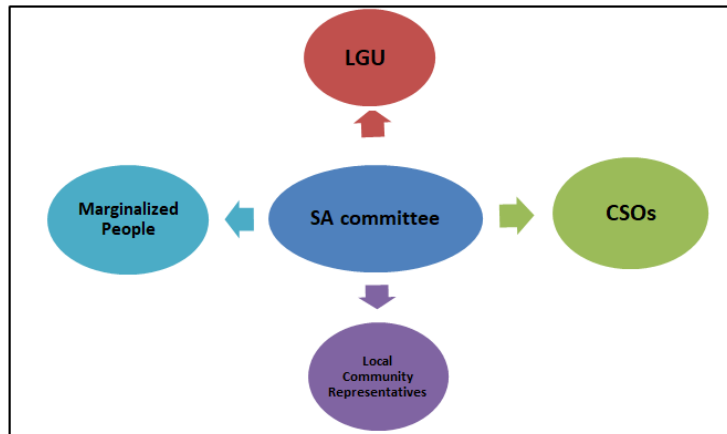


Figure (4): Civil society role in social accountability at local level

### Civil Society Role in SA at Local Level

We can say that the issue of SA came as an extension of the work of civil society institutions, and the strategy of the Ministry and the Fund came with the support of the German Cooperation Agency with its programs to develop SA since 2012.

It is undeniable that SA in local government work is linked to two variables. On the one hand, the extent to which the local authority is serious about dealing with accountability activities, as well as, its willingness to open the door for citizens to discuss sensitive and important issues. Whereas civil society organizations are primarily responsible for raising public awareness of SA and its critical role, Civil Society Organizations believe that SA is a democratic process that comes as an advanced step for participation, and it is the citizen's right to enjoy it, and it is the responsibility of the civil society institution to protect it, develop and organize its mechanisms, but ensure its sustainability as a major component of developing development indicators in the local authority.

Many CS initiatives have taken place, which is extremely beneficial to the advancement of SA as a culture and a right for citizens. In fact, CSOs have traditionally

been involved in promoting SA and have in recent years advocated for the establishment of a number of “accountability institutions”, specialized in the struggle against corruption and hold officials accountable to their duties. Despite this, according to recent surveys, such as those conducted by AMAN Coalition, a large percentage of Palestinians have a negative perception of public authorities and their accountability to citizens. By focusing on these themes, actions related to the strengthening of "normal" citizenship rights, citizen participation in local and national governance, and the relevance and effectiveness of public policies and services have been somewhat limited. Another issue that emerges in relation to CSO contributions to state building is the recognition and promotion of "the common good. As previously stated, Palestinian society is deeply divided by political factions; one important role that CSOs can play in this context is to support the development of a common, socially shared representation of the problems and possible development perspectives, from a perspective distinct and autonomous from that of political parties. Clearly, basic requirements for CSOs assuming a role in this framework are those of recognizing themselves as an actor (or as a set of actors), of developing autonomous perspectives, of producing one coordinate voice and of being recognized as independent from other actors. These requirements are far from fulfilled. CSOs (particularly the small and medium ones) often perceive to be too weak to develop autonomous perspectives; meanwhile, the stronger CSOs are not perceived as think tanks that could positively influence policy dialogue, but as “opposition” or enemies, or as bearers of foreign “hidden agendas.”

One of these notable initiatives is AMAN's establishment of a civil team to support the transparency of the public budget and citizens budget (Annex 3), which represents a number of Palestinian sectoral civil organizations. AMAN organizes

CSTPBT meetings and prepares meeting agendas and minutes, as well as any papers and documents related to the public budget, acting as a liaison between the team and the Ministry of Finance.

To improve their capacity in the field of public budgeting, the CSTPBT team attended a number of training workshops. This is critical for ensuring citizen involvement in national budget and allocation decisions. The CSTPBT team believes that there is an urgent need to educate citizens about the public budget so that they can participate in its preparation and hold the government accountable for how public money is spent.

“The CSTPBC team typically submits a proposal to the Ministry of Finance and Planning, requesting the adoption of the citizen's budget, which is one of the fundamental elements that ensures the transparency of the public budget. As a result of these efforts, the citizen's budget was issued for the first time in Palestine in 2011, and it was developed to become the citizen's guide in 2013, where the national team worked to raise awareness about it. AMAN and its partners were also recently successful in persuading the Council of Ministers of the importance of involving civil society organizations in the discussion of annual budgets before submitting them to the Cabinet for approval. Members of the CSTPBT formed specialized sub-committees to focus on three major essential sectors (Health, Education, Social development). To inaugurate this success, AMAN and other members of the CSTPBT must collaborate in the future to establish a monitoring unit specialized in following up on all issues related to the public budget, creating a reference for all interested citizens, researchers, and various institutions to be

aware of public spending, question the spending, and hold the government accountable to their duties. For example, as stated in the AMAN report, financial data on the 2020 General Budget Performance Report Reclamation show that the fiscal crisis in the PA budget continues due to a decline in domestic revenues caused by the economic effects of the Corona pandemic. According to AMAN, while some budget documents have been published, such as monthly reports, they are cumulative reports that do not include an analysis of performance, reality, and content. The Government has not adhered to the participatory approach to which the Government has repeatedly stated its commitment and sharing the information with the CSOs especially in view of the absence of the Legislative Council, which has the basic legitimacy to approve the General Budget and has made it impossible to publish any data on the Budget and the draft has been dealt with in absolute secrecy.”<sup>113</sup>

Having no structured mechanism in place, it is difficult for CSOs and citizens to question the National Budget, despite some understanding reached with the government to share these budgets with CSOs for comments and opinion. AMAN SA coordinator and ANSA member, Hama Zeidan, described SA as a citizen in Ramallah municipality as “a democratic space that gives the citizen and the official an opportunity to obtain the information required to improve performance and thus enhance the citizen's confidence in the local authority and provide the official with the necessary information to bring about the necessary treatments for the work and even policy of the local authority.” She emphasized that civil society institutions have worked on many interventions, but raising awareness of the concept still needs more work.”

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<sup>113</sup> AMAN, (2021). Analysis of the General Budget Report 2021, <https://2u.pw/Rkmgf>

The CS actors have been active in launching SA campaigns that has been effective in drawing the attention of the media and the government to these activities. Another noteworthy example of SA is the initiative of the Palestinian Consultative Staff (PCS) and the Palestinian Education Coalition, which launched the "Ask the Government" campaign in December 2018 to strengthen the partnership between civil society and the Ministries of Education and Higher Education in order to achieve effective implementation of the fourth goal of sustainable development. The campaign was timed to coincide with the seventieth anniversary of the Universal Declaration of Human Rights, in which the right to education is central to empower and strengthen other rights. This campaign aimed to assess the points of view of the parties involved in the educational process (students, teachers, parents, researchers, etc.) about the appropriateness of the Palestinian curriculum, especially the new textbooks, the methods of teaching, and the school environment with the fourth developmental objective. This was implemented through a public opinion survey, which has been conducted through social networking sites entitled "Protect your rights" and through field researchers to fill full the survey in different places in WB & GS between 10 December 2018 and 10 January 2019. Around 10,400 people participated with their opinion in Palestine's new curriculum. The questionnaire analysis was shared with the minister of higher education. However, no mutual plan of action was put in place to follow up on the results' implementation, which is critical for having effective SA results. Under the slogan "Accountability is Development", the Palestinian Consultative Staff for NGOs and a coalition of civil society organizations launched a second national SA campaign for 100 days, to hold the government headed by Dr. Mohammad Ishtieh accountable for its achievements during this period. **This campaign aimed to establish**

**a new complementary relationship between government and civil society.** The campaign aimed to encourage civil society to play its role in SA, to develop the relationship between the Palestinian civil society and its government towards a more participatory approach, to motivate citizens to participate effectively and contribute positively to the management of public resources, to encourage the government to raise the efficiency of performance and to implement the promises made to citizens. The campaign focused on social and economic rights. Around 93 civil society organizations were involved in the campaign that ended on the 25 of July 2020. The final report was shared with the Prime Minister himself discussing the performance of the Palestinian government within the first 100 days. The campaign drew the attention of many stakeholders and official parties as a result of the media coverage.

"Earlier in 2014, with support from the National Endowment for Democracy (NED), NDI designed a program to increase citizen involvement in local governance to potentially serve as a base for future local government advocacy and monitoring programs in the West Bank. The initial program design aimed to assist local civic activists to: establish relationships with municipal and town councils; educate citizens and elected officials on the benefits of civil society-government partnerships; empower citizens to hold local governments accountable; and provide a vehicle for citizens interested in becoming politically engaged to do so. Two communities – Jenin and Qabatieh, both in the northern region of the West Bank were the focus of this program in which citizens in their municipalities through surveys and radio programs to identify community needs. Partners then formed a committee of concerned and active citizens in each municipality to develop and prioritize the needs. Following prioritization and the development of advocacy plans, the partners and their committees engaged decision

makers of the municipalities through various mechanisms, such as town hall meetings and face-to-face meetings in order to raise the issues and advocate for the municipality to address community needs, either through direct action or through budget allocations. Finally, as the year concluded, the partners and committees sought ways to analyze the municipalities' draft budgets to ensure their municipalities included their priorities. The underlying approach was to assist citizens in becoming resources for their local governments and create positive, non-confrontational and non-combative relationships. NDI saw this approach work in other settings and felt it would be appropriate given the context and current government-citizen relationship.”<sup>114</sup>

Despite the fact that civil society organizations have been involved in various initiatives on social accountability, many Palestinian citizens feel disconnected from their political leaders and government, leading to widespread frustration among the populace and citizens viewing strikes and mass protests as their only means of raising awareness of critical issues. Political parties had legions of registered members, but many Palestinians saw them as part of the problem and resistant to change, particularly given the political divide between the two main parties, Fatah and Hamas. Furthermore, while the majority of civil society organizations focused on service delivery or civic education, few were directly involved in influencing policies or SA governance issues that affected people's daily lives.

The outcomes of the numerous SA campaigns, programs, and projects are significant, and there has been a positive shift in how the government views and responds to its citizens, and vice versa. However, the outcomes of changes in the

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<sup>114</sup> An interview with Basima Adawin, Expert in Development. EU WB&G. June 15<sup>th</sup>-2021.

relationships between the two institutions (government and citizens) do not imply that the change is permanent or sustainable. On the contrary, CS organizations authorities need to continue working with citizens, elected officials, and the governments to ensure the progress becomes habit and guarantee a long-lasting change.

Despite the difficult situation, many experiences have been carried out in which local authorities were engaged in local development planning activities, with the support or participation of civil society and grassroots organizations. Many of these activities rely on international donors' funding. However, it is important to note that in some cases, these activities have been carried out in areas under Israeli occupation, thereby strengthening the capacity and resiliency of the local population. Given the aforementioned experiences and practices, it is possible to identify a more advanced role that can be played by CSOs, on the one side supporting and participating in local governance processes and mechanisms (not just as "technical partners", but as organized actors bringing the voice and perspectives of citizens) and on the other side actively partnering with local authorities and APLA in advocating for a process that rather than merely delegating "service delivery" to the local actors, would recognize their power, authority in decision making, SA process, and in the guide of local development.

Cross-country comparisons and the 'unbundling' of governance components such as rule of law, voice and social accountability, corruption control, and state capture have shown that a greater emphasis on external accountability (i.e. social accountability) can lead to improved governance and inclusive and equitable services for citizens. General debates on public-sector strategies have emphasized the importance of an effective state

and citizen empowerment. For instance, the 2000/2001 World Development Report and World Bank's empowerment framework recognize SA as an integral component of 'empowerment' and hence poverty reduction.

**SA mechanisms used by civil society organizations can broadly be classified as either 'horizontal' or 'vertical.'** It can occur internally (for example, an internal audit within a government agency) and can be among equals (for example, legislators holding each other accountable). Horizontal mechanisms occur externally and involve one party holding another accountable and therefore exercising 'superior authority' or greater power. We focus on SA among the various mechanisms for promoting accountability because of its role in facilitating civic engagement aimed at improving the living conditions of the poor, marginalized communities, and underprivileged groups. SA has been defined as "an approach to building accountability that relies on civic engagement, i.e., in which ordinary citizens and/or civil society organizations participate directly or indirectly in exacting accountability"<sup>115</sup>. The mechanisms for implementing this type of accountability are referred to as 'vertical'. Although elections serve a similar function, they are regarded as a "blank instrument" because they do not allow citizens to express their preferences on specific issues, participate effectively in public decision-making, or hold public officials accountable for specific decisions and behavior<sup>116</sup>. Examples of SA initiatives in Palestine include 'traditional' forms such as public demonstrations, advocacy campaigns, and investigative journalism, as well as more recent ones such as participatory public policy making, public expenditure

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<sup>115</sup> Malena, C., Forster, R., & Singh, J. (2004). The Role of Civil Society in Holding Government Accountable: A Perspective from The World Bank on The Concept and Emerging Practice. Social Development, 1–76. [http://www.istr.org/resource/resmgr/working\\_papers\\_toronto/malena.carmen.pdf](http://www.istr.org/resource/resmgr/working_papers_toronto/malena.carmen.pdf). Pp4.

<sup>116</sup> Ahmad, R. (2008). Governance, Social Accountability and the Civil Society, JOAAG, Vol. 3. No. 1,

tracking, and “efforts to improve the effectiveness of the government's “internal” accountability mechanisms, for example by involving citizens in public participation.”

It has also been suggested that SA initiatives are most effective when they are "institutionalized" and when the states' "internal" (horizontal) accountability mechanisms are "more transparent and open to civic participation"<sup>117</sup>. Poor people benefit the most from effective SA initiatives because they are the “most reliant on government services and the least equipped to hold government officials accountable”<sup>118</sup>. The proponents of SA maintain that by involving citizens in initiatives geared towards demanding accountability of elected leaders, SA also strengthens democracy. The monitoring of government performance and demand for transparency protects citizens’ rights. A key feature of recent practices is the increased reliance on civil society organizations (CSOs)-through domestic imperatives or externally driven donor support-to influence government priorities and reform process. These models have originated from different sources in response to various problems. During the research, we have noticed that among the most effective mechanism is investigative journalism and the role of media.

**Access to information is a main basis for SA** and is considered to be a vital component accompanying accountability is communication: there is no accountability without the means and skills of communication. These means and skills do not come without professional training to put the concept into practice since the main pillar and decisive factor for accountability is the availability of information on which the question is based (for accountability). This information, as well as the interests associated with it

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<sup>117</sup> Malena, Forster and Singh, 2004: 4.

<sup>118</sup> Malena, Forster and Singh, 2004: 5.

for everyone who is concerned about accountability, has an impact on the course of business and decisions. The below figure illustrates this important relationship between access to information and accountability.



Figure (5): The important relationship between access to information and accountability

SA comes from the social frameworks that represent the constituent groups of society. These groups, grassroots institutions, associations and clubs constitute the true nucleus of change and provide real information directly from its original source without any mediation. Accountability is one of the most important tools and means of practicing democracy, as it gives the citizen the right to hold officials accountable and verify information with them. Many participants realize that the concept of SA is linked to obtaining information and that local bodies, in varying degrees, provide citizens with the information they need, thus increasing or decreasing the citizen's ability to practice SA according to the information available to him.

