



Palestinian National Plan 2011-13

Social Protection Sector Strategic Plan Summary

1. Sector Profile

The social protection sector comprises a large, but unregulated, set of government bodies, NGOs, private sector corporations, United Nations agencies, and international organisations. Led by the Ministry of Social Affairs (MoSA) and with an effective participation by respective sector bodies, this Social Protection Sector Strategy represents a first attempt to address social protection issues, including social service delivery targeting the poor and marginalised and vulnerable groups. Social protection also covers social insurances.

Social protection provided to the Palestinian citizens, in general, and to the poor and marginalised groups, in particular, is a major component of the Palestinian people's survival, sustainability, and perseverance. Over their contemporary history, the Palestinian people have witnessed several wars and have been subjected to occupation, displacement and attempts to obliterate their national identity and culture. Until the Palestinian National Authority (PNA) was established in 1994, these factors have exerted a major impact on the emergence of social protection institutions under the occupation and in the absence of a Palestinian state. In its programme, the 13th Government prioritises institution building in order to establish the State within two years. Accordingly, national sector strategies, including the Social Protection Sector Strategy, have been developed with the aim to promote perseverance and cohesion of the Palestinian people in the face of concurrent challenges.

The Palestinian society suffers from declining living standards and deteriorated livelihoods. Pursuant to the expenditure poverty line, poverty within the Palestinian society scored 43.5% in 2007, including 23.6% in the West Bank and 55.7% in the Gaza Strip. National income poverty level represented 57.3%. Approximately 25% and 61% of Palestinian households in the West Bank and Gaza Strip, respectively, suffer from insecurity. In 2009, unemployment registered 19% throughout the Palestinian territory, including 19% in the West Bank and 40.6% in Gaza. Youth in the 15-29 age category were most prone to unemployment, representing 36% of total unemployment. Although they make the highest participation level in the workforce, half of the females in 20-29 age category are unemployed.

Social protection sector consists of a broad set of institutions, as follows:

Ministries and Government Bodies:

1. In addition to making social protection policies, MoSA carries out essential tasks in organising, guiding and managing the social protection sector. To ensure service delivery to beneficiaries, MoSA exercises oversight and supervision duties and provided social services to poor households and marginalised groups through its 17 directorates and 15 branch offices in the West Bank and Gaza Strip. Also, 33 centres in both the West Bank and the Gaza Strip provide specialised services to target households and groups. Almost 1,400

employees work at MoSA. With a budgetary allocation of NIS 813,000,000 in 2009, the Ministry is the first provider of social protection services in the homeland.

2. Established by the Palestine Liberation Organisation (PLO) in 1969, the Support of the Families of Martyrs and Injured Citizens Foundation provide care to families of martyrs and injured citizens inside and outside Palestine. The Foundation seeks to secure a decent living standard to the families of martyrs and injured citizens, provides monthly allowances in line the Foundation's financial system, and delivers health insurance as well as a set of educational services.
3. Ministry of Detainees and Released Detainees (MoDRD) provides several services to Palestinian political prisoners held in Israeli prisons and to released prisoners. The Ministry provides monthly salaries; one-time release from prison grant; fines; canteen allocations; university education to prisoners and to their children and spouses; health insurance; a lump sum monthly salary, and legal defence costs. MoDRD also provides social support and protection to prisoners and their families by rehabilitating released prisoners and enabling them reintegrate in economic and social activities. In addition, MoDRD carries out local, regional and international a lobbying and advocacy activity to support the cause of Palestinian political prisoners.
4. Constituted by a Presidential Decree, promulgated on 4 June 2009, the Presidential Committee supervises in-kind assistance delivered by the PNA to prisoners. In line with its bylaw, the Committee ensures that this assistance is not exploited for political purposes.

NGOs:

1. Supervised by the Ministry of *Waqf* and Religious Affairs (MoWRA), *Zakat* Committees play a significant role in the social protection area in Palestine. In addition running programmes to provide financial and in-kind aid to poor households, *Zakat* Committees assist and sponsor orphans and deliver training programmes targeting the poor and vulnerable groups. All 11 *Zakat* Committees in the West Bank are funded by local resources and by 10-15% of their own projects. The rest of funding activity is collated from Arab and Islamic external resources. Playing an important role in the social protection process in Palestine, *Zakat* Committees provide a significant volume of in-kind and financial aid of USD 30 million a year.
2. Before and after the PNA was established, charitable societies have played an important role in social protection service delivery. Reporting the MoSA as a terms of reference, approximately 1,012 charitable societies carry out innumerable activities, including sensitisation, guidance, medical rehabilitation, vocational training, academic and training initiatives, cash and in-kind assistance, and social cohesion. In addition to implementing societal development initiatives, charitable societies also deliver services to vulnerable social groups, including the disable, elderly, children and women. Though they run income-generating programmes and projects, charitable societies largely depend on external funds.