As this was stated by Dr. Ammar Dweik,

"The law on access to information is still being debated and has some complications because it protects a wide range of information, restricts access, and provides numerous benefits. As a result, local governments must present their reports and data to citizens, which is what many municipalities do. There are a few local bodies that withheld information from citizens and caused corruption, forcing the government to intervene and replace the body with the appointment of an alternative body."<sup>119</sup>

Without a doubt, one of the most prominent and important factors and reasons for the success of the SA processes is the local authority's leadership's belief in the importance of accountability and the extent to which it has a positive impact on the relationship between citizens and the local authority. This is demonstrated by practical examples such as the municipality of Betunia, whose mayor expressed his interest and belief in accountability and community participation saying " One of the most important factors that contributed to the success of the idea of accountability in the municipality is my belief in the importance of this issue and adhering to the municipality's policy of open doors and openness to society, as well as holding Municipal Council meetings outside the municipality by hosting local civil society institutions such as the Betunia Women's Association and in the neighborhoods maintaining constant communication with citizens, whether directly through the office or in another form. I will be clear with you that facilitating the accountability process, providing information to citizens, providing them with all answers to their inquiries, and working on making the amendments produced by the accountability processes will benefit the local body by

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<sup>119</sup> Interview with Dr. Ammar Dweik, Director General of the Independent Commission for Human Rights, Ramallah 5-28-2020

improving the citizen's performance and image, as well as the citizen's ability to obtain answers and justifications and improve the service he or she receives.”<sup>120</sup>

While there are some models that have been invested in and trained their staff for multiple times, the change of the local body and the introduction of a new body that has no prior experience with SA impeded the functioning of the accountability mechanisms and disrupted them. Alternatively, if the employee in charge of the SA file has retired. Anabta municipality is a model where youth representation in the SA Committee is reviewed. "Since the municipality staff changed the meaning of the employee who was responsible for coordinating the SA Committee, the youth's participation in the first phase decreased and later no activities were held for the committee.”<sup>121</sup>

Muhammad Kmail, Director General of the Chamber of Commerce and a member of the Qabatieh Municipality/Jenin noted, “We cannot judge all SA practices as genuine and not for the purpose of satisfying the Municipal Fund, which ties accountability, transparency, and information disclosure of the municipality's work and thus has an impact on the volume of funding obtained by local bodies. One example is the World Bank's annual grant. There are local organizations whose accountability practice are automatic and stems from the same source, but there aren't many of them.”<sup>122</sup>

Speaking to the public, you will find that the concept is not widespread. For example, Mr. Ahmed kmail, who worked with the Accountability Committee to monitor the work of the former local body in Qabatieh, says it is hard to disclose a lot of

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<sup>120</sup> Interview with Rebhi Doleh, Head of the Municipality of Betunia, (29/5/2020).

<sup>121</sup> Interview with the former coordinator of the SA Committee, Anabta Municipality, Tahseen Saleema 4-7-2020.

<sup>122</sup> Interview with Muhammad Kmail, Director General of the Chamber of Commerce and a member of the Qabatieh Municipality Jenin (23/5/2020).

information because it puts you in a difficult position, as is the case with all municipalities. He added, “Social media tools have a significant and effective impact on changing people's perceptions. We were subjected to a major campaign and a strong attack as members of the Qabatieh municipality when we were elected, but things changed after that, and a new case emerged. Within 24 hours, the local community in Jaba, south of Jenin, was able to collect donations totaling two hundred thousand shekels for the purpose of constructing the school in February 2019. If the local body improves role integration and positive competition, this reflects the community's strength. I believe that citizens are absent from influencing decision-making and, as a result, from practicing Social Accountability, and that people's influence is limited to local bodies by following up on private rather than public issues. In terms of how the public perceives the local government, the citizen believes he is important to the extent that the government responds to official demands. Although citizens and local authorities interact on a daily basis, the hearings created a state of organized, thoughtful, and scientific interaction. And it was frequently reflected in the local government's policies and decisions.”<sup>123</sup>

Experience has shown that the effectiveness of the influence of the media and its experiences on the issue of accountability produces faster results that are sustainable and have the power of influence, and directly touch citizens to this Social Accountability. Investigative journalism was able to unveil many cases and information that opened files of corruption, mismanagement, and involvement in the sale of lands and other aspects, all thanks to investigative media and television talk shows

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<sup>123</sup> Ibid.

complemented as a sand hour and so on. This significant achievement is documented here by Watan Media Foundation and its staff.<sup>124</sup>

According to Hamma Zaidan, there is an improvement in the level of accountability in Palestine, and there is an important role for the media and investigative journalism competitions. There are programs for the best accountability program. We offer partners and many media institutions, and these programs were able to reveal important issues, and the survey groups succeeded in training their members and building their own capabilities to practice the requirements of the SA process. According to Hamma Zaidan, mayors in Britain submit regular reports to voters on their achievements, and this is one of the most prominent democratic practices.<sup>125</sup> "There is real need to increase awareness among the citizens to understand the mechanisms of social accountability." This means that CSO's must work hard to conduct programs to enhance the concept between citizens.

#### **4.9 Role of Media in Enhancing SA**

Administrations of media institutions confirmed that the speed with which investigative journalism has an impact is surprising and exceeds expectations. Awareness to both formal and informal relationships in the accountability ecosystems is important in SA processes. The capacity that different actors had to demand information of each other, impose sanctions on each other, or supply information is critical.

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<sup>124</sup> Interview with the journalist Nizar Habash, responsible for the investigative file at Watan Media Foundation, June 24, 2020.

<sup>125</sup> Interview with Hama Zaidan, the social accountability coordinator at AMAN. (15/6/2020).

According to Wild and Harris<sup>126</sup>, it is critical to have multiple channels through which SA approaches can function, such as increasing resourcing, improving information flows, creating greater top down pressure for performance improvement, and promoting collective action on the part of communities, or potentially across communities and providers. We recognize that knowing which of these mechanisms is operational is critical.

Other SA mechanisms that are notable to highlight and include, among others, participatory budgeting, public expenditure tracking, monitoring of public service delivery, public commissions and citizen advisory boards which are not well employed in the Palestinian context. A key feature of such practices is the increased reliance on CSOs - to influence government priorities for spending and reform, and monitoring public expenditures. Some of the best models have arisen at the local level, either from civil society or local government usually with external donor support, and signal the importance of reaching down to local levels for innovation. Participatory Budget Processes Various organizations, such as the World Bank, the Asian Development Bank, the United Nations (2005) and the Asia Foundation have supported the introduction of participatory budget processes, largely at subnational level and now the use of such approaches is fairly widespread<sup>127</sup>. These mechanisms operate along the public expenditure cycle, based on the assumption that budgets and their execution reflect actual policy decisions and their implementation<sup>128</sup>. Participatory budgeting is

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<sup>126</sup> Wild, L. & Harris, D. (2011). *The Political Economy of Community Scorecards in Malawi*. London: Overseas Development Institute. UK.

<sup>127</sup> Ahmad, R. (2008). *Governance, Social Accountability and the Civil Society*, JOAAG, Vol. 3. No. 1,

<sup>128</sup> Wagle, S. & Shah, P. (2002). *Participation in Public Expenditure Systems*. Participation and Civic Engagement Group. Social Development Department. The World Bank. Available: [www.worldbank.org/participation/webfiles/pem.pdf](http://www.worldbank.org/participation/webfiles/pem.pdf).

seen as instrumental in making the allocation of public resources more ‘inclusive’ and ‘equitable’. By enhancing public access to budget information, transparency in fiscal policy and public expenditure management can be achieved that in turn reduces customers, elite capture, and corruption. It is unfortunate that not many Palestinian CSOs are paying sufficient attention to this mechanism neither at national nor at local government levels. The World Bank has identified various types of SA mechanisms that can be applied at different stages of the policy sequence. These mechanisms operate along the budget and public expenditure cycle, understanding that budgets and their execution more truthfully reflect actual policy decisions and their implementation<sup>129</sup>. Palestinian civil society needs to take advantage of these examples and work on it in a more oriented manner and practice. Tracking the use of resources and the impact of local policies and programs as a model for participatory budgeting entails close participatory involvement of Palestinian citizens in budget councils in allocating resources and monitoring how they are used. Using such techniques, the access to services by marginalized groups including women, children and Persons with Disability (PwDs) will substantially rise leaving no one behind. Increased transparency usually encourages higher payment of local taxes<sup>130</sup>. Another example is that of the Gujarat State in India, which has successfully engaged civil society in budget review and analysis. Since the implementation of such tools, the allocation and release of funds to priority sectors has improved, as has the flow of information among ministries.

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<sup>129</sup> Wagle & Shah, 2002.

<sup>130</sup> World Bank Institute, 2006.

Gujarat's model is being replicated in a number of other Indian states with successful outcomes<sup>131</sup>.

The researcher has reflected on the **most effective SA tools in Palestine vis-à-vis international experiences** such as the case of **India**. It can be said that there are international experiences such as community audit in India, which has developed to rise to the level of a community audit institution that grants registration and licensing for public and private institutions “it grants a certificate of community audit) and which can be an effective tool within the Palestinian community context. The institution that grants this social audit license must meet specific societal conditions and standards.”<sup>132</sup> Whereas, some Palestinian national institutions have established experimental models for social auditing, this experiment needs localization and investment of a special kind. What the Teacher Creativity Centre (TCC) did in experimenting the model with the community auditing among school students had presented a successful model for social accountability, knowing that I participated in one of the community audit sessions implemented by the TCC in the town of Kafr Ra’i in June 2018, and the student audit team presented a detailed report. The experience carried out by the Teacher Creativity Center within the community audit project has shown a strong ability by the students to negotiate with officials in a professional and orderly manner, yielding useful and

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<sup>131</sup> Thindwa, J. (2006). Entry Points for Civil Society to Influence Budget Processes. PowerPoint presentation during the training/workshop on Budget Analysis and Tanzania’s Participatory Public Expenditure Review (PPER) conducted by the Research on Poverty Alleviation and the World Bank Institute. 20–23 January.

\* World Bank Institute. (2006). General Social Accountability Concepts and Tools. Presentation by Karen Sirker. World Bank Institute: Washington DC. Available: [www.icgfm.org/documents/Sirker.ppt#256](http://www.icgfm.org/documents/Sirker.ppt#256).

<sup>132</sup> Social Audit Network, India is a project of the MSDS Trust founded by Mr.PN Devarajan in 1999. It is the Indian chapter of Social Audit Network, UK and was launched in India in 2010. SAN UK evolved the Social Accounting and Audit framework which helps understand the impact Organizations have on the People.

effective results. This was reinforced in an interview with the Director General of the Teacher Creativity Center, who emphasized the significance and strength of the Community Audit and Integrity Clubs project's impact.

Teacher Creativity Center initiated several incentives for students volunteered in the project Social Audit, “Upgrading the Incentives: Although TCC has already improved the incentives procedures, the evaluation team sensed that the presented incentives were not sufficient thus for future similar projects, it might be a good idea to put aside a certain amount of money from the project budget for the incentives. The gifts might have a higher value than a scanner that every participating school received. Participating teachers can be given recognition reports and winning students can be mentioned in the reports and booklets of the project. In the future, it might be advisable to allocate some money for the transportation of the students during the fieldwork. In future similar projects it might also be a good idea to add extra credit for the students that participated and excelled in these projects.”<sup>133</sup>

About the accountability of the local authority, with the participation of dozens of representatives of the local community, and the local authority responded to the students' questions, it was noticed how much pressure the matter was on the head and members of the municipality, noting that they provided the required clarifications on the reasons for changing a grant to the Kuwaiti Arab Fund. Whereas, as a planning team in the municipality, it pushed them to analyze the social component of the development plan, as this activity left a strong impact on the participation of school students in the

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<sup>133</sup> Final Project Evaluation Report, Youth Against Corruption, REF:2014/SPE/0400144, International cooperation grant, December 2015.page 24.

preparation and implementation of the strategic development plan for the town of Kafr Rai.<sup>134</sup>

The **community audit tool** has been one of the most effective SA tools, as it works to integrate the teacher and student population and leave a scientific impact on SA in a practical and effective way. This carries elements of sustainability and long-term impact. During the research trip, I presented the participants with the relevant documents and the most important developments related to social accountability, and I linked these concepts to the work of the participants and the role it plays in making the idea of SA a success.

In two cases, they apologized for participating due to the distancing requirements and circumstances related to the spread of the Corona epidemic. There are those who showed willingness to work on developing SA in their position, such as the municipality of Al-Bireh, which has gone through a special experience where the local body sought to form the accountability committee in a manner that is not represented, but it is in line with the relations of the municipal council, although the president expressed a stronger willingness and will towards more transparency and expanding the representative framework for SA to include Syndicates "I do not see any justification for the absence of the Syndicate of Engineers from participating in the SA Committee, as it is the union most closely related to the work of the municipality and it is accountable in a position as responsible for the engineering standards and standards used in the municipality as well as the Association of Legal Auditors. Since we have lived under

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<sup>134</sup> Kufuor Rai SDIP, PAGE 32-37: [الخطة التنموية الاستراتيجية لبلدة كفر رعي](http://www.kufurai.ps/page-32-37-ar.html) <http://www.kufurai.ps/page-32-37-ar.html>

special circumstances related to financial issues and financial management that are still under consideration.”<sup>135</sup>

Some members of the SA committees in the municipality of Nablus expressed their reluctance to participate in the interview and requested that their names not be published. They expressed their fear of exaggerating the presentation of cases in critical form to the local and municipal body, as this would harm the participants. Ahmed Kmail, director of Jenin Chamber of Commerce, said that:

“The situation changed a lot after they took over the municipality administration in Qabatieh, as they were in the SA Committee, highly critical of the cases of idleness in the municipality and they asked for information to obtain it and hold the previous body accountable, but they could not provide all the information to people when they took over in the municipality.”

"The matter differs between being a member of a SA committee and a member of a local body, as you cannot imagine the difficulty of releasing some information that may cause a certain conflict.”<sup>136</sup>

In sum, according to the citizen’s position and job, the focus and attention of the citizen differs, and this would lead us to think about the necessity to seek and work to institutionalize SA mechanisms so that it becomes a pattern of work for local communities without being a requirement to attract financing and obtain a higher rating with the Municipal Development and Lending Fund.

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<sup>135</sup> Interview with the Mayor of Al-Bireh, Mr. Azzam Ismail, and Mr. Jamal Shaltf, the Deputy Mayor, (26/6/2020).

<sup>136</sup> Interview with Muhammad Kmail, Director General of the Chamber of Commerce and a member of the Qabatieh Municipality Jenin, (26/6/2020).

Other important means and tools for promoting SA include **citizen participation in elections** that is considered a positive and constructive matter. Participation in elections requires the follow-up of those elected after they take over the management of the local body through hearing and accountability sessions. The most important things citizens show that the elections of local councils should be done in a democratic way that enhances the transparency and accountability mechanisms.”<sup>137</sup> Citizens indicated that they have the ability to follow up the municipality work in a neutral way which implies a good indicator about citizens desire to be involved in all the process. Results also show that CSO's must conduct **public hearings** continuously because the citizens express their opinions through the Public hearing. Ramallah and Betunia implemented regular public hearing sessions, number of them were covered by the Media, They saw that there is a positive effect of the Public hearing in solving some of the citizens' problems. Citizens think that the existence of the **citizen's charter** will develop the work and improve the service provided by the Municipality, but needs time to touch it by public. Number of LGUs published citizen's charters in a visible form, for instance Nablus Municipality in cooperation with SA committee, published citizen charter in public event covered by the media. Representatives from the MoLG and MDLF attended this event,<sup>138</sup>

Again, this clearly demonstrates how institutions from various specializations and fields complement one another in constructing the overall picture of SA.<sup>139</sup>

**Complementarity of effective institutions' roles in the accountability process is crucial for the dynamic of this process.** At a time when the practice of SA processes

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<sup>137</sup> Ibid, page (84).

<sup>138</sup> Interview with Samer Jebriel SA project manager, (25/6/ 2020).