In addition to securing 20-23% of funds from domestic resources, charitable associations cover 20-35% of their funds from local resources, 10.5% from the government, 25% from Islamic agencies, and 20-25% from international support.

3. The Palestine Red Crescent Society (PRCS) delivers numerous social protection services to Palestinians in the homeland and in the Diaspora. In Palestine, PRCS plays an important role in providing healthcare, rehabilitation and psycho-social health services to vulnerable and marginalised groups, especially the disabled, elderly, injured and children with growth-related problems.
4. For economic empowerment, lending institutions provide facilitated loans to poor household.
5. Though it contributes to economic development and employment in Palestine, the private sector's role is still unclear and needs to be developed in order to contribute to social protection initiatives in particular, and social development in general. The private sector's social role should be addressed so that economic and social policy making is integrated, leading to a simultaneous implementation of economic and social development policies and reallocation of the national income in order to serve the poor and marginalised groups.

International and UN agencies:

1. Established in 1948, the United Nations Relief and Works Agency (UNRWA) provides aid, relief, protection and employment to Palestinian refugees, who were forcibly displaced from their land and homes, inside and outside Palestine. After MoSA, UNRWA is the most important international organisation that provides social protection services throughout the Palestinian territory. It should be noted that half of the Palestinian population in the territory occupied in 1967 are refugees. UNRWA provides primary healthcare and free-of-charge basic education services; reduces severe poverty rates; and alleviates impacts of states of emergency. To this avail, UNRWA provides various kinds of immediate support and relief, including cash and in-kind aid; repair houses through the Social Safety Net as well as care and protection to the refugee poor households and marginalised groups. With budget in constant deficit, however, UNRWA's services have been declining and unable to cover the real needs of the refugee population.
2. The European Union (EU) is the major financier of the PNA's financial and technical needs, especially cash assistance delivered to poor households.
3. World Food Programmes (WFP) provides food assistance to poor households through MoSA and charitable associations.
4. Food and Agriculture Organisation (FAO) contributes to providing food assistance to poor households.
5. World Bank provides cash and technical assistance to Palestinian institutions. To a limited extent, World Bank also provides cash assistance to poor households.

6. Other UN agencies operating in the Palestinian territory also provide social protection services. These include the United Nations Development Programme (UNDP), United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA), etc.

2. Situation Analysis

Due to challenges posed by the occupation, the Palestinian social protection sector could not build institutions, which are capable of coping with concurrent circumstances and meeting increasing needs of the Palestinian society, in light of limited resources available to it.

Rising poverty and unemployment rates:

Palestine witnesses increasing rates of poverty and unemployment. In 2007, Palestinian households under the national expenditure poverty line comprised 34.5%, with families of six members (two adults and four children) earning NIS 2,375. Compared to 23.6% in the West Bank, the percentage rose to 55.7% in the Gaza Strip. Approximately 23.8% of households in the Palestinian territory suffer from extreme impoverishment, including 13.9% in the West Bank and 43% in the Gaza Strip. In 1998, expenditure poverty rate represented 20.3%, including 14.5% in the West Bank and 32.8% in the Gaza Strip.

There is a correlation between increasing poverty rates and number of household members. Poverty scored 58.5% amongst families with 10 or more members in comparison to 18% amongst families with two or three members. Poverty also rises amongst female-headed families to 54% - largely higher than the general percentage of the population.

In light of the occupation's practices and policies, which seek to destroy the Palestinian socio-economic infrastructure and inhibit development, rising poverty has been associated with an increasing rate of unemployment in the Palestinian territory. Highest unemployment rates were registered in 2008 (23.8%), including 19% in the West Bank and 26% in the Gaza Strip. In 2000, unemployment scored lowest – 14.1%, including 12.1% in the West Bank and 18.7% in Gaza.

Institutional Structure

The Palestinian social protection sector is a relief-based and charitable one. It lacks institutionalised functions and interest in building strong bodies, which deliver high-quality services to entitled groups. This bitter situation is attributed to the occupation, absent social protection agencies before the PNA was established in 1994, and weak institutions during the post-PNA periods. The package of legislation, which regulates operation of the social protection sector, is outdated, lacking or unenforced. Forming an essential lever of the social sector, these comprise the Law on the Ministry of Social Affairs, Social Security Law, and the set of laws pertaining to social groups, including the disabled, elderly, minors, abused women, released prisoners, etc.

In relation to modern service delivery, organisational structures and regulations in force at social protection sector bodies are weak. Due to debilitated targeting standards, these structures and regulations are not consistent with the social service delivery approach, which ensures access to truly entitled groups. These also suffer from short human resources of various levels, weak or absent monitoring and evaluation systems, and lacking accountability measures. As a result, social service delivery is duplicated and untimely. Databases of social groups and information systems are not in place to help archive, document and accumulate social protection activities. Institutional memory is a strong source of social protection-related decision making and avoidance of conflicting policies.

Roles and responsibilities within the one social protection sector institution as well as between institutions are unclear. In addition to being competitive, respective tasks and roles overlap between the MoSA, MoWRA, MoDRD, and Support of the Families of Martyrs and Injured Citizens Foundation. Lacking a process of institutionalised coordination, roles and activities NGOs and civil society organisations also overlap. Coordination is restricted to certain purposes and to sporadic periods.

Financial Resources and Infrastructure

As financial resources are scarce or almost lacking, government bodies and NGOs rely on external funds to finance their projects and activities. Though social protection sector bodies are consumptive, they are productive on mid- and long-terms. They invest in the human capital – a primary input of economic development. Notwithstanding positive reflections of external support, numerous negative implications have been in place. Planning and implementation initiatives of social protection institutions have been confused by the increasing competition between relevant Palestinian bodies, unidentified social development priorities and policies, inconstant funding, few amounts of funds in comparison to rising social needs, and association of the continued funding with political conditions.

The social protection sector also suffers from a weak infrastructure, including rehabilitation centres, training institutions, and shelters from the disabled, mentally challenged persons, minors, and abused women. These are insufficient and do not meet increasing need. Furthermore, they are generally concentrated in major cities, excluding the countryside, refugee camps, and remote and marginalised areas.

Social Protection Sector Service Delivery

In spite of restrictions mentioned above, social protection sector bodies provide many services, which can be categorised as follows:

- (i) Cash (financial) aid: Funded by the EU, MoSA delivered cash assistance of NIS 1,000 per three months to 52,114 households in 2009. In addition to assistance delivered to

- affected families, the Ministry provided an additional NIS 25 million to social hardship cases in the Gaza Strip. Also, UNRWA delivers a large volume of aid to refugee poor households in the West Bank and Gaza Strip. A total of 10409733 refugees have benefited from the UNRWA-managed Social Safety Networks. Palestinian *Zakat* Committees provide cash assistance to a considerable number of poor and limited-income households and orphans. With a fund of USD 1,000,000 million from the Council of Ministers, the Ministry of Agriculture (MoA) delivers aid to mostly poor farmers through the Cash Assistance to Farmers Affected by the Wall Programme. The Support of the Families of Martyrs and Injured Citizens Foundation also provides cash, rehabilitation, educational and healthcare assistance to the families of martyrs and injured citizens inside and outside Palestine. Additionally, MoDRD provides financial aid to the families of prisoners and released prisoners. Through its Lending Programme, MoDRD also provides rehabilitation as well as vocational and technical training to released prisoners.
- (ii) Food assistance: MoSA delivers food assistance to approximately 50,000 families on a bimonthly basis. UNRWA distributes a total of 378,759 food packages to refugee households. Approximately 4,800 refugee and non-refugee households have been targeted by food assistance delivered by WFP. MoA also provide food aid through the Work and Training for Food Programme. In addition, the Presidential Assistance Committee provides food aid to poor households.
 - (iii) Care and rehabilitation service delivery to the disabled and elderly: In addition to assistive devices, treatment and in-house rehabilitation, MoSA provides cash, in-kind and medical services to the disabled and elderly. Through its respective centres, the Ministry also provides specialised services and sponsors the Loans Programme, which targets disabled persons. UNRWA provides services to the disabled and elderly in the refugee population. Additionally, NGOs deliver numerous services in this area of activity.
 - (iv) Childhood care and rehabilitation: MoSA provides care to children and orphans as well as shelter to minors. Through its Sever Hardship Case Programme, UNRWA provides care to children and orphans. *Zakat* Committees and NGOs also play a role in this context.
 - (v) Services targeting households and women: MoSA follows up on and provides care to children with unknown ancestry and to hosting families. Through its specialised centre, the Ministry provides care to and rehabilitates abused women. Based on MoSA's statistics, approximately 140 NGOs operate in this area in the West Bank. Data on Gaza-based organisations are not available.
 - (vi) Empowerment programmes: more focused on development initiatives than on relief services, these include lending programmes and small enterprises. Through the DEEP project and relevant vocational rehabilitation centres, MoSA provides vocational and technical training. Accordingly, 2,458 households have benefited from the Ministry's implemented economic empowerment interventions. MoDRD, Ministry of Education and Higher Education (MoEHE), UNRWA's lending programme, NGOs, and the

- private sector also deliver sustainable financial services to persons with low income and to the poor.
- (vii) Medical care: In coordination with the Ministry of Health (MoH), MoSA provides health insurance to almost 65,000 families. MoDRD provides health insurance to prisoners and their families. Support of the Families of Martyrs and Injured Citizens Foundation provides this service to the families of martyrs and injured citizens inside and outside Palestine. Awaiting approval, the National Health Insurance will cover all Palestinian citizens, with a particular focus on poor and vulnerable families as well as families of the unemployed.
 - (viii) Social insurance services: Public servants benefit from social insurances delivered by the Public Retirement and Pensions Commission. Private sector employees also benefit from social insurances and from saving and pension funds of international organisations, universities, unions and NGOs. However, workers comprise the largest group of Palestinians not covered by social insurances. It should be noted that several initiatives are being implemented to develop a comprehensive, consolidated Retirement Law so as to cover categories not included under any other pension system.