<sup>139</sup> Interview with Mr. Rifaat Sabah, Director General of the Teacher Creativity Centre, (15/6/2020).

in Palestine is advancing, institutions of various specializations, interests, and visions demonstrate that the accountability process must be involved in the various institutions in complementarity and an organized manner with a clear and complete framework that delineates the determinants of each of these institutions' work and places them in front of their responsibilities to contribute to the success of the accountability process according to Assets. This leads us to consider the importance of integrating the components of SA as mechanisms of action into an integrated institutional work model **(each institution contributes to a specialized professional side to aspects of the accountability process)**. The Director General of the Palestinian Center for Peace and Democracy also stated that;

“The **integrity clubs**, (integrity clubs formed from school students mainly school parliaments members, its mandate or task is to monitor LGUs commitment of their promises and plans and publishing reports to the public, Examples from the field , Anabta and Aouja and Jericho, which were implemented in collaboration with a Teacher Creativity Centre, provided an excellent model by integrating youth into the democratic process and creating a practical and productive educational environment for the concepts of democracy and accountability. The integrated model in the roles of institutions in all their forms is sure to lead to significant results such as educating new generations and framing the process (Social Accountability) in a systematic institutional framework and to verify information as a process.”<sup>140</sup>

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<sup>140</sup> Interview with Nassif Muallem, director of the Palestinian Center for Peace and Democracy Issues. (15/6/2020).

The mechanism for organizing roles with **an effective complementary** can be summarized as stated in the below table:

Institution	Integrative Role in SA process
AMAN	Monitoring the transparency and accountability process
Media Institutions	Displaying the findings of the investigative programs to the public and pushing decision-makers to respond
CSOs, Teachers Creativity Center, PCPD, Reform	Encouraging participation and carrying out investigations by student groups and others by enhancing community involvement
Independent Commission for Human Rights (ICHR)	Legal coverage, monitoring, and following up on enforcement of laws and regulations
MDLF	Assisting with logistical and financial activities; classification of municipalities and local government systems; and ensuring adherence to standards.
CBOs	Participation in SA providing information and facilitating access to it. Cooperating with LGU in participation and social meetings.
LGUs	Providing on-the-ground-support (field facilities) and responding to accountability inputs

The partners are very different in their make-up, history, and personalities, yet they have very similar qualities. Organizations see themselves as community leaders and at the forefront of positive change in their communities. They are seen as neutral bodies interested in pushing for the will and good of the people as opposed to special interest groups. However, these organizations need to recognize that they can learn and need to adapt if they are going to achieve long-term success. The professionalism and quality of programs, coupled with the media attention, show that the long-term commitment, willingness, and motivation towards SA affect the success and the optimal wanted change. Building trust allow citizens and the groups to take ownership to address their specific communities' needs. Social Accountability, good governance, transparency, the accountability of institutions, and the struggle against corruption and

the citizens' participation in local governance is the focus of relatively large group of organizations work in this area, from AMAN, to the Civitas Institute in Gaza, to the PCS in Jenin or Pal Vision in Jerusalem and Bethlehem. The sector is much represented by the AMAN coalition that represents cooperation with a wide group of partners, including NGOs and local level CBOs. Other relevant organizations engaged in this area include organizations working on democracy, such as Muwatin and PCPD. A certain overlap exists among these organizations and those working on human rights. In fact, CSOs have been traditionally been involved in the protection of human rights and have in recent years advocated for the establishment of a number of "accountability institutions/ mechanisms", specialized in SA as much as in the struggle against. Despite that, even in recent surveys – as those carried out by the AMAN Coalition – a large percentage of Palestinians express a negative perception about public authorities and their accountability towards citizens<sup>141</sup>.

Based on research findings and, the list of consulted persons and organizations, as well as the list of analyzed documents, for having effective participation in SA and policy dialogue.

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<sup>141</sup> In 2011 a survey prepared by AMAN stated that 40% of respondents expressed their dissatisfaction with follow-up on and resolving of public complaints. According to the 2011 World Bank "Worldwide Governance Indicators", Palestine scores just 20.7 % on Voice and Accountability, and 20,9% on Control of Corruption, and 41.3% on Rule of Law. The need for greater citizen's/community participation was established as a requirement in the 2010 – 2014 Strategic Framework of the Ministry of Local Government.

## **CHAPTER FIVE**

### **FUTURE OF 'SA' IN PALESTINE**

#### **5.1 Introduction**

This chapter will light the main conclusions resulted out of this study, the analysis of primary and secondary data, researcher's observations came up with several and multi levels conclusions, classification of needs and priorities are the clear form of this chapter. As SA in Palestine passed through diverse interventions willing to lead the national discussion to further conceptual growth of SA to meet multi sectorial dimensions. The crossing observations and notices captured along the study, proves both needs and visions to activate SA mechanisms targeting different sectors, health, education, security, etc.

This study focused on CSOs practicing SA within Local Governance Sector. As this sector touches the citizen's daily life rights, needs and interests. The chapter will be divided into three sections, Main findings, Conclusions, recommendations including four levels.

- 1- Government Level.
- 2- Civil Society Level.
- 3- Donors Level
- 4- Local Government Units.

## 5.2 Main Findings

- Despite some collaborative and networking tendencies, there is a prevalent situation of self-isolation among CSOs, which tend to focus on their own functioning. Competition exists frequently among CSOs and with other actors (including non-state actors (NSA), local governments, the private sector, and so on). **As a result, there is a need to support initiatives that build bridges between CSOs, and other actors, with a particular emphasis on SA and local governments/authorities.**
- Networks, Unions, and Platforms are a group of actors, particularly at the national level, that play an important role in fostering greater engagement of CSOs in policy dialogue, governance, and SA mechanisms; however, they are still weak and have an undefined role, which frequently leads to conflicts and competition with member organizations and among "collective organizations." **There is a need to assist networks, unions, and platforms in defining and carrying out their specific roles in social accountability.** Such roles would primarily involve networking, knowledge management, the development of a shared policy agenda, and representation in local, national, and international fora.
- Earmarked resources should be allocated to “collective initiatives” in order to fulfill their roles. Existing legal frameworks are not very supportive of SA and for valorizing the action of CSOs; they are also a causal factor for a variety of processes related to internal governance of organizations, their relationships with constituencies and their capacity and orientation to cooperate. A review of the legal framework should therefore be supported, so **that a new framework more**

**suitable for supporting the different categories of CSOs, facilitating them in developing institutional and organizational shapes suitable for performing different roles in social accountability.**

- Even though some spaces exist for CSO engagement in governance and SA policy dialogue, CSOs are widely perceived to be vulnerable in relation to governmental actors and political parties. This perception is a significant impediment to active, autonomous CSO participation in SA and policy dialogue mechanisms. **A basic requirement is diplomatic and political support for fostering a broader recognition of CSO legitimacy to collaborate with public authorities in setting and monitoring policies, services, and democratic processes.**
- Existing spaces and opportunities for participation in governance and SA policy dialogue rely heavily on the direct intervention of international donors and agencies. To expand these spaces and make them more common, rather than a "project" or program, **there is a need to include participatory governance and Mechanisms in all cooperation initiatives, at different levels** and in different steps (identification and formulation, monitoring, and evaluation), and to **include participatory governance and SA mechanisms in all initiatives that aim to increase citizens' participation and involvement.**
- For many years, Palestinian CSOs have been the site of a wide range of training and capacity-building activities. However, these activities have not always been effective, due to both their objectives and their approach. **To make knowledge sharing, technology transfer, and information dissemination an effective tool for supporting CSO development, a shift from training actions aimed**

at individuals to “institutional capacity development” processes involving long-term assistance and support to involved organizations is required. “Participating in training activities” is very common for CSOs at all levels, specific measures to support such a shift are especially important and would result in a change of the relationships among organizations, creating stronger linkages and cooperation.

- While the majority of organizations provide services, their primary funding source is short/medium term projects. This creates a stressful environment for organizations and institutional partnerships, forcing them to devote valuable resources solely to fundraising. A focus on fundraising is also an impediment to engaging in policy dialogue and SA governance (the former is frequently perceived as “not useful,” and the latter typically requires long-term processes to be effective). **Strengthening support for long-term initiatives and core funding mechanisms through various mechanisms at various levels is thus a basic condition for allowing CSOs to engage in more active, and effective SA and policy dialogue, as well as for improving their quality of action, accountability in front of partners and constituencies, and collaboration with public authors (particularly it will facilitate breaking up the client-patron relationships which often characterize the cooperation among different actors).**
- CSOs must build the capacity to operate effectively in this "governance and SA space which stand as main mandate of CSOs" and perform "SA functions" (as those related to make voice of citizens perceived, **to effective advocacy, to effective management of social dynamics, etc.**). **Links with communities and the ability to identify and/or solve problems can guide CSOs' actions more**

**than links with donors, authorities, or stronger CSOs (notably for CSOs being truly autonomous and independent).** The presence of spaces in which the SA functions can be carried out without interfering with political institutions. This implies that political institutions recognize the existence of a CS space separate from the political space, even if public policies are influenced. Such “civil society” space operates according to dynamics that differ from those of politics: the legitimacy of actors participating in this space is based on their own organization's self-mobilization and “standing”) rather than on the “consensus” of citizens or their backing (as in electoral competition and the political space).

- Policy dialogue within such a framework is a critical component of social accountability. If there are no dialogue spaces between CSOs, other actors, and the government and political institutions (including political parties), **CSO participation in SA governance risks generating a situation in which CSOs primarily play a kind of "political opposition role." CSOs lose their ability to influence policies and governance mechanisms when they are confined in this position and role.** Furthermore, assuming such a role and position easily undermines CSOs' social and political legitimacy (in fact, while government and political parties found their legitimacy through citizens' consensus, CSOs cannot claim such a foundation for their legitimacy).

“Improvements in practices and processes of CSOs in relation to their own accountability, or through global initiatives, have been documented by leading CSO networks and platforms regionally and globally. Given the importance of looking at CSOs’ own values and principles, this work on civil society accountability and effectiveness needs to continue to improve and strengthen to address the challenges of

the diversity of CSO actors, the limits of voluntary mechanisms and the increasingly difficult environments in which CSOs work. Given the impacts of the actions by different stakeholders on the CSO environment, multiple policy spaces need to be engaged with increased dialogue and understanding of the issues involved in CSO accountability. INGOs provide opportunity for CSOs to highlight their strengths, and concerns, and engage at more equal footing with Member States and other stakeholders in a discussion on the role of different actors of development cooperation.”<sup>142</sup>

- Local communities must activate the essential contribution of CBS and CSOs in order to achieve authentic and needed development.
- The absence of the Legislative Council in promoting accountability principles and transparency in Palestine lead to serious and threatening gap in the governance and may lead to critical challenges to the whole national political order.
- CSOs have an affective role in enhancing SA and activating its function within LGUs.
- The weak coordination between CSOs minimized the results of SA efforts had been implemented, national agencies and governmental bodies didn't fulfill their expected objectives.
- SA has the power and ability to find out the real resources of social conflicts and their roots.

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<sup>142</sup> 3rd Global Accountability Survey interim report, Accountable and effective development cooperation in a post-2015 era, Policy Brief, Civil society accountability: To whom and for whom? Prepared by IBON International, with contributions from Asia Pacific, Research Network, Aid Watch Canada and Action Aid Italy (5).

- Civil Society NGOs and CBOs and other civil society components have to activate professional roles to encourage and enhance SA practices in the Palestinian society.
- SA relates to political resistance, resistance to change bureaucracy into public processes and mechanisms.
- Pro-accountability programs are important resources for civil society.

### 5.3 Conclusions

- SA is a principle of good governance that relies on civic engagement by using a range of instruments and tools, such as participatory budgeting, monitoring of public service delivery, social audit. In the absence of the Palestinian Legislative Council PLC, SA is one of the important dimensions of accountability to improving the performance of LGUs as to enhance citizen's transparency integrity and trust in LGUs and prevent LGUs from power acquisition and ensure the improvement of the quality of public services.
- For such **effective participation of citizens is a right to be employed in the most meaningful ways to ensure the citizens participation in the affairs of their own development**, either directly or through legitimate intermediate institutions that represent their interests. Local development plans shall in particular, reflect the voices, interests and development needs of the community. **Communities shall be provided with adequate space to participate in the planning**, execution and monitoring of development programs of LGUs, ministries and others to ensure that public services reflect and are responsive to citizen's needs and interests.

- Public decision making shall be conducted in a manner that is transparent based on free flow of information. Adequate public service information concerning service standards and entitlements shall be directly accessible by the community to understand and monitor them. Decision-makers in government are accountable to the public for their decisions and actions.
- Vertical and horizontal government structures and systems should be in place at all levels of administration to ensure compliance to government laws, regulations and policies, on one hand, and effective delivery of public services to meet citizen's needs while making best use of resources, on the other.
- Potential means to enhance SA include social audit on LGUs budgets, planning processes of SDIPs and commitments, local elections, public hearings and others that should be further promoted and installed as essential SA tools and mechanisms.
- Role of CSOs, CBOs, platforms in enhancing social accountability, transparency and integrity of LGUs is essential since CSOs provide opportunities to improve the environment and mechanisms with practical models (patterns) of mutual accountability that give the public the opportunity to hold local governments accountable for their obligations and behaviour. To realize the theory of change in SA this entails questions about the institutionalization and sustainability of initiatives/mechanism.
- The researcher recognizes that the full commitment to institutionalizing SA programs/ mechanism would have an impact on the design decisions of accountability. However, it seems that this commitment to institutionalization frequently entails compromises. For such identified implementation options

would be needed to align them with current government priorities and national policies.

- The local and national experience with SA initiatives confirms much of what is already in the literature: such initiatives are difficult to scale, may exclude the marginalized or most vulnerable, are resource intensive to initiate, and may face opposition from more powerful local stakeholders.
- Still, as described in the study, SA experience in Palestine is also consistent with the literature's optimism about the power and potential of SA to fundamentally change the relationships between community leaders, service providers, and communities in ways that strengthen services and build social resilient capital within the community. For these reasons, it appears that the fight to improve SA within the local government system is worthwhile, but we must be prepared for a long and drawn-out battle.
- It's rationally concluded that citizen's needs and interests should take place while practicing SA, and community's inclusion within planning and decision making processes.
- Palestinian Civil Society along its historical experience passed through challenge strange conditions, these conditions originally and organically related to political structural environment. These uncountable conditions were reflected sharply on CSOs position. That resulted diverse in their techniques and methodologies. Lately, the structural interrelations with donors and international actors effected commitment with their core missions.
- The reality of Palestinian civil society, and its current capabilities have weakened its capabilities to make a desirable impact or change in the practices

of the executive authority, and this has resulted in a fragility in its strategic interventions aimed at right based approach of democratizing society.

- Development of SA initiatives globally regionally, and locally creates vivid opportunity for CSOs to activate their approaches, and mechanisms to cope with this promising development, and bridge the gap within current instability.
- Media plays strong and effective role in people's consciousness. The stories of investigatory programs of Watan presented successful examples.
- Investments in social capital with CBOs is considered most effective approach to put the seeds of positive intended change in the local communities. Both CSOs and government are invited to emphasize on this aspect.
- The need to endorse the law of access to information came to be the common demand. CSOs expected to play this role of accelerating this legal frame, its major requirement to practice accountability in different levels.
- The processes of SA development implemented in Palestine, and managed by MDLF raised the issue of implementing this intervention within other sectors, learning from LGUs experience.

Finally, the SA experience emphasizes the importance of testing approaches for customizing interventions to what is most feasible and effective locally for practitioners working in social accountability. While we should continue to gather evidence on the efficacy of SA interventions, questions about implementation and scale in different contexts remain important.

## 5.4 Recommendations

The concept of accountability has been linked to the system that places officials, and decision makers directly accountable to people for all their obligations and promises, on the one hand, and on the other hand, gives people the right and opportunity to exercise their role in holding decision-makers and those responsible for their obligations, programs, and social contracts that they commit to with the masses (citizens). Accountability is one of the democratic processes and practices that precede the process of participation in selecting representatives and officials based on their programs and plans, followed by follow-up and response processes according to accountability data, thus completing the development department, improving the quality of services and upgrading the standard of life of the individual and society.

Out of my research journey the one can clearly say that, SA cannot be obtained or its intended goals achieved unless specific requirements and conditions are obtained: -

### **“ Civic engagement in service delivery and ensuring accountability**

Entry points Civic engagement in **service delivery is related to invoking accountability**, and demanding improved access to and quality of services. This is done collectively and may involve the following **entry points**:

- Specify Local players and actors.
- **Demanding information** about the level and quality of services and entitlements to citizens. Local actors need to identify type and level of information required to tackle certain issue.

- **Monitoring the quality of services** and performance of public service providers and frontline service delivery officials. Specialized people and local experts need to be involved in the monitoring process, so they can interfere in managing and modifying these processes and services.
- **Engaging in protests and demonstrations** for publicizing dissatisfaction with service delivery".<sup>143</sup>

Current development in Palestinian situation after the last events in Jerusalem and Gaza and surrounding Palestinian existence encourages SA to take more active role in the social and political life. Currently, Palestine is going through critical unstable situation, but the question that remains is whether Palestine transition is going towards a democratic state or towards something else. An attempt to answer this question by focusing on some aspects of the rule of law in Palestine, accountability mechanisms, and law enforcement institutions of the Palestinian National Authority. Democracy is not a distinct group of institutions, there are many forms of democracy, and the different applications of this democracy result in a different group of products. The specific form that democracy takes depends on various conditions, in addition to the state structures, and policy applications. The most common definition of democracy among scholars and sociologists is the definition of "Joseph Schumpeter" that democracy is Institutional arrangement aimed at arriving at policy decisions through which individuals can gain the authority to make a decision by struggle compete for the people's vote."

The study sends messages to several levels in Palestinian Society, the overall target of the study is to make the positive social transformation that can lead our communities of

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<sup>143</sup> Civic Engagement in Local Governance, Study Pack.2014 Page (12).

multi-sectorial identities to achieve the collective vision of building our independent democratic Palestinian society.

### **1- Government Level:**

- Reframing SA accountability legal and institutional set up that can ensure methodological process and mechanisms.
- Accelerating the approval and adoption of the law on access to information in a duly manner so that it meets the necessary needs to achieve accountability at all levels.
- Integrating accountability processes within government ministries' strategies and implementation plans, and their follow-up in the context of the work of regulatory bodies such as the Anti-Corruption Authority and the Administrative and Financial Control Bureau.
- Linking management evaluation systems and incentive systems with a commitment to applying SA processes and their results.
- Providing appropriate initiatives to activate SA in various sectors such as education, health, security, and others.
- Sponsoring and adopting specialized programs that activate SA that is issued by global and regional networks of accountability.
- Facilitating the integration of SA into the educational curricula of schools, universities, and vocational training centers.
- Adopting awareness programs in the official media to enhance the concept of accountability and linking it to civil rights and improve the quality of life.
- Funding a vital electronic platform to translate SA and reflect it in the media.

### **2- Civil Society Level:**

- Working on reviewing and modifying strategies, and integrating them with modern mechanisms of SA within the interventions of civil society institutions, in a way that integrates with the roles of grassroots institutions and relevant actors.

- Rebuilding and institutionalizing the national network for social accountability.
- Presenting serious and advanced initiatives to activate participation in international and regional accountability networks.
- Building alliances and networks with local government bodies and grassroots institutions based on exchanging experiences, and success stories related to SA mechanisms and tools, and disseminating them in the official and unofficial media.
- Organizing and managing accountability campaigns such as the 100 Days of Accountability campaign that have made a significant impact and lessons learned.
- Implementing creative, innovative media programs similar to investigations carried out by the Watan Foundation, which promoted SA with effectiveness.
- Developing the strategies of NGOs networks, that lead civil society organizations to adopt SA as one of the determinants of CSOs action.

### **3- Donors Level:**

- Adopting balanced funding strategies that will result in strengthening civil society, and enhancing its capabilities in translating the principles and mechanisms of SA in order to achieve justice through the goals of sustainable development, and peace building, and social transformation.
- Developing international and local partnerships on the basis of social transformation aimed at strengthening SA practices.
- Enhancing the funding of programs that integrate SA as one of their components, and adopting this as one of the criteria for evaluating programs and proposals.

#### **4- Local Government Units:**

- Deepening local partnerships by strengthening accountability practices by targeting CSOs, CBOs, and different segments of society.
- Full interaction with grassroots and media institutions in order to achieve the desired SA outcomes .
- Developing specialized SA mechanisms, such as budget participatory and social hearings in order to provide more opportunities for citizens to participate during stages.
- The SA mechanisms and tools should be developed to deal with social feedback and modifications to create methods of change.
- National SA committee has to be institutionalized supported by legal frame and utilize stake holder's interventions (each stakeholder must contribute to fulfill the SA expectations.
- Palestinian Governance has special need to take lead in the international SA programs.
- Civil society is considered as social sphere that protect SA process and enhance its concept within the society. That why there must be social protection of the concept as educational programs.
- The social conduct "Methaq" has proved to be one of the SA effective models.
- The governance regime in Palestine has an opportunity to institutionalize SA mechanisms.
- Natural practical SA comes from grassroots and civil people protect and defend their pure personal life. Social and public media can capture these signs.

It's time to say that right based approach is the fundamental core frame in which SA stands on. We look forward to considerable contribution in building our society based on human rights and democratic principles, communities around the globe reached advanced levels of modernization, because they adopted democratic standards in their institutional set ups, and cultural programs,

SA is one of the cornerstones in the building of sustainable resilient societies.

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## **ANNEXES**

## Annex one:

## Decision of SA National Technical Committee Formation

State of Palestine  
Ministry of Local Government



دولة فلسطين  
وزارة الحكم المحلي

Date: ٢٠١٥/١٥/١٣... التاريخ:

الرقم: No. ٨٧٤٧/١٤١٨

### قرار

بصفتي وزيراً للحكم المحلي وبموجب الصلاحيات المخولة لي قانوناً، واستكمالاً لما تم إنجازه على صعيد المسائلة المجتمعية، فإنني أقرر تشكيل لجنة فنية من ممثلي:-

1. وزارة الحكم المحلي.
2. صندوق تطوير واقراض البلديات.
3. وزارة التربية والتعليم.
4. ديوان الرقابة المالية والإدارية.
5. الهيئة الاستشارية في جنين.
6. مؤسسة ملتقى الطلبة / بيت لحم.
7. الحياة والأمل/ جباليا.
8. عابشة لحماية المرأة والطفل.
9. مؤسسة أمان.
10. ممثل الشبكة العربية للمسائلة الاجتماعية / فلسطين.
11. GIZ
12. بلدية بيتونيا.
13. بلدية سنجل.
14. بلدية السموع.
15. بلدية تقوع.
16. بلدية يعبد.
17. مجلس قروي زيوبا.
18. بلدية رفح.
19. بلدية المغازي.
20. بلدية خانيونس.



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**Annex Two:**  
**SA Stakeholders Analysis**

<b>Acting Bodies</b>	<b>Effect</b>	<b>Challenges</b>	<b>Opportunities</b>	<b>Mandate</b>
<b>MoLG</b>	The Ministry has a strong influence by virtue of being the central authority that supervises the work of local bodies and provides technical support and oversight over the work of local bodies.	Employee change and employee retirement SA is a priority for the ministry leadership, but it is not translated enough practically and programmatically.	Very good and there is a legacy that can be built on and developed, but it needs institutionalization and a work system	The national sponsor and umbrella for the issue of accountability in LGUs
<b>MDLF</b>	Very strong impact by linking community accountability to the classification of local authorities. Various programs for SA are implemented.	Working with accountability and disclosure by local bodies in a formal way, not in practice (SA committees close to local bodies)	MDLF staff is professional adopting a professional program that finances local authorities according to criteria, including indicators of social accountability	Leading the issue of accountability and linking it to the criteria for classifying local bodies and managing community accountability projects
<b>LGUs</b>	Local authorities plan and manage development projects. Elections and participation provide strong opportunities for accountability. The political division, the obstruction of the horizon for	Weak community participation, particularly for youth and women, leads to the uniqueness of the local body in governance. The leadership of the local authority is the only one who makes decisions.	Available funding, regular elections and a rating system that takes into account social accountability .	Leading and managing local bodies and representing local communities . It embraces SA activities.

	a political solution, and the lack of funding impede the work of local bodies and put them in a difficult position for social accountability.			
<b>CSOs</b>	Civil society has the ability to improve the institutional SA environment, organize and protect its mechanisms	Conditional financing	Civil society institutions have advanced capabilities and experiences in practicing SA mechanisms and transferring similar international experiences.	The acting bodies that adopts the protection of citizens' right to accountability according to the correct conditions.
<b>National Accountability Committee</b>	When it was established, it constituted a national reference for SA with varying influence, and no meetings have been held for more than two years. It is supposed to lead the work of SA programs	Irregularity of the work of the committee due to the failure to adopt an approved work system and program that regulates the work of the committee. The committee's lack of financial independence and access to funding for its work.	It constitutes a comprehensive national framework for SA and is the legitimate reference for SA in the absence of the legislative body.	A grouping of national institutions that lead societal accountability at the national level and led by the Ministry of Local Government
<b>Local Accountability Committees</b>	The most important body that enjoys the right of accountability and is characterized by	The control of local bodies over the work of the committees and their control and their activities. Poor funding for local committees	It is the independent representative of the citizen and it's the best known and most attached to the real remains of	Committees representing the local community with its grassroots, social and sectoral

	independence and professionalism, bearing in mind that the best accountability committees are specialized and sectoral (unions for example).	makes the councils look down on them.	the people (the issue of accountability).	institutions that form a framework for the SA process.
<b>Informal independent Media</b>	Media has amazing positive effects if it is used well as a tool for effective positive influence. It plays a prominent role in influencing public opinion, directing behavior positively, and protecting people's interests and rights.	Political cover The absence of legal protection for media professionals and lack of funding is one of the most important challenges facing the free and independent Palestinian media.	Field interviews showed that the independent media is a voice for which an account can be worked. It reveals behavioral patterns that are close to corruption, and with its investigative programs, it was able to form a preventive force that prevents local bodies and other decision-making centers from slipping into the muck of corruption.	Media organizations, including Watan Media Corporation, have initiated investigative investigation projects that adopt the principle of providing information to conduct societal accountability for officials and decision-makers.

Developed by the researcher

**Annex Three:**  
**List of Interviewees**

Interviewees		
1. Interviewees Names	Positions –titles	Instituions
2. Nassef Moalem	General Director	Palestinian Center for Peace and Democracy PCPD
3. Ekram Zubaidi	Integrity Program Manger	Palestinian Center for Peace and Democracy PCPD
4. Dr. Azmi Al Shouaibi	SuperAdvisor	The Coalition for Integrity and accountability – AMAN
5. Majdi Abu Zaid	Excutive Manager	The Coalition for Integrity and accountability – AMAN
6. Hama Zaidan	Advocacy & legal Advice Unit Manager	The Coalition for Integrity and accountability – AMAN ANSA Palestine Coordinator
7. Refaat Sabbah	General Director	Teacher Creativity Center (TCC)
8. Abdullah Jarrar	SACoordinator	Teacher Creativity Center (TCC)
9. Motasem Zayed	Arab Campain for Education coordinator Advocacy Expert	Teacher Creativity Center (TCC)
10. Oday Abu Karsh	General Director	REFORM- The Palestinian Association for Empowerment and Local Development
11. Hani Ismairat	Director of the Alternative Unit	Taawon for conflict Resolution
12. Taiseer Mohaisen	Gaza Branch Director	PARC, Agricultural Development Association.
13. Dr. Ammar Dwiek	General Director	ICHR. Independent Commission for Human Rights
14. Esam Al Haj	General Director	Jerusalem Legal Aid and Human Rights Center- JLAC
15. Ahmad Abu Al Haija	Excutive manager	Palestinian Consultative staff for developing NGOs "PCS"
16. Emile Ghouri	<b>Civil Society Advisor.</b>	GIZ
17. Lana Abu Hijleh	Country Director	Global Communities
18. Ghassan Kasabreh	General Director	NDC NGOs Development Center
19. Nancy Masri	Program Coordinator	MDLF
20. Dr. Tawfeeq	Mister Deputy	MoLG

Budairi		
21. Waleed Abu Halaweh		MoLG
22. Mohi Al Dien Ardeh		MoLG
23. Dr Hssein AL Aaraj	Former Minister	MoLG
24. Ziad Ali		MoLG
25. Raed ShArrabeh ti		MoLG
26. Jamal Al Niser	Coordinator	Al Biereh SA committee
27. Mohammad Kmail	member	Qabtieh LGU
28. Belal Kmail	Mayor	Qabtieh LGU
29. Dr. Rula Jadallah	SA committee member	Arrabeh Municipalty
30. Tahseen	Municipality Manger	Anabtah LGU
31. Ahmad Abu Laban	Municipality Manger	Ramallah LGU
32. Azam Ismaeil	Mayor	Albierh LGU
33. Mohammad Qoraan	HR manager	Albierh LGU
34. Ahed Qoraan	Public Relation Manger	Albierh LGU
35. Ala Jitan	Public Relation Manger,SA committee coordinator	Nablus LGU
36. Iyad AL Reiahi	SA committee member	AL Rased Research Instituion
37. Ammeneh Aslan	Women Studie Center	Nablus LGU Committee member
38. Othman Haj Ahmad	Representative Of Nablus Families Group	Nablus LGU Committee member
39. Reema AL Amleh	Journalist	Nablus LGU Committee member
40. Osamah Saleh	Consultant SA specialist	NCD ntional Center for Sustainable Developemnt
41. Samer Jebriel	Consultant SA Expert	Free lancer
42. Najad Ghannam	Consultant SA specialist	NCD ntional Center for Sustainable Developemnt
43. Mazen Ghannam	Consultant SA specialist	NCD ntional Center for Sustainable Developemnt
44. Abeer Mashni	Consultant (responsivness)	
45. Mahmoud Karajeh	Consultant SA Expert	Free lancer
46. Loay Qabajeh	Consultant SA Expert	Free lancer
47. Mamar Orabi	General Director	Watan Media Instituion

48. Ihab Jariri	Journalist Announcer	
49. Nezar Habash	Journalist Announcer	Watan Media Instituion
50. Reem Omari	Media Program Announcer	Watan Media Instituion
51. Talay Alawi	Announcer	Raya
52. Maisoon Manasreh	Announcer	Ajyal
53. Ahmad Qaiseieh	SA Member	Al Thahreieh LGU
54. Khaled Sarhan	SA Member	Halhoul LGU
55. Maha Badawi	SA meember	Biet Sahoor LGU
56. Momen Qashqesh	SA member	Biet Sahoor LGU
57. Maha Atrash	SA member	Biet Sahoor LGU
58. Sozan Hathweh	SA Member	Biet Jallah LGU
59. Faed Awashreh	Consultant	Auditors Association

## Annex Four:

## University Letter

Arab American University  
Faculty of Graduate Studies



الجامعة العربية الأمريكية  
كلية الدراسات العليا

2020-6-13

إلى من يهمه الأمر

تسهيل مهمة بحثية

تحية طيبة وبعد،

تهديكم كلية الدراسات العليا في الجامعة العربية الأمريكية أطيب التحيات، وبالإشارة إلى الموضوع أعلاه، تشهد كلية الدراسات العليا في الجامعة أن الطالبة هاشم خليل محمد براهيمه والتي تحمل الرقم الجامعي 201712622 هو طالب ماجستير في الجامعة العربية الأمريكية تخصص حل الصراعات والتنمية، ويعمل على رسالة بعنوان " تعزيز دور مؤسسات المجتمع المدني في تفعيل المسائلة المجتمعية" تحت إشراف الدكتور أيمن يوسف، نأمل من حضرتكم الإيعاز لمن يلزم لمساعدته في عمل مقابلات والحصول على المعلومات اللازمة للدراسة، علماً أن المعلومات ستستخدم لغاية البحث فقط وسيتم التعامل معها بغاية السرية، وقد أعطيت هذه الرسالة بناءً على طلبه.