Due to circumstances surrounding the Palestinian society, services delivered by the social protection sector have not been adjusted to combat poverty and secure social protection to citizens in light of limited resources and increasing social needs. From the perspective of regional and international standards, the sector's service delivery is weak.

3. Vision

The vision of the social protection sector is at the heart of the economic, social and political fabric of the Palestinian society. The vision is as follows:

“A decent life for the Palestinian citizen along the path towards materialising sustainable human development under the State of Palestine, which is grounded on rights and justice without discrimination.”

In partnership and coordination with relevant government bodies, civil society organisations, the private sector and international agencies, MoSA will seek to provide social protection services to Palestinian citizens through right-based protection, care, prevention, empowerment and sensitisation programmes, which will ensure transparent and equitable service delivery, consolidate citizens' perseverance, and preserve social cohesion and coherence.

In cooperation with respective sector bodies, the Government will continue and intensify efforts towards promoting coordination, communication, utilisation of necessary materials, and all-level planning in order to alleviate and cope with poverty and increasing pressure on social protection services. This effort will strengthen perseverance of the Palestinian people on their land and

materialise socio-economic development to shift from the occupation to the independence phase.

As the social protection sector will be the most affected by independence, ending the occupation will give full rein to economic development, which will necessary influence social development, living standards, and social welfare. Chances of economic prosperity will rise, helping provide more employment opportunities and increasing income. Poverty and food insecurity will drop and healthcare and educational situations will improve. Vulnerable households exposed to emergencies resulting from the Israeli blockade, closure and destruction will also be reduced. This vision requires that the Government and respective partners work seriously towards investing in available opportunities in order to help the social protection sector realise a sustainable human development.

4. Strategic Objectives

Four major strategic objectives are set in the social protection sector:

- (i) Alleviate the burden of poverty amongst Palestinians;
- (ii) Provide care to and empower vulnerable and marginalised groups;
- (iii) Build and promote social insurances towards attaining an integrated social security system; and
- (iv) Develop legislative and institutional framework and partnership to materialise social protection.

5. Policies and Interventions

The tables below summarise strategic objectives as well as major policies and intervention to be implemented in the in social protection sector. The full Social Protection Sector Strategy includes detailed policies and interventions.

Policy	Policy Interventions
Strategic Objective (1): Alleviate the burden of poverty amongst Palestinians	
1. Expand, rejuvenate and rationalise cash aid to needy Palestinians by focusing on the poorest citizens	<ul style="list-style-type: none"> • Maintain the current scope of coverage and enhance the quality of coverage over the upcoming years (from 57,000 to 63,000 cases by the end of 2013). To especially target citizens under the extreme poverty line, coverage will provide basic needs, including food, clothing, etc.). • Review emergency assistance programmes and rationalise their operation in a transparent, effective and efficient manner under MoSA’s leadership and in partnership with all relevant institutions, particularly the UNRWA.

2. Safeguard food security for needy families	<ul style="list-style-type: none"> • Provide resources to promote domestic and field agricultural activity amongst the poor. • Provide appropriate food aid to poor families.
3. Ensure the provision of basic services to the poor	<ul style="list-style-type: none"> • Provide health insurance to the poor and expand the scope of health insurance coverage, both quantitatively and qualitatively. • Provide free school education to children of poor families. • Support needy families and help them improve their houses.

Policy	Policy Interventions
Strategic Objective (2): Provide care to and empower vulnerable and marginalised groups	
Target (1): Promote protection, care and empowerment of senior citizens	
1. Promote a conducive family environment to provide care for senior citizens and respect their rights	<ul style="list-style-type: none"> • Ensure the provision of a proper familial care to each senior citizen. • Raise awareness of family members on the provision of care to senior citizens. • Rehabilitate houses so that they are suitable to the elderly and the families, who provide care to them. • Protect old men and women against domestic violence.
2. Provide and promote a conducive domestic environment to provide care to senior citizens and respect their rights	<ul style="list-style-type: none"> • Establish domestic senior citizen care networks to support relevant family and society trends. • Support (and encourage establishment of) civil society organisations specialising in the provision of care and services to elderly men and women. Voluntary activity will also be promoted in these organisations. • Raise awareness and train respective staff members and volunteers in civil society organisations.
3. Provide and promote a conducive legal environment to provide care to senior citizens and respect their rights	<ul style="list-style-type: none"> • Approve a law that admits rights of senior citizens. • Encourage human rights organisations to monitor performance in relation to senior citizens' rights.
4. Provide comprehensive services to the elderly and establish the Integrated Care Team, which will operate on the local community level throughout Palestinian governorates	<ul style="list-style-type: none"> • Ensure that each needy senior citizen access available social services. • Provide cash and food aid to each needy senior citizen. • Provide specialised healthcare to each senior citizen, either in their homes or in the respective community. • Provide support to entertainment and activation events targeting senior citizens. • Develop a comprehensive national programme, which accesses all senior citizens, identifies their needs, and links them to relevant bodies and services.