وتفضلوا بقبول فائق الاحترام

د. عبد الرحمن أبو ليدة

عميد كلية الدراسات العليا



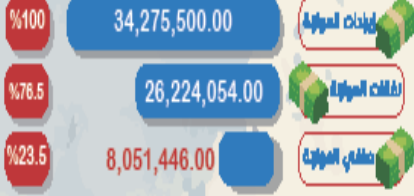
Page 1 of 1

Jenin Tel: +970-4-2418888 Ext.:1471,1472 Fax: +970-4-2510810 P.O. Box:240  
Ramallah Tel: +970-2-2941999 Fax: +970-2-2941979 Abu Qash - Near Alrehan  
E-mail: [FGS@aaup.edu](mailto:FGS@aaup.edu) ; [PGS@aaup.edu](mailto:PGS@aaup.edu) Website: [www.aaup.edu](http://www.aaup.edu)



# بلدية جنين 2017

## الموازنة المقروءة Readable Budget



### إلى أين تذهب أموال بلدية جنين؟



### من أين تأتي أموال بلدية جنين؟



## Annex Six:

## Citizen Charter

بِسْمِ اللَّهِ الرَّحْمَنِ الرَّحِيمِ {وَجَعَلْنَا مِنَ الْمَاءِ كُلَّ شَيْءٍ حَيٍّ أَفَلَا يُؤْمِنُونَ} الأنبياء 30/



## ميثاق المواطن لخدمة المياه المقدمة من بلدية جباليا النزلة

تقدم البلدية خدمة المياه للمواطنين، ضمن دائرة المياه والصرف الصحي وتقوم البلدية بإنتاج 12.000.000 م<sup>3</sup> من المياه سنوياً من خلال الآبار الارتوازية المنتشرة في مناطق نفوذها البالغ عددها 21 بئراً. كما تقوم البلدية بإجراء التحاليل اللازمة لنوعية المياه بشكل دوري وكذلك إجراء الفحوصات البيولوجية والقيام بعملية التعقيم بمادة الكلور لضمان وصولها للمواطنين خالية من التلوث .

**الرسالة :** أن نحصل على رضا المتفاعلين وتقديم مياه صالحة للاستهلاك الآدمي من خلال الاستغلال الأمثل للموارد .

**الرؤية :** أن تزود جميع المستخدمين بمياه صالحة للشرب وبكميات كافية

7-

### الحصول على المعلومات :

تلتزم بلدية جباليا النزلة بتسهيل المعاملات التالية للمواطنين للحصول على خدمات المياه في موعد أقصاه 3 أيام للمعاملات المكتملة حسب الأصول .

طلب اشتراك مياه	طلب اشتراك في خدمة المياه
طلب إعادة وصل اشتراك مياه	طلب إيقاف اشتراك مياه
طلب زيادة قطر خط مياه	طلب التنازل عن اشتراك مياه
طلب فحص/صيانة عداد مياه	طلب اعتراض على فاتورة مياه

للمزيد من المعلومات الرجاء زيارة رابط دليل خدمات الجمهور على الموقع الإلكتروني للبلدية: <http://www.jabalia.ps/site/ar/7/>

### الشكاوي :

تلتزم بلدية جباليا النزلة باستقبال والرد على استفسارات وشكاوي المواطنين بكفاءة وفاعلية ومساواة وعدالة والعمل الدائم على رفع فاعلية وكفاءة مركز خدمات الجمهور التابع للبلدية.

### طرق الشكاوي

الاتصال على الرقم المجاني لتقديم الشكاوي 1-800-124-124
الاتصال على المسئول المباشر من خلال الأرقام الموجودة على الفاتورة
من خلال التواصل المباشر مع رئيس البلدية من خلال الأرقام التالية تلفون 2477448 (9708) / + جوال 9417196 (97059)
عن طريق صندوق الشكاوي الموجود في مدخل البلدية
عن طريق تعبئة نموذج الشكاوي الموجود في مركز خدمات الجمهور
يمكنك إرسال المشاكل المتعلقة بتقديم الخدمة عبر البريد الإلكتروني في قسم الشكاوي <a href="http://www.jabalia.ps">www.jabalia.ps</a> أو عبر موقع البلدية على الفيس بوك <a href="https://www.facebook.com/groups/293321944116719/">www.facebook.com/groups/293321944116719/</a>

حيث تلتزم البلدية بالاستجابة خلال 24 ساعة للمشاكل المتعلقة بوصول المياه وصيانة الشبكات

### معايير الخدمة

نتعهد للمواطن الكريم بالعمل على تنفيذ كافة التزاماتنا في إطار الصلاحيات والمسئوليات الممنوحة إلينا:

**الكمية :** تلتزم بلدية جباليا النزلة بتزويد المواطنين بكمية المياه اللازمة وهي 130 لتر للفرد في اليوم من المياه الصالحة للاستخدام المنزلي .

**الجودة :** بلدية جباليا النزلة ملتزمة بجودة المياه الموزعة على المستهلكين ضمن معايير ونوصيات جهات الاختصاص وتبقى البلدية على أهبة الاستعداد للتعامل مع أي مشكلة تتعلق بنوعية المياه وجودتها وتلتزم البلدية بتزويد المواطنين بالمياه الصالحة للاستخدام المنزلي مع مراقبة دائمة .

**فترة الإمداد :** تلتزم البلدية بضخ المياه بمعدل 5 ساعات يومياً حتى عداد المواطن في الظروف الطبيعية مع توضيح مواعيد الضخ لكل منطقة.

**التوقيت :** تلتزم البلدية بالتنسيق مع شركة الكهرباء وضخ المياه في مواعيد التنازل الكهربائي كلما أمكن .

**خطة الطوارئ :** تقوم البلدية بإعلام المواطنين في حال وجود أي خلل في الشبكة في منطقة معينة وكيفية الإمداد لهذه المنطقة مع توضيح الأسباب وموعد إصلاح هذا الخلل خلال 24 ساعة حسب الإمكانيات المتاحة .

### القوانين:

للمواطن دور هام في النهوض بالبلدية والبلد بما يخدم مصلحته والمصلحة العامة لذا نهب من المواطنين التفهم لآثار البلدية وإمكانياتها المحدودة التي تعتمد على العائدات من الخدمات الخيرية ربحية التي تقدمها للمواطنين:

- تصدق فاتورة المياه بشكل دوري شهرياً لذا نهب بالمشاركين الالتزام بتسديد الفاتورة في موعد أقصاه 14 يوم من استلامه للفاتورة .
- الحد الأدنى للاستهلاك 30 كوب بسعر 30 شبيكل وما بين 30-50 كوب يبلغ السعر 1.2 شبيكل وما زاد عن 50 كوب يبلغ سعره 1.5 شبيكل .
- يتم الدفع من خلال قسم الجباية في بلدية جباليا النزلة ومن خلال المحصلين الخارجيين بموجب سند قبض أصلي موقع ومختوم حسب الأصول .
- تقوم البلدية بتسهيل عملية الدفع من خلال خدمة التسديد الآلي لموظفي الدولة وكذلك خدمة تسيط المستحقات لغير القادرين .
- تقوم البلدية بحملات تشجيعية مكافأة وتقدير لللتزامين بالدفع من خلال إجراء السحب على جوائز قيمة بموجب إعلان مسبق .

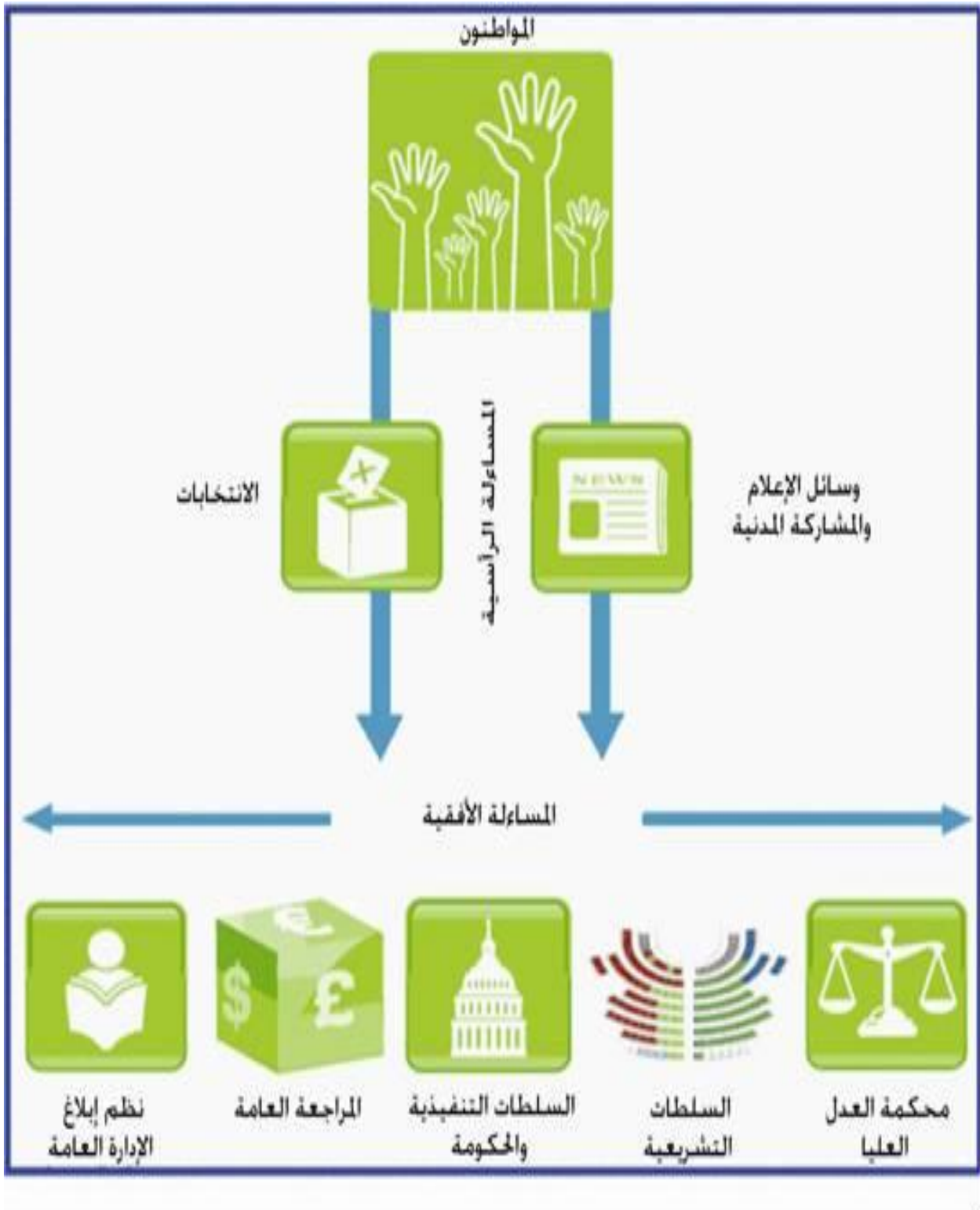
نرجو من المواطنين ترشيد استخدام المياه لقوله تعالى ( وَكُلُوا وَاشْرَبُوا وَلَا تُسْرِفُوا إِنَّهُ لَا يُحِبُّ الْمُسْرِفِينَ ) الأعراف : 31 وإدراكاً لأهمية مشكلة الفاقد من المياه والتي تتراوح 50% حيث يعاقب القانون على تجميد الخطوط الغير قانونية والاعتداء على الشبكات بشكل غير شرعي بموجب اللوائح والقوانين المعمدة التي قد تصل للحبس .

## بدأ بيد للنهوض بمستوى خدماتنا وتقديم الأفضل دائماً

ملاحظة: تم إعداد هذا الميثاق كنتيجة لمجموعة من ورش العمل مع المواطنين وبلدية جباليا النزلة ضمن مشروع المساءلة المجتمعية الذي ينفذه برنامج تطوير الحكم المحلي والمجتمع المدني التابع لـ GIZ بالشراكة مع جمعية الحياة والامل.

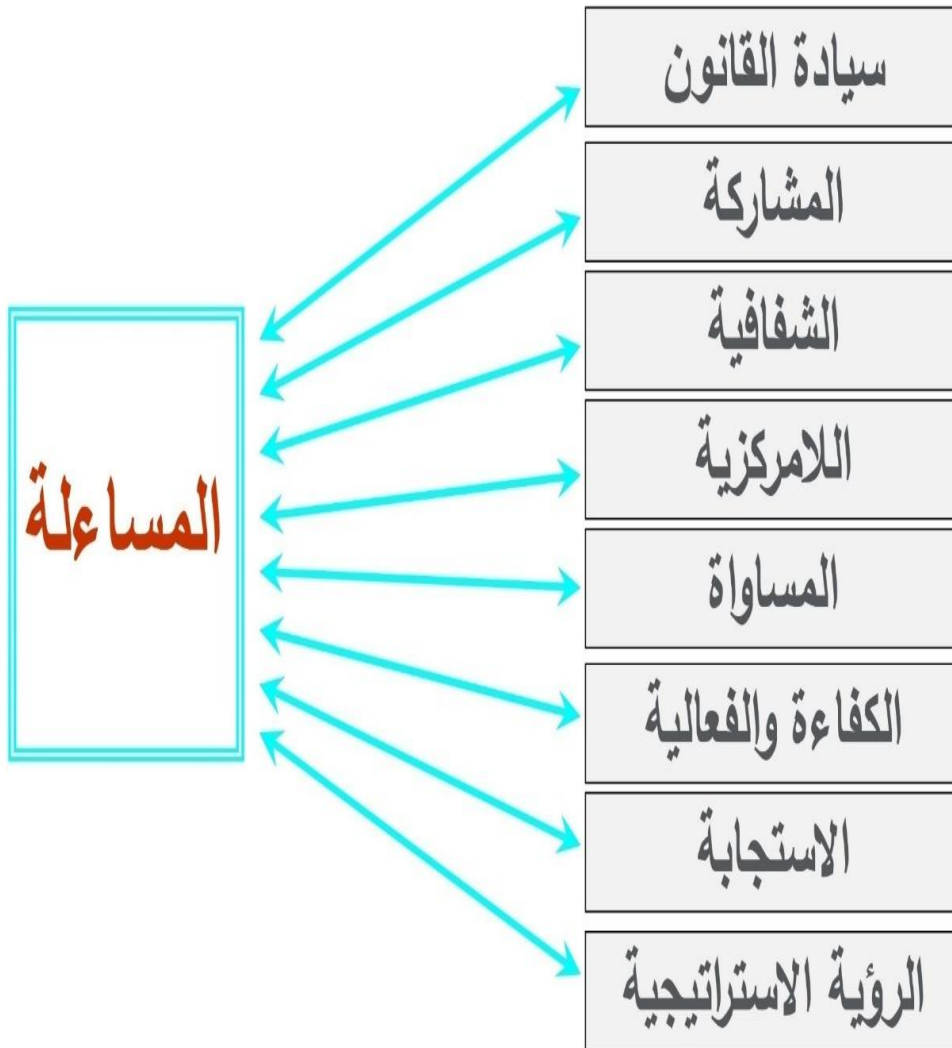
## Annex seven:

## Horizontal and Vertical Accountability



**Annex eight:**  
**Accountability and Governance**

## الحكومة/المساءلة



## Annex nine:

## SA MoU

مذكرة تفاهم  
لتعزيز دور لجان المساءلة المجتمعية في الهيئات المحلية

مشروع / تنمية قدرات الهيئات المحلية والمجتمع المحلي في مفاهيم وادوات المساءلة المجتمعية  
2021 – 2020

- (1) الفريق الأول:  
بلدية..... ممثلة برئيس البلدية السيد/..... المحترم
- (2) الفريق الثاني:  
لجنة المساءلة المجتمعية ممثلة برئيسها/السيد..... المحترم

تقوم هذه المذكرة على تعزيز بيئة المشاركة والمساءلة المجتمعية في أعمال الهيئات المحلية وفق ورقة السياسيات التي أقرتها وزارة الحكم المحلي ودليل أدوات المساءلة المجتمعية في فلسطين، والصادر عن وزارة الحكم المحلي الفلسطيني في العام 2016.

تهدف مذكرة التفاهم والشراكة هذه إلى تنظيم العلاقة بين الطرفين وبما يعمل على تحقيق أهداف تعزيز المساءلة المجتمعية من جهة، وتطوير العلاقة مع المجتمع المحلي على أسس تضمن النزاهة والشفافية والمساءلة.

يستند الطرفان في فهم المساءلة المجتمعية على أنها تتشكل من جسم مجتمعي تمثيلي يقوم على أساس طوعي وبمبادرة من البلدية يضم ممثلين عن مقدمي الخدمة (البلديات) ومستقبلي الخدمة من المجتمع المحلي بهدف المشاركة الفعلية في أعمال وخدمات البلديات، وبما يعزز مستوى المساءلة المجتمعية بأركانها الأربعة والمتمثلة بالشفافية والمشاركة والاستجابة والرقابة ومدى المجتمع المحلي ومؤسساته، والمشاركة في التخطيط وصناعة القرار، والاستجابة بين البلديات وإيجاد حل للشكاوى المتعلقة بالخدمات والقرارات، والرقابة على الأداء والتقييم المجتمعي، في إطار عقلية تشاركية مع البلدية من أجل تحسين عمليات إدارة المال والشأن العام، والرقي بمستوى الخدمات المقدمة من قبل البلديات للمجتمع المحلي.

وعليه، وبناءً على المستهل ذكره، فقد اتفق الفريقان على توقيع مذكرة التفاهم/الشراكة هذه فيما بينهما والمتضمنة رغبتهما والتزامهما المتبادل كما يلي:

أولاً: مهام الفريق الأول:

1. منح الغطاء المؤسسي لعمل لجنة المساءلة المجتمعية كإطار مجتمعي يرتبط بعلاقة مؤسسية مع البلدية.
2. اتخاذ قرار في المجلس البلدي باعتماد لجنة المساءلة المجتمعية، وفق مذكرة التفاهم. ( اعتماد لجنة المساءلة كجسم مجتمعي ومنحها الغطاء المؤسسي وتسهيل عملها في الشأن البلدي
3. العمل مع لجنة المساءلة المجتمعية وفق الأدوار والمسؤوليات والمهام المتبادلة، وبما يعزز من بيئة المساءلة في البلدية وفق ما هو وارد في هذه المذكرة.
4. توفير البيئة المناسبة لإنجاح عمل اللجنة ودعم اللجنة والتعاون معها في إعداد وتطوير خطة عمل سنوية في مجال المساءلة المجتمعية.
5. تشجيع لجنة المساءلة ودعمها في تنفيذ أنشطتها المختلفة وبما يعزز من أواصر التواصل بين البلدية والمجتمع المحلي، ويزيد من الثقة المتبادلة فيما بينهما.
6. مراجعة وتقييم أداء اللجنة وتطوير عملها، وذلك بهدف مأسسة عملها وضمان استمراريتها وديمومتها.
7. تعاون البلدية ولجنة المساءلة في تحديد مجالات/مواضيع حوارية للمساءلة المجتمعية، والاتفاق على الآليات والأدوات المستخدمة.
8. توفير مكان لاجتماعات اللجنة في البلدية وتوفير الاحتياجات المكتنية والقرطاسية لعقد اجتماعاتها ومتابعة خططها وأنشطتها .
9. بناء قدرات موظفي البلديات حول تطبيق مفهوم المساءلة المجتمعية وأدواتها في شؤون البلدية بصفتهم مقدمي خدمة للمواطن.

10. دمج ومأسسة مفهوم المساءلة المجتمعية وأدواتها في شؤون البلدية وأقسامها والعمل على تطوير وتعزيز البنية التكنولوجية للبلدية بما يخدم ويعزز المساءلة المجتمعية .
11. زيادة التعاون بين البلديات والمجتمع المدني لتطبيق المساءلة المجتمعية بشكل إيجابي وفاعل. وعلى أساس الشراكة في صنع القرار.
12. تحسين آليات الشكاوى وزيادة دور المواطنين فيها وكيفية استخدامها. وذلك من خلال استخدام أدوات المساءلة المجتمعية واستخدام التكنولوجيا الحديثة ووسائل التواصل الاجتماعي.
13. توفير البيئة المناسبة لإنجاح عمل اللجنة ودعم اللجنة والتعاون معها في إعداد وتطوير خطة عمل نصف سنوية أو سنوية في مجال المساءلة المجتمعية.
14. مراجعة وتقييم أداء اللجنة بشكل دوري (سنوي) وتطوير عملها، وذلك بهدف مأسسة عملها وضمان استمراريتها وديمومتها.
15. المشاركة والالتزام من قبل أعضاء لجنة المساءلة المجتمعية من طرف البلدية في أنشطة اللجنة المختلفة.
16. توفير الموارد وخاصة الوقت لأعضاء لجنة المساءلة المجتمعية من طرف البلدية للقيام بمهامهم في اللجنة.
17. انتداب شخص من أعضاء اللجنة ليكون منسقا للجنة وعمل مجموعة واتس لضمان التواصل الإلكتروني بين أعضاء اللجنة.
18. الترويج لأنشطة لجنة المساءلة المجتمعية وحشد المشاركين لذلك.
19. تكليف قسم العلاقات العامة لانتداب شخص للتواصل مع لجنة المساءلة المجتمعية ومتابعة أعمالها ضمن إطار عمل القسم بحيث يتم عمل تقارير بشكل دوري حول إنجازات اللجنة ودورها وأنشطتها
20. إشراك لجان المساءلة المجتمعية في أنشطة التخطيط وتطوير السياسات العامة والاستراتيجيات للبلدية

### ثانياً: مهام الفريق الثاني :

- 1- العمل على وضع خطة سنوية المساءلة المجتمعية قيد العمل والتنفيذ بما في ذلك أدوات المساءلة المجتمعية المنوي استخدامها، ومناقشة الخطة مع البلدية والعمل وفق الخطة المشتركة المتفق عليها بين الطرفين.
- 2- المشاركة في تحديد القضايا والأدوات التي سيتم تنفيذها في مجال المساءلة المجتمعية.
- 3- عقد اجتماعات دورية للجنة المساءلة وتنفيذ عدد من أدوات المساءلة. (على الأقل مرتين شهريا )
- 4- توثيق اجتماعات وعمل لجنة المساءلة. وإعداد تقارير ومحاضر اجتماعات وأرشفتها بشكل منظم
- 5- المساهمة في تخطيط وتنفيذ أدوات المساءلة المجتمعية المنوي تنفيذها.
- 6- المساهمة في تثقيف المواطنين حول المساءلة المجتمعية من خلال أنشطة توعوية وتشجيع المواطنين على ممارسة وتطبيق آليات المساءلة المجتمعية.
- 7- عقد اجتماعات بين البلدية والمواطنين لمناقشة قضايا حول المواطنة والتعاون وحقوق ومسؤوليات الطرفين والحصول على تغذية راجعة حول جودة الخدمات المقدمة وعدالة توزيعها وشفافيتها .
- 8- تعزيز المشاركة الشبابية والنسوية والمجتمعية في أعمال البلدية.
- 9- مراجعة بيئة المساءلة في البلدية وخبراتها وتجاربها في هذا المجال.
- 10- تعزيز قدرات لجنة المساءلة وتمكينها من تحسين مهاراتها ومعرفتها في مجال المساءلة المجتمعية.
- 11- تقديم النصح والتوصيات للمجلس البلدي حول الوضع الحالي للشأن البلدي لتحقيق أركان ومبادئ المساءلة المجتمعية.
- 12- مساندة البلدية في تحديث خططها التنموية المحلية من خلال الشراكات مع المجتمع المحلي والمشاركة في صنع القرار والرقابة الشعبية على تنفيذها.
- 13- رفع وعي المجتمع المحلي والمؤسسات في مجال المساءلة المجتمعية من حيث المعرفة والمهارات والتوجهات حول تخطيط وتنفيذ مبادرات تتعلق بالمساءلة المجتمعية.
- 14- مأسسة ورفع قدرات لجنة المساءلة المجتمعية المحلية وبقطاعاتها المختلفة .
- 15- المساهمة في زيادة المشاركة المجتمعية والتي تشمل النساء، والشباب، والفئات الأقل حظا مثل ذوي الإعاقة والمهمشين بشكل عام.
- 16- تحسين دور الإعلام المحلي في موضوع المساءلة المجتمعية.
- 17- نشر تقارير وأنشطة لجنة المساءلة عبر صفحة الفيس بوك الخاصة باللجان للتوعية والترويج لمفاهيم وأدوات المساءلة المجتمعية

18- المشاركة في أنشطة التخطيط الاستراتيجي للبلدية وتطوير السياسات العامة والاسـتراتيجيات  
**ثالثا: مبادئ عامة في العلاقة بين الطرفين:**

- 1- لا يحق للجنة المساءلة المجتمعية نشر بيانات عن البلدية للجمهور دون إعلام مسبق للبلدية.
- 2- خطة عمل لجنة المساءلة المجتمعية هي خطة توافقية بين البلدية ولجنة المساءلة المجتمعية.
- 3- تعتبر صلاحيات ونطاق عمل لجنة المساءلة المجتمعية هي نطاق عمل الخدمات والأعمال التي تندرج ضمن صلاحيات الهيئات المحلية وفق قانون الهيئات المحلية.
- 4- استخدام موارد البلدية ومصادرها والتواصل مع العاملين فيها يتم بموافقة مسبقة من رئيس البلدية.
- 5- تلتزم البلدية بأن اللجنة هي لجنة مجتمعية لها استقلاليتها وليست ملحقة بالبلدية وظيفيا وإنما ترتبط معها منهجيا بالآليات الواردة في الدليل الوطني للمساءلة المجتمعية الذي أقرته وزارة الحكم المحلي.
- 6- يتم التوافق بين أعضاء اللجنة والبلدية على اختيار منسق لجنة المساءلة المجتمعية بعد تركيته من قبل اللجنة لمدة زمنية لا تزيد عن سنتين وفق النظام الداخلي للجان المساءلة المجتمعية )

**رابعا: تحديث اللجنة وتطوير عضويتها سنويا: ( كل عامين )**

- تتألف لجنة المساءلة المجتمعية من عدد أعضاء يتراوح بين 12-20 عضوا ( بلديات صغيرة ممكن العدد يكون بين 7 – 15 ، على أن تراعي أكثر من النصف من النساء وأن يكون نصف الأعضاء دون سن 35. وبما يراعي خصوصية كل بلدية وتجمع سكاني، وعلى أن تشمل اللجنة في عضويتها:
- 1- مؤسسات المجتمع المدني: تشمل لجنة المساءلة في عضويتها ممثلين/ات عن مؤسسات المجتمع المدني المختلفة، بحيث تمثل كل مؤسسة بعضو واحد فقط، وذلك حسب رغبة مشاركة المؤسسات في عضوية اللجنة على أن يكون التمثيل لكل الفئات المجتمعية قدر الإمكان.
  - 2- المجتمع المحلي: لتوسيع دائرة التمثيل في عضوية اللجنة، يمكن إشراك المجتمع المحلي في عضوية اللجنة، من خلال ترشيح عدد من الممثلين عنه، وبما يراعي مختلف مكونات المجتمع، والتوزيع الجغرافي للمدينة/البلدة.
  - 3- الإعلام في حال وجود إعلاميين في المجتمع المحلي، يتم إشراكهم في عضوية اللجنة.
  - 4- المؤسسات العامة والقطاع الخاص: يتم اختيار مرشحين لعضوية اللجنة من المؤسسات العامة والقطاع الخاص.
  - 5- الفئات المهمشة: مراعاة تمثيل الفئات المهمشة مثل النساء، الشباب، ذوي الإعاقة في اللجنة.
- يتم تحديث اللجنة سنويا وفق المعايير السابقة من خلال آلية متفق عليها بين اللجنة والبلدية تتضمن التوافق على إضافة أسماء جديدة وفق المعايير السابقة، أو الدعوة لعقد لقاء مجتمعي واختيار حر من قبل المشاركين ترشحا للجنة.
6. يتم اختيار أعضاء اللجنة بالانتخاب ومن خلال التقدم بطلب للمشاركة في اللجنة وفق النظام الداخلي للجان المساءلة المجتمعية.
  - 7- يوقع أعضاء لجان المساءلة على مدونة سلوك تحدد قواعد السلوك وأخلاقيات العمل والالتزامات والمشاركة ضمن لجان المساءلة المجتمعية.
  - 8- تقوم اللجان بعملها الطوعي بالكامل ، ولا يحق لأعضاء لجان المساءلة المطالبة بمستحقات أو تعويضات مالية عن مشاركتهم في اللجان أو تقاضي أموال عن مشاركتهم والأنشطة التي يقومون بها خلال فترة التحاقهم بلجنة المساءلة المجتمعية .

الفريق الأول: .....  
 رئيس بلدية: .....  
 تاريخ التوقيع

الفريق الثاني :  
 مفوض/ منسق لجنة المساءلة المجتمعية  
 تاريخ التوقيع

**Municipal Development and Lending Fund**

**Municipal Development Program  
(MDP III)**

**Terms of Reference  
For**

**“Developing the Capacity of Municipalities and Local Communities in Social  
Accountability”**

**West Bank - Center**

**February 2020**

### **1. Background:**

The Palestine Liberation Organization, for the benefit of the Palestinian National Authority (PNA), has received initial financing of 91 Million Euros from the World Bank-International Development Association (IDA), Central Government, KFW, Denmark, SDC, VNG, GIZ and AFD towards the cost of the 3rd phase of the Municipal Development Program (MDP3).

The MDP3 is aligned with the PNA's long-term strategy to consolidate and strengthen service delivery in the LG sector towards financially sustainable LGUs, as specified in the MoLG's Sector Strategy 2017-2022.

MDP 3 is at the center of a series of interlocking interventions by the multi donors in collaboration with the central government to strengthen the institutional development, accountability, and financial sustainability of local governance and service delivery in Palestine. The MDP3 will consolidate and scale up past gains under MDP 1 and MDP 2 in municipal performance and accountability enhancement and will start enabling the environment at the central level and municipal partnerships with the private sector to improve the efficiency and sustainability of municipal services.