5. Develop and enhance shelter services	<ul style="list-style-type: none"> • Support (and encourage establishment of) specialised shelters for senior citizens through residential areas. • Rehabilitate and train current and future cadres. • Develop suitable mechanisms to ensure that infirmaries are committed to senior citizen care standards.
Target (2): Promote protection, care and empowerment of the disabled	
1. Consolidate laws and policies, which safeguard disabled persons' rights and integration in the society	<ul style="list-style-type: none"> • Develop mechanisms to ensure enforcement of Law No. 24 of 1999 on the Rights of the Disabled Persons. • Introduce necessary amendments to the Law so that it matches respective international conventions. • Develop appropriate, codified mechanisms to integrate rights of the disabled into various policies, programmes and projects. • The State will bear the responsibility for each child born with a disability and ensure that they are covered by a proper information and monitoring system. • Launch public awareness campaigns on the rights of the disabled. • Ensure the provisions of equal and equitable opportunities to males and females from all respective programmes.
2. Provide and develop appropriate services	<ul style="list-style-type: none"> • Issue the Disable Person's Card so that the disabled can access social services. • Ensure the provision of appropriate medical services, which are sensitive to the nature of disabilities as well as to gender-based needs. • Ensure that the disabled are able to move by developing friendly transportation means. • Ensure the integration of the disabled children in the educational system. • Establish a source centre to provide assistive devices to the disabled throughout Palestinian governorates.
3. Empower the disabled to achieve their economic independence and integrate them in all life aspects, particularly the labour market	<ul style="list-style-type: none"> • Develop a national strategy to support rights of the disabled and integrated them in the society. • Develop an adequate capacity to enforce the Law on the Rights of Disabled Persons. • Establish and support a grant and loan fund for rehabilitation, training and providing employment opportunities and enterprises to the disabled.
4. Strengthen relevant bodies	<ul style="list-style-type: none"> • Rejuvenate and promote the role of the Higher Council of Disabilities and General Union of the Disabled. • Develop centres concerned with providing care and rehabilitation services to the disabled as well as establish new centres in relevant areas. • Develop capacities of persons who work with the disabled.
Target (3): Promote protection, care and empowerment of children	

<p>1. Promote a legal environment that is conducive to enforce the Child Law and safeguard children's rights</p>	<ul style="list-style-type: none"> • Reactivate the Child Law with a view to promote the respect of children's rights in all areas. • Promote the role of the Police and law institutions in child protection. • Raise public awareness on the rights of the child and on respective legal requirements. • Integrate the concept and components of children's rights in education.
<p>2. Provide protection to children against all forms of violence and exploitation on grounds of armed conflict or societal violence</p>	<ul style="list-style-type: none"> • Implement effective international and domestic mechanisms to protect children from violence inflicted by the occupation. • Follow up on and design programmes for the protection of children imprisoned in Israel on political or criminal grounds. • Develop and invigorate protection and rehabilitation programmes to target truant, beggar and working children, safeguarding them against exploitation, harassment and assaults as well as reintegrating them into schools and into the society. • Raise awareness of persons working with children about child rights and concepts of nonviolence, especially in schools, child care centres and families. Firm rules and instructions will also be in place to prevent violence against children. • Generalise and assess performance of childhood protection networks, using them as a mechanism of partnership targeting the protection of children.
<p>3. Provide care to children at risk</p>	<ul style="list-style-type: none"> • Establish (and support) care houses for children at risk, including orphans and victims of violence and domestic negligence. • Establish and support programmes to prevent drug abuse and to rehabilitate addict children. • Establish care houses for children in conflict with the law and make sure that prisons are void of children throughout the Palestinian territory. • Promote the concept of the alternative and hosting family, as well as apply it in case family care of children is lacking.
<p>4. Provide and develop vocational training and education</p>	<ul style="list-style-type: none"> • Allocate more investments in vocational training and education in line with the market need. • Support vocational programmes targeting children in difficult situations, including poor and vulnerable ones.
<p>Target (4): Promote and empower healthy, cohesive families</p>	
<p>1. Promote values and practices of mutual respect, equality, local and participation within the family</p>	<ul style="list-style-type: none"> • Amend and promulgated conducive legislation to establish a cohesive family that is grounded on love, respect and equality. • Promote familial concepts through sensitisation and educational campaigns. • Highlight positive models and good examples of cohesive families that cling to love, respect and equality.