### **MDP III Project Components**

**Component 1:** Municipal performance and Service Delivery. MDPIII is the third municipal development project to support and incentivize improvements in the development of municipal management capacity. Previous MDPs financed municipal infrastructure and service delivery through the provision of basic block and performance-based grants, and provided demand-driven capacity development support for municipalities. This approach was very innovative at design and has shown to be highly effective. The proposed MDPIII would continue this overall approach while focusing more on improving financial sustainability and accountability in municipal service provision. Like MDPI and MDPII, municipal performance will be measured through Key Performance Indicators (KPIs), yet these have been substantially revised to reflect a greater focus on the sustainability of municipal services. Performance measurements will encompass three main areas for reform: i) Financial Performance and Sustainability, ii) Institutional Performance, and iii) Transparency, Accountability and Participation.

**Component 2:** Capacity Development. This component of the project would continue to strengthen municipal capacity in the project's three performance areas: (i) financial sustainability, ii) institutional performance and iii) transparency, accountability, and participation. In addition, specific attention will be paid to higher-order needs of municipalities that will enable them to improve their financial sustainability and creditworthiness, strengthening other core municipal functions as well as strengthen their SA to their citizens and stakeholders.

Municipal capacity development activities will continue to be identified by municipalities and MDLF to enable municipalities to achieve results and improve their performance. The performance measuring system will be applied to identify relevant capacity building activities to the municipality, which will be delivered to improve capacity and sustain results achieved.

**Component 3: Municipal Partnership Projects.** This component will provide technical assistance and project financing to municipalities to a) engage more effectively with the private sector, and b) work across administrative boundaries to develop joint and/or innovative investments for municipal service delivery and local economic development. The Bank will finance only the technical assistance portion under Sub-component A.

**Sub-Component A: Private Sector Partnership Support.:** In order to better leverage private sector engagement, this component will support municipalities to identify, develop, and structure opportunities for private sector participation in municipal service delivery and local economic development on a demand-driven basis. This component will support municipalities to identify the potential modalities for private sector engagement, select the most relevant or appropriate modality based on feasibility, and design the implementation of the agreed modality. Specific areas for support would range from permitting and other processes to structuring private sector participation in infrastructure and service delivery (contracting out, joint ventures, special purpose vehicles, and build-operate-transfer agreements), as well as strategic land use planning and associated infrastructure development related to economic growth priorities. The component will be particularly important in terms of supporting technical and human capacity development at the municipal level. This sub-component, through DP parallel financing, will also provide project financing to facilitate local economic development in cooperation with the private sector.

**Sub-Component B.** This sub-component will finance top-up payments complementary to the grant allocations under component 1 to incentivize municipal joint and/or innovative investments based on municipal demands to leverage economies of scale for municipal investments and facilitate financially sustainable municipal investments.

**Component 4: Project Implementation Support and Management.** This component will finance goods and consultant services for monitoring and evaluation, outreach and communication, and local technical consultants for the engineering supervision of Component 1 and the MDLF management fee.

The Municipal Development and Lending Fund (MDLF), as the delegated implementation agency, intend to use part of the Grant to hire a consultant to perform specific tasks under the contract entitled Develop LED Units & Stakeholders for LED at the selected municipalities in West Bank. (Listed in Annex A1) in MDP III CI.

### **Background of the Assignment:**

MDLF intends to implement a SA capacity development package for a number of municipalities in the center of West Bank (See the Annex for the municipalities List) during MDP III cycle two and in Gaza Strip. This package is linked to the national strategies for SA as outlined in the SA Policy Paper adopted by the Ministry of Local Government. Moreover, building the capacity of municipalities in SA is in line with MDLF strategy to empower local government bodies by contributing to the building of institutional systems in municipalities that are consistent with local government policies and good governance principles, as well as an improved level of infrastructure and

services provided by local government bodies, and consistent with MDLF's vision of "efficient local authorities that contribute to a better life for the citizen."

Developing the capacity of Municipalities in SA aims at institutionalizing SA in municipal affairs to increase municipal responsiveness and good governance practices, quality of services, community participation and engagement, and revenue collection.

This ToR for the Capacity Development package in SA for municipalities is designed based on all the previous experience and studies made by different stakeholders who worked in applying SA in LGU's affairs in Palestine, and the evaluation of the pilot project "Implement a Pilot National Toolkit for SATools" implemented by the MDLF in 6 municipalities in West Bank and 4 municipalities in Gaza Strip as well as building on the results and lessons learned of the previous phase of the project "Developing the Capacity of Municipalities and Local Communities in Social Accountability" implemented in 30 Municipalities in the WB and 5 Municipalities in Gaza Strip in 2019. In addition, will use the previous studies implemented by the MDLF and the World Bank related to citizens' satisfaction and perception of municipal services like the Local Governance Performance Assessment "LGPA."

In MDP III; MDLF is planning to provide a capacity development package on SA to all municipalities (30 municipalities in Cycle one and 113 municipalities in cycle two, In Gaza , ( 5 municipalities in cycle one and 20 municipality in cycle two: the duration of each cycle is two years) aiming at institutionalizing citizen engagement and SA in municipal governance through formal guidelines and procedures for strengthening citizen/beneficiary feedback on service delivery and municipal management and for enhancing the effectiveness of grievance redressed mechanisms. Support will also be provided for enhancing transparency and accountability of municipalities through improved disclosure of municipal budgets and enabling citizen accessibility to and knowledge of the municipal budget process.

Under MDPII, significant advances were made in the disclosure of planned and executed SDIPs and budgets, the establishment of grievance redress systems in some municipalities, and the adoption of manuals/guides on participatory planning. The proposed MDP III will scale up the SA activities that were piloted under MDPII and integrate the participatory process as part of the municipal management and expenditure cycle.

MDPIII will build on the advances of MDPII on embedding citizen engagement and SA into the functioning and performance incentives of municipal development. Numerous WB/GIZ-SDC/MOLG supported pilots are in the process of advancing methods, such as developing models for a "readable budget" and participatory monitoring and evaluation pilots in selected municipalities. Advances were achieved in terms of better defining and communicating the "social compact" in the form of norms (via the creation of CSCs and associated public information around these). Citizen monitoring of municipal Strategic Development and Investment Plans was strengthened via a Participatory M&E manual. Grievance redress systems were improved with a move towards computerization, which allows citizens to track their transactions/services via the web and via the CSC and applied in many municipal services.

During MDP III the focus will be on evaluating, deepening and mainstreaming a number of these advances in transparency and citizen engagement, and focusing on how they contribute to improvements in municipal performance.

### **1. Main objective /specific objectives**

The main aim of this TOR is to institutionalize citizen engagement and SA in municipal governance through formal guidelines and procedures and adopting good practices for strengthening citizen/beneficiary feedback on service delivery and municipal management and for enhancing the effectiveness of grievance redressed mechanisms.

#### **Objectives on the LGUs level:**

- ✓ Increase awareness among decision-makers in LGUs about the concept of SA.
- ✓ Build the capacity of LGUs employees, senior staff project supervisors and decision-makers to apply SA concepts and tools in the LGUs.
- ✓ Integrate and institutionalize SA concepts and tools in LGUs affairs.
- ✓ Develop tools to promote community partnerships.
- ✓ Enhance complaints mechanisms in the targeted locations and increase citizen's role in how to use them.
- ✓ Increase the public's access to information.
- ✓ Engage citizens in decision-making processes.
- ✓ Develop tools to increase the municipalities' responsiveness to the citizens' needs.
- ✓ Establishment of local mechanisms to promote gender mainstreaming and gender-sensitivity throughout municipality work. Improve transparency, efficiency, and effectiveness of municipality work through expanding public consultation in regulatory processes.
- ✓ Develop tools and expertise to utilize media and social media means to showcase achievements and disseminate knowledge and best practices.

#### **Objectives on the local /community level:**

- ✓ Improve the relationship between civil society and LGUs in the targeted locations.
- ✓ Institutionalize and develop the capacity of the local SA committees in the targeted locations.
- ✓ Increase community participation including women, youth, and marginalized groups.
- ✓ Enhance the role of media in social accountability.
- ✓ Hold officials accountable to the citizens' needs.
- ✓ Promote participative leadership in decision-making processes.

### **2. Scope of Work**

<b>Task one: Orientation to Municipalities and identification of SA enabling environment</b>		
<b>Description of the task</b>	<b># days</b>	<b>Outputs</b>
Desk review for the previous studies done by the MDLF and the World Bank like LGPA (will be provided to the consultant upon signing the contract) and using the Data from these studies, to define the gaps between municipalities and citizens		<p>A fact sheet that clarifies the available resources and needs of SA in each municipality.</p> <p>Unified and agreed upon SAC selection criteria.</p>

<p>as a baseline for the assessment, and the assessment survey that was conducted by the MDLF during the Municipal Development Program Cycle one.</p> <p>Document good practices on the successes, challenges, and recommendations.</p> <p>Centralized Focused conversation meeting (one full day) for mayors and focal points from each municipality. The meeting will aim at building consensus on the nature of the SA in the targeted municipalities, standardizing the understanding of SA between all mayors. The focused conversation will be facilitated using the ORID methodology as a focused conversation methodology.</p> <p>Mayors and municipal council members and stakeholders shared a broad and long-term perspective on good governance and human development, along with a sense of what is needed for sustainable development.</p> <p>Update the CSO's Map in each targeted location. (the initial Map was developed by GIZ). And map key institutions that can potentially be targeted as allies to engage in level advocacy on social accountability.</p> <p>Conduct reflection meeting with mayors on the findings, including weaknesses. (Centralized meeting) Mayors and municipal council members agree on code of conduct of disclosure and publishing information</p>		<p>Assessment report of technological capacities of the targeted municipality All mayors are aware of their municipality's environment with regard to SA.</p> <p>Updated maps of active CSO's.</p> <p>Develop specific icons within the municipalities' websites to support and improve public consultation in regulatory processes.</p> <p>Agreed upon training assessment.</p> <p>Agreed on disclosure and publishing code of conduct</p>
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<b>Task Two: Capacity Development and training for SA Committees SAC and Municipal employees</b>		
<b>Description of the task</b>	<b># days</b>	<b>Output</b>
<p>Selecting SA committees. The selection should be representative of the local organization, social activists, women centres, etc.)</p> <p><b>Note: The SAC should not have any employee neither MCM or Mayors.</b></p> <p><b>Note: SAC's will be selected upon organizing a public meeting.</b></p> <p><b>Note: women representation in each SAC should not be less than 50%, youth (under 35 years old) representation should not be less than 50%. Among them, at least 2% represent people with disabilities</b></p> <p>Five days training (30 training hours) for every SA committee. The training will focus on enhancing the SAC comprehension of SA concepts and tools, mainly public consultation as a new tool for participatory decision-making processes. The training will also focus on monitoring and evaluation, social transformation as a mobilization tool, and preparing observatory reports on municipalities' performances. The training will also build the SAC's ability to prepare policy papers, position papers and fact sheets.</p> <p>The training days will also build and develop the facilitation skills of the SAC members in order for them to facilitate public meetings, accountability on wheels' sessions, public hearing sessions and stakeholders' meetings.</p> <p>Note. This training will also include the previous SAC in order to continue working with them.</p> <p>Two days of training for the SA liaisons. The training will aim at building and developing the Liaison's comprehension of the new tools and create readiness for cooperation between the municipalities</p>		<ul style="list-style-type: none"> <li>• The local community and SAC are aware of the project, the SA concept, the previous experience of the project, and the role of each SAC.</li> <li>• New toolkits is developed with the participation of the SAC.</li> <li>• SAC's are able to work as a team.</li> <li>• SAC's are able to coordinate with one another.</li> <li>• The reflection meetings between SAC's are accelerating the SAC's engagement in public spheres.</li> <li>• SAC's Code of Conduct is developed</li> </ul>

<p>and the SAC's.</p> <p>Reviewing the SA toolkit and produce an updated version of the toolkit.</p> <p>Organize a one-day reflection meeting every quarter.</p> <p>Support SACs to develop a code of conduct to define the principles and values of SAC's relations and performance</p> <ul style="list-style-type: none"> <li>- Training should include the 2 municipalities <b>(Bitunia,ALOja, .(Ezareyeh,Ramalla,Abu dies,Atara,Albireh,Silwad,Taybeh, Kufr aqab, Bitunia ,Al oja</b> that were targeted in the pilot program in the West Bank, in addition to the need to activate accountability committees in these municipalities.</li> </ul>		
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<b>Task Three: community awareness</b>		
<b>Description of the task</b>	<b># days</b>	<b>Outputs</b>
<ul style="list-style-type: none"> <li>• Organize at least one public meeting during the project implementation in each municipality. The public meeting will aim at creating awareness about SA within each targeted community. With coaching processes from the organization.</li> <li>• Organize a social media-based awareness campaign. The awareness campaign will aim at enhancing the community's awareness of SA and will be shared on the municipality's social media pages in order to enhance the ownership of the municipalities on the project. <ul style="list-style-type: none"> <li>- Develop and publish at least three infographic and motion graphic materials during project implementation</li> <li>- Mainstreaming participation of marginalized groups as change agents in SA</li> </ul> </li> </ul>		<p>Local communities are aware of the project and social accountability.</p> <p>Municipalities feel ownership of the project.</p> <p>Women, youth and vulnerable groups participation in SA actions increased</p> <p>Infographic materials published on the website.</p>

<p>practices: The participation of women and other marginalized groups must be ensured by mainstreaming their issues and concerns in the overall framework and practice of social accountability.</p> <ul style="list-style-type: none"> <li>- Support youth initiatives to promote SA</li> </ul>		
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<b>Task four: planning coaching and Mentoring of SAC's work</b>		
<b>Description of the task</b>		<b>Outputs</b>
<ul style="list-style-type: none"> <li>- Coaching planning processes with each SA.</li> <li>- Develop a comprehensive plan for each Lot.</li> <li>- Coaching the SAC's initiatives implementation. The organizations will coach initiatives, from the work plans, to be implemented in the targeted communities. <b>(Ezareyeh, Ramalla, Abudies, Atara, Albireh, Silwad, Taybeh, Kufraqab, Bitunia, Al oja)</b></li> <li>- Developing a disclosure plan for each municipality.</li> <li>- Developing a monitoring and evaluation framework.</li> <li>-</li> </ul>		<p>Participatory SA plans were developed in each area, and a comprehensive plan for each Lot was developed.</p> <p>Implementing one of the SA tools in each municipality within the committees' plan</p> <p>The monitoring and evaluation framework is developed for each Lot. (cluster)</p>

<b>Task five: Monitoring and evaluation</b>		
<b>Description of the task</b>		<b>Outputs</b>
<ul style="list-style-type: none"> <li>- Developing a baseline survey about SA in each targeted area prior to project implementation.</li> <li>- Conducting reflection meetings every three months for three hours, in each targeted municipality.</li> <li>- Conducting a progress survey by the end of the first year and by the end of the project.</li> <li>-</li> </ul>		<ul style="list-style-type: none"> <li>- Baseline about SA is ready.</li> <li>- Assessment report on SA impact, governance, and participation are ready in each Lot.</li> </ul>

<b>Task six: Complain system and big data analysis</b> <sup>(1)</sup>		
<b>Description of the task</b>		<b>Outputs</b>
<ul style="list-style-type: none"> <li>- Standardizing data protocols in all targeted municipalities.</li> <li>- Building and developing the municipalities' ability to analyses data and reflect it in the decision-making processes. The capacity building process will leverage municipalities specialized and technical staff to prepare factsheets, policy suggestions and position papers in order to do better forecasting and allocation of resources</li> <li>- Enhance complaint digital mechanism, to provide more effectively connect people and process information in a way that it is useful for citizen action,</li> <li>- increasing awareness and civic education through mass communication, empowering citizens to engage, and monitoring and evaluating service delivery <b>Conduct a survey to monitor the GRM's effectiveness</b></li> <li>- The GRM evaluation could be based on the criteria of (i) organizational commitment; (ii) principles (such as predictability, fairness, transparency, capability); (iii) processes (such as acknowledgment and follow up verification, investigation, and action), (iv) staff availability; and (v) analysis of outcome.</li> </ul>		<p>Decision-making processes are based on accurate information.</p> <p>Resources forecast and allocation is knowledge-based</p> <p>Municipalities are more responsive to people's needs. Tech tools and internet channels for communication are developed to allow people to interact, voice their needs and share their feedback, provide SMS and online responses.</p> <p><b>GRM: Grievance redress mechanisms</b>) evaluation report shared and used for further improvement</p>

<b>Task seven: Stabilizing and institutionalizing SA</b>		
<b>Description of the task</b>		<b>Outputs</b>
<p>- Providing MDLF with a list of key performance indicators for SA in the targeted areas.</p> <p>Note: the four clusters will have to agree on specific performance indicators and provide to the MDLF for their ranking processes.</p> <p>Develop Local Governance Units SA Index</p>		<p>A list of Key Performance indicators is developed.</p> <p>Local Governance Unites SAIndex is developed</p>

Mass media and social utilization is a crosscutting and ongoing activity for all tasks planning and implementation.