<p>2. Help Palestinian families avoid the use of violence</p>	<ul style="list-style-type: none"> • Enact and amend respective laws to ensure criminalisation of violence within the family, especially against women and children. • Organise awareness and advocacy campaigns in order to consolidate the concept and significance of nonviolence with the family, particularly through schools, educational curricula, and media. • Provide and support shelters for abused women and children as well as guidance centres specialising in violence. • Deliver training to domestic violence practitioners, especially to the staff of MoSA and other ministries. • Consolidate the role of family protection units in the Palestinian Police, train relevant staff, and publicise the experience on the national level.
<p>3. Provide a conducive psychological and social environment with the family</p>	<ul style="list-style-type: none"> • Publicise and provide family-targeted (psychological and social) guidance services throughout residential areas. • Strengthen partnership with civil society actors. • Train family guidance practitioners and enhance MoSA's respective human and financial resources.

Policy	Policy Interventions
<p>Strategic Objective (3): Build and promote social insurances towards attaining an integrated social security system</p>	
<p>1. Raise the number of subscribers in pension systems</p>	<ul style="list-style-type: none"> • Consolidate and rationalise pension systems through the PNA bodies. • Reach an agreement on a pension system to be applicable to the private sector. • Create mechanisms to integrate employees in the nonofficial sector within a social security system in cases of senility, injury or other emergencies such as loss of livelihoods. • The Government will repay due debts to the Commission of Civil and Military Pensioners.
<p>2. Raise the number of subscribers to health insurance</p>	<ul style="list-style-type: none"> • Expand coverage of the government health insurance by promoting its quality, effective application, and provision to various segments on a need- and affordability-basis. • Stimulate the private sector to expand the scope of health insurance so as to cover all private sector employees. • Encourage civil society actors and other civil agencies to launch joint insurance programmes and cover their respective staff.
<p>3. Expand coverage of insurances to include workers</p>	<ul style="list-style-type: none"> • Consolidate a legal environment that is conducive to protecting and insuring workers against work injuries. • Raise the awareness of contractors, employers and workers in this area. • Establish a national fund on unemployment allowances.

Policy	Policy Interventions
Strategic Objective (4): Develop legislative and institutional framework and partnership to materialise social protection	
1. Develop and consolidate existing legislation and match it to the policies mentioned above	<ul style="list-style-type: none"> • Review and/or approve laws and bylaws relating to social protection, including <i>Zakat</i>, rights of the disabled; disabled person’s card; charitable associations; Palestinian child; nurseries; alternative family system; minors; health insurance; prisoners and released prisoners; retirement; family; labour; and penalties. • Enact new laws in the following areas: retirement system for the private sector; social security; senior citizens; economic empowerment; <i>Zakat</i>; social taxation; and narcotic drugs.
2. Develop the vision and effective performance of social protection sector bodies	<ul style="list-style-type: none"> • Promote and encourage development approaches of the visions and performance throughout social protection sector bodies. • Build MoSA’s human and financial capacities in line with an appropriate organisational structure and cadres, who are qualified to lead the social protection sector. • Ensure financial sustainability and integrate financial consequences of the Social Protection Sector Strategy into the PNA budget in a clear and separate manner. This will include development programmes and operational costs. • Build capacities of institutions and associations working in the social protection field. • Review the institutional status of <i>Zakat</i> Committees. Efforts made by these Committees should be consolidated with those of MoSA in the area of social protection. • Review organisational structures and job descriptions throughout social protection institutions, particularly MoSA. • Identify capacity building and training needs of social protection sector bodies. • Develop incentives and functional equity. • Construct proper buildings to house social care and rehabilitation departments, branches and centres. • Build a consolidated database and computerised network on households and entitlements. • Develop capacities in the areas of development, planning, monitoring and evaluation throughout social protection sector bodies, particularly MoSA.

<p>3. Promote an effective partnership in designing, implementing and monitoring social protection policies and programmes</p>	<ul style="list-style-type: none"> • Establish a national social protection council to identify respective policies, approaches and standards as well as to promote oversight and accountability practices. • Establish a national framework (or develop existing frameworks) of various sectors in order to coordinate specialised efforts (inclusive care of senior citizens; Council of the Disabled Persons; maternity and childhood; and MoSA Advisory Council). • Agree on mechanisms necessary to identify roles and responsibilities in order to integrate efforts and avoid wastefulness and duplication amongst national and international partners. • Promote local partnerships and coordination between local government units, civil society actors and the private sector. • Develop and consolidate databases on entitled persons and beneficiaries as well as provide and encourage information exchange. • Coordinate with the <i>Zakat</i> Committees and examine the possibility of consolidating <i>Zakat</i> funds with those of MoSA within a single account at the Ministry of Finance. • Work with the Palestinian Central Bureau of Statistics (PCBS) towards designing, monitoring and consolidating planning indicators and data through a national system based on coordination between respective institutions.
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6. Allocation of Resources and Responsibilities

Indicative cost estimates were provided, covering the requirements of all sector partners. The specific budget entity requirements and allocations will be determined through the 2011-13 budget process. All figures below are expressed in '000 NIS.

Social Protection Sector Budget 2011-13								
Strategic Objective (1)	Policy	Government Sector Budget			Civil Society and Private Sector Contribution			Total
		2011	2012	2013	2011	2012	2013	
Alleviate the burden of poverty amongst Palestinians	Expand, rejuvenate and rationalise cash aid to needy Palestinians by focusing on the poorest citizens	591,520,600	624,528,280	659,536,700				1,875,585,580
	Safeguard food security for needy families	100,742,231	126,747,124	153,219,570				380,708,925
	Ensure the provision of basic services to the poor	71,683,840	78,102,570	88,595,360				238,381,770
	Economic empowerment and self-reliance (shift	7,428,000	7,428,000	7,428,000				22,284,000

		from relief to development)							
	Strategic Objective (2)	Policy	Government Sector Budget			Civil Society and Private Sector Contribution			Total
			2011	2012	2013	2011	2012	2013	
	Provide care to and empower vulnerable and marginalised groups		330,000	590,000	840,000				1,760,000
	Target (1): Promote protection, care and empowerment of senior citizens	Promote a conducive family environment to provide care for senior citizens and respect their rights	320,000	420,000	720,000				1,460,000
		Provide and promote a conducive domestic environment to provide care to senior citizens and respect their rights	8,000	8,000	8,000				24,000

		Provide and promote a conducive legal environment to provide care to senior citizens and respect their rights	10,000						10,000
		Provide comprehensive services to the elderly and establish the Integrated Care Team, which will operate on the local community level throughout Palestinian governorates	625,622	625,622	625,622				1,876,866
		Develop and enhance shelter services	100,000	100,000	100,000				300,000
	Target (2): Promote protection, care and empowerment	Consolidate laws and policies, which safeguard disabled		12,000					12,000

	of the disabled	persons' rights and integration in the society						
		Provide and develop appropriate services	6,696,000	7,096,000	7,396,000			21,188,000
		Empower the disabled to achieve their economic independence and integrate them in all life aspects, particularly the labour market	1,400,000	1,800,000	1,900,000			5,100,000
		Strengthen relevant bodies	17,133,333	16,383,333	16,483,334			50,000,000
	Target (3): Promote protection, care and empowerment of children	Promote a legal environment that is conducive to enforce the Child Law and safeguard children's rights	15,000	10,000	0			25,000

		Provide protection to children against all forms of violence and exploitation on grounds of armed conflict or societal violence	8,556,000	5,396,000	5,396,000				19,348,000
		Provide care to children at risk	8,710,200	9,608,400	10,320,000				28,638,600
		Provide and develop vocational training and education	4,800,000	4,800,000	3,300,000				12,900,000
	Target (4): Promote and empower healthy, cohesive families	Promote values and practices of mutual respect, equality, local and participation within the family	15,000	45,000	0				60,000
		Help Palestinian families avoid the use of violence	1,420,000	2,280,000	1,270,000				4,970,000

		Provide a conducive psychological and social environment with the family	350,000	520,000	650,000				1,520,000
	Strategic Objective (3)	Policy	Government Sector Budget			Civil Society and Private Sector Contribution			Total
			2011	2012	2013	2011	2012	2013	
	Build and promote social insurances towards attaining an integrated social security system	Raise the number of subscribers in pension systems	100,000	280,000	100,000				480,000
		Raise the number of subscribers to health insurance	0	45,000	45,000				90,000
		Expand coverage of insurances to include workers	10,000	20,000	10,000				40,000
	Strategic Objective (4)	Policy	Government Sector Budget			Civil Society and Private Sector Contribution			Total
			2011	2012	2013	2011	2012	2013	
	Develop legislative and institutional framework and	Develop and consolidate existing legislation and match it to the	40,000	202,000	65,000				307,000

partnership to materialise social protection	policies mentioned above							
	Develop the vision and effective performance of social protection sector bodies	16,140,000	22,025,000	27,920,000				66,085,000
	Promote an effective partnership in designing, implementing and monitoring social protection policies and programmes	0	70,000	10,000				80,000
	Total	838,153,826	909,142,329	985,938,586				2,733,234,741

7. Expected Results

An appropriate set of 2011-13 indicators and targets will be developed. The process will be finalised and this section updated as the budget preparation exercise progresses. The following indicators and major accomplishments, identified in the sector strategy, provide the starting point for these deliberations.