### 3. **TIMEFRAME**

The total duration of this assignment should be completed by **18 months from the date of starting the assignment.**

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<sup>(i)</sup> It is a process of analyzing varied and large amount of data, extracting trends and pattern of complains, in order to better inform decision making processes, develop preventative solution and preventing waste of resources and enhance people satisfactions from the service delivery system. The big data analysis will explore expectation in order to develop better forecasting processes and better allocation or human and financial resources.

**Deliverables breakdown and schedule:**

The NGOs is expected to provide for the MDLF review and approval of the following reports and deliverables which shall be in **ENGLISH**:

	<b>Deliverable Name</b>	<b>Expected Due Date</b>
1	Inception Report	After two weeks from signing the contract.
2	Orientation to Municipalities and identification of SA enabling environment, Report about the SAC for	3 months
3	Training materials, plans, and reflection report	After 7 months
4	SAC plans, comprehensive plan, and disclosure plan	After 9 months of signing the contract.
5	Monitoring and evaluation report	After 15 Months
6	Bigdata report	After 16 month
7	Final report	Max 1 month after the project end.

**4. Criteria for the selection of the NGO:**

- I. A registered and accredited NGO within the local jurisdiction for the past 5 years.
- II. An organization where its main objectives are in the following fields: social accountability, social development, local governance, human rights and democracy, conflict resolution and freedom, policy advocacy
- III. At least 3 years of experience in the implementation of SA in the local government sector.
- IV. Implementation of effective programs: an organization that has programs and volunteers in the local community.
- V. Recent involvement in studies or evaluation of SA intervention.

**5. Qualifications**

The NGOs shall provide the following key specialists to work under this assignment with a total level of effort (LOE) of

<b>Title (Count)</b>	<b>Minimum required qualifications</b>
1 Team Leader	- Senior project manager with administration or management background, He/she should have advanced professional and/or academic qualifications in Management, Development, municipal or related technical/development disciplines.

	<ul style="list-style-type: none"> <li>- At least 8 years of experience in managing and leading previous similar tasks.</li> <li>- At least 4 years of experience in managing relevant projects including social and community projects.</li> <li>- Advanced Knowledge in Palestinian cultural dimensions and social fabrics</li> <li>- He/she should have previous experience in similar assignments and in working with and building the capacity of local government units' officials in the fields of project designing, procurement, implementation and monitoring.</li> <li>- He/she should also possess strong analytical, communication, reporting, and people management skills, as well as solid mediating and consensus-building skills.</li> </ul>
1 Project Coordinator	<ul style="list-style-type: none"> <li>- Project coordinator with administration or management background, He/she should have advanced professional and/or academic qualifications in management, public relation, media/digital media, public policies, and or municipal related technical/development disciplines.</li> <li>- At least 3 years of experience in managing relevant projects including social and community projects.</li> <li>- I have experience in addressing issues related to management for local government units in West Bank.</li> <li>- He/she should have previous experience in coordination and organization of similar assignments and in working with and building the capacity of local government units' officials in the fields of project designing, procurement, implementation, and monitoring.</li> <li>- He/she should also possess strong analytical, communication, reporting and people management skills, as well as solid mediating and consensus-building skills.</li> </ul>
2 Institutional building experts	<ul style="list-style-type: none"> <li>- Advanced academic background in Business or public administration, public policy, law, government, and municipality's related disciplines.</li> <li>- Professional experiences for at least 6 years in institutional building, institutional reform, policy reforms, or related field.</li> <li>- Experience in conducting the institutional assessment.</li> <li>- Advanced experience in preparing institutional capacity plans and reports.</li> <li>- At least three years of experience in development projects focused on enhancing community participation in decision-making processes.</li> <li>- Capacity and experience in conducting qualitative and quantitative social research and assessments.</li> <li>- At least 5 years of professional experience in communities' social development.</li> <li>- Familiar with the Palestinian culture, traditions, and values across the different regions of the country.</li> <li>- Sound facilitation and moderation skills</li> </ul>

4 Trainers A-Social transformation trainer.	<ul style="list-style-type: none"> <li>- At least BA in social sciences, business administration, sociology psychology or any related field. MA is plus.</li> <li>- 6 years of experience in social transformation methodologies,</li> <li>- Advanced knowledge in Palestinian cultural dimensions.</li> <li>- Advanced experience in developing transcendent solutions,</li> <li>- Advanced experience in-group norms.</li> <li>- Advanced knowledge in social mobilization tools.</li> <li>- Advance experience in critical thinking.</li> <li>- Advanced experience in cultural and structural analysis.</li> </ul>
B- Participatory planning trainer.	<ul style="list-style-type: none"> <li>- At least BA in business administration or any related fields.</li> <li>- 7 years of experience in participatory planning.</li> <li>- Advanced experience in social group work.</li> <li>- Advanced knowledge off social fabrics in Palestine.</li> <li>- Advanced experience in dealing with the asymmetry of powers.</li> <li>- Advanced experience in women's engagement.</li> </ul>
C- Monitoring and evaluation trainer.	<ul style="list-style-type: none"> <li>- At least a master degree in business administration, monitoring, and evaluation, public policies, statics or any other related field.</li> <li>- At least five years' experience in the field of evaluation and monitoring.</li> <li>- Participatory monitoring and reflection processes are pluses.</li> <li>- Vast experiences in social and developmental work.</li> <li>- Advanced knowledge of the social Palestinian context.</li> </ul>
D- SA trainers	<ul style="list-style-type: none"> <li>- Senior trainer with advanced professional and/or academic qualifications in training in relevant fields.</li> <li>- At least 5 years of experience in conducting training in similar projects including social and community projects, lobbying and advocacy, media/ digital media, participatory planning, monitoring and evaluation</li> <li>- Must have experience in addressing issues related to management for local government units in West Bank.</li> <li>- He/she should have previous experience in similar assignments and in working with and building the capacity of local government units' officials in the fields of project designing, procurement, implementation and monitoring.</li> <li>- Training experience in policy papers, position papers, and action researches</li> <li>- Training experience in observatory reports, and performance reports</li> </ul> <p>He/she should also possess strong analytical, communication, reporting, and people management skills, as well as solid mediating and consensus-building skills.</p>

**Note: Teams that are gender balances are plus.**  
**The team that has experience in working together is plus**

## 6. Level of Effort

This contract is a lump-sum contract with a Level of Effort man-days as follows:

Tasks	West Bank and Gaza
Orientation to Municipalities and identification of SA enabling environment	
Capacity Development and training for Municipality employees.	
community awareness	
planning coaching and Mentoring of SAC's work	
Monitoring and evaluation	
Complaints and big data analysis	
Stabilizing and institutionalizing SA	
<b>Total</b>	

## 7: Contract Type and payments schedule

This contract is a lump-sum contract. Payments will be arranged according to the following:

- **Payment 1: 10%** of the contract amount upon the submission of the inception report acceptable to the client.
- **Payment 2: 10%** of the contract amount upon the submission of the assessment reports for SA enabling environment acceptable to the client and SAC formation Report.
- **Payment 3: 10%** of the contract amount upon the submission of the Training materials, plans, and reflection report
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- **Payment 4: 20 %** of the contract amount upon the submission of SAC plans, comprehensive plan, and disclosure plan
- **Payment 5: 20%** of the contract amount upon the submission of the Monitoring and evaluation report.
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- **Payment 6: 15%** of the contract amount upon the submission of the Big data report.
- **Payment 7: 15%** of the contract amount upon the submission of the final report acceptable to the client

## 8: Reporting and Management

The Municipal Development and Lending Fund (MDLF) will be responsible for coordinating activities with the consultant, processing payments, and for acceptance of the deliverables. The project will be managed by **Hazem Kawasmi, Operations Manager**. His address is:

Municipal Development and Lending Fund  
 Al-Amal Tower, Mecca Street, Al-Balou', Al-Bireh, Palestine.  
 Tel: +972 (02) 2426610 ex 131 , Fax: +972 (02) 2426617  
 E-mail: [hkawasmi@mdlf.org.ps](mailto:hkawasmi@mdlf.org.ps)

**Annex ten:**  
**List of Center Municipalities:**

No	Mun. Name	Governorate	Package
1.	Al Newe'emeh	Jericho	SA
2.	Abwein	Ramallah & Albireh	SA
3.	Deir Istia	Salfit	SA
4.	Deir Ballut	Salfit	SA
5.	Bruqin	Salfit	SA
6.	Kefel Hares	Salfit	SA
7.	Turmosayya	Ramallah & Albireh	SA
8.	Qarawat Bani Hassan	Salfit	SA
9.	Beit Sureik	Jerusalem	SA
10.	Beit Anan	Jerusalem	SA
11.	Al Oja	Jericho	SA
12.	Al Mazra'a Ash Sharqeyya	Ramallah & Albireh	SA
13.	Birzeit	Ramallah & Albireh	SA
14.	Ne'lin	Ramallah & Albireh	SA
15.	Al Zawyeh	Salfit	SA
16.	Bir Nabala	Jerusalem	SA
17.	East Bani Zeid	Ramallah & Albireh	SA
18.	Sinjel	Ramallah & Albireh	SA
19.	Deir Debwan	Ramallah & Albireh	SA
20.	W est Bani Zeid	Ramallah & Albireh	SA
21.	As Sawahreh Ash Sharqiyya	Jerusalem	SA
22.	Qatanna	Jerusalem	SA
23.	Bedu	Jerusalem	SA
24.	Beit Liqia	Ramallah & Albireh	SA
25.	Bedia	Salfit	SA
26.	Salfit	Salfit	SA
27.	Anata	Jerusalem	SA
28.	Jericho	Jericho	SA
29.	Beitunia	Ramallah & Albireh	SA
30.	Al Ram	Jerusalem	SA
31.	Sorda - Abo Qash	Ramallah & Albireh	SA
32.	Hizma	Jerusalem	SA
33.	Kobar	Ramallah & Albireh	SA
34.	Beit Haneena	Jerusalem	SA
35.	Rawabi	Ramallah & Albireh	SA
36.	Beit Oor Al-Tahta	Ramallah & Albireh	SA
37.	Al-Mizra'a Al-qibliia	Ramallah & Albireh	SA
38.	Alz'ayyem	Jerusalem	SA

**Annex- Matrix of SA Initiatives in South Asia, World Bank Report 2018**

#	Name of the Initiative	Name of the Organization	Country	Type of SA Tool
1	Sirajganj Local Governance Development Fund Project	UNDP/UNDCDF	Bangladesh	Learning-by-doing, performance assessment tools and community mobilization approaches
2	Independent Budget Analysis	Centre for Budget and Governance Accountability	India	Budget analysis and expenditure monitoring
3	Citizens' Charters for Public Service Accountability.	People's Power	India	Citizens' charters
4	Children's Report Card Surveys	Children's Movement for Civic Awareness	India	Citizen report cards (sample surveys of users of different public services )
5	Electoral Interventions	Public Affairs Centre	India	Public advocacy tools.
6	Budget Transparency Movement	Indonesia Forum for Budget Transparency	Indonesia	Budget analysis and advocacy work
7	Participatory Gender Budget Formulation and Gender Budget Analysis	Indonesian Women's Coalition for Justice and Democracy	Indonesia	Budget analysis; budget training
8	Citizen Ombudsmen	National Citizen Ombudsmen Liaison Council	Japan	Freedom of information rules; The national "Openness Ranking"; Network activism-coordinated action, sharing information; Skillful use of the news media
9	Budget Analysis	ActionAid	Nepal	Budget analysis; participatory baseline studies

10	Social Audits	Community <sup>(144)</sup> Information and Epidemiological Technologies	Pakistan	Social audits (baseline survey)
11	Public Procurement Service	Government of Republic of Korea	Republic of Korea	Electronic procurement (e governance)
12	Citizen Monitoring of Infrastructure Projects	Concerned Citizens of Abra for Good Government (CCAGG)	The Philippines	Participatory audits of infrastructure and expenditure projects
13	Textbook Count Program	Government Watch CIVICUS	The Philippines	Budget analysis; participatory baseline studies

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<sup>144</sup> CIVICUS: World Alliance for Citizen Participation is an international network of civil society organizations and activists working to strengthen citizen action and civil society throughout the world.

## ملخص الدراسة

تستعرض هذه الدراسة التجربة الفلسطينية الحالية والأدبيات حول المساءلة الاجتماعية كوسيلة لتحقيق الحكم الرشيد وزيادة المشاركة العامة لتحسين تقديم الخدمات العامة. يتكون الفصل الأول من مقدمة، ومشكلة الدراسة، والفرضية، والأهداف، ومراحل البحث الرئيسية، ومنهجية الدراسة، ومناقشة مفهوم وأدوات المساءلة المجتمعية، توضح هذه الدراسة أن هذه الابتكارات أدت إلى تحسينات في الأداء. وأثر مؤسسات الدولة والجهات الفاعلة في سياقات مختلفة عبر الضفة الغربية. كانت تدخلات على مستوى الجهات الحكومية إلى جانب رؤية شاملة نحو الحكم الرشيد والنظام الديمقراطي تحت إشراف الباحثين للتوصل إلى نتائج الدراسة المقصودة.

في الفصل الثاني يعرض الباحث تحليلاً تاريخياً للمجتمع المدني الفلسطيني، متضمناً مختلف أنواع بنية المجتمع المدني في عدة فترات تاريخية. تناول الفصل الثالث تطوير مفهوم المساءلة الاجتماعية، وتعريفاتها، وأدواتها، وتجاربها الدولية، والتجربة الفلسطينية، والجهات الفاعلة الرئيسية في المساءلة الاجتماعية، وأهميتها، ووظائفها، فضلاً عن أفضل الممارسات والمكونات الرئيسية للمساءلة الاجتماعية. ويتكون الفصل الرابع من تحليل البيانات الأولية والثانوية للمساءلة المجتمعية. في هذا الفصل، قدم الباحث وجهات نظر وأفكار مختلفة للجهات الفاعلة تجاه تعزيز دور منظمات المجتمع المدني في تفعيل داخل وحدات الحكم المحلي الفلسطينية. يتكون الفصل الخامس من أهم النتائج والتوصيات تجاه مستقبل ممارسات المساءلة الاجتماعية وأفضل المناهج التي يجب تبنيها. الاستفادة من الخبرات الوطنية والدولية.