Strategic Objective	Scope	Indicator	Target		
			2011	2012	2013
Alleviate the burden of poverty amongst Palestinians	Cash assistance	Number of beneficiary households	72.67	73.16	75.45
	Food assistance	Number of beneficiary households	35.63	39.84	43.75
	Health insurance	Number of beneficiary households	69.8	76.11	84.86
	School education	Number of students receiving exemption from school fees	72.67	73.16	75.45
	Improve houses	Number of houses improved	0.19	0.22	0.31
	Financial grants	Number of poor households that received grants and launched their own enterprises	0.63	0.63	0.63
	Small loans	Number of poor households that received loans and launched their own enterprises	1.56	1.56	1.56
	Small loans	Number of disable persons who received loans and launched their own enterprises	0.29	0.38	0.48
		Develop endowments to empower poor households	X		
Provide care to and empower vulnerable and marginalised groups	Senior citizens	Number of infirmaries that received government support	6	7	6
		Number of family guidance centres established			
		Number of beneficiaries from sensitisation campaigns			
		Number of day centres established	1	1	2
		Number of beneficiaries			
		Approval of the law		X	

		Number of senior citizens who receive medical rehabilitation	0.69	0.69	0.69
		Number of senior citizens who receive social rehabilitation	0.1	0.1	0.1
		Number of senior citizens who receive domestic services	0.16	0.16	0.16
		Number of senior citizens who receive the house restoration service	0.21	0.21	0.21
	The disabled	Amend the Law on the Rights of Disabled Persons	X		
		Develop a database	X		
		Number of disabled persons who benefit from the Disabled Person's Card	2.86	2.86	2.86
		Number of disabled persons who receive assistive devices			
		Number of vehicles that apply the system			
		Number of medical examinations			
		Number of disabled students who have been integrated in the educational system			
		Number of blind persons who are trained on movement guidance			
		Finalise the strategy on disabled persons		X	
		Number of disabled persons who have been rehabilitated, educated, employed and integrated within the society			
		Extent to which provisions of the Law on the Right of Disabled Persons are enforced	X	X	X
		Extent to which the society admits issues of the disabled	X	X	X
		Operation of the Higher Council of Disability is regular	X	X	X
		Number of bodies, who operation has been developed			

		Number of constructed protection and rehabilitation centres of the disabled	2	2	3
		Number of constructed shelters for persons with severe disabilities	1	2	1
		Number of protected workshops which have been constructed for mentally challenged persons	1	1	2
		Number of constructed day centres for rehabilitation of disabled persons	2	2	3
		Number of centres constructed for persons with severe disabilities	1	2	1
		Number of disabled persons who have been educated, employed and integrated in the society			
		Number of institutions working the disabled, who have received government support			
		Number of disabled persons, to whom services have been purchased for them	1.14	1.14	1.14
		Number of blind persons benefiting from the source centre at the Al Ala'iyah School			
		Number of rehabilitated disabled persons			
	Children	Approve the Amended Child Law	X		
		Approve the Law on Delinquent Minors and its respective bylaw	X	X	
		Approve the Regulation on Protecting and Granting Rights to Children	X		
		Approve the Regulation on the Temporary Alternative Family	X		
		Amend the Regulation on Nurseries and Regulation on Hosting Families	X		
		Amend the Penal Law	X		

		Number of childhood protection centres, which have been operated	5	3	3
		Number of children, whose capacities have been developed			
		Number of childhood protection networks, which have been built	4	4	4
		Extent to which the society recognises and admits children's rights	X	X	X
		Extent to which the National Plan on the Palestinian Child is implemented	X	X	X
		Number of orphanages constructed	1	1	1
		Number of sponsored orphans	5000	8000	14000
		Database on sponsored orphans built	X		
	Narcotic drugs	Number of rehabilitated drug addicts			
		Establish a centre for drug weaning		X	
		Extent of public awareness about combating the spread of narcotic drugs	X	X	X
		International Day Against Drugs Abuse and Illicit Trafficking commemorated	X	X	X
	The youth	Number of constructed rehabilitation centres of the youth	2	2	1
		Number of constructed centres of minors	1	1	1
		Number of sections developed and number of sections created	5	5	5
		Number of minors benefiting from rehabilitation programmes			
Promote and empower healthy, cohesive families		<i>Waqf</i> Law approved		X	
		Regulations on the medical complex approved	X	X	
	Women	A centre for women protection and empowerment establish		1	
		Safe House inaugurated in Nablus	1		

		Number of households headed by women, who have been given grants or loans to implement income-generating small enterprises	2.04	2.04	2.04
		Number of women who have benefited from sensitisation and education campaigns			
		Establish a national database on women	X		
		Develop the regulation of the Advisory Council on the Protection of Women	X		
		Develop the regulation of the Higher National Committee Against Violence	X		
		Number of family and psychological guidance sessions implemented			
		Number of employees who have received training			
		Laws that have been amended from gender-based perspective	X	X	X
		Extent to which women's rights are enforced by laws	X	X	X
	Legislation	Approve the Law on Social Insurances		X	
		Approve the Law on the Retirement of Civil Servants	X	X	
		Approve regulations on the retirement of employees at local government units	X	X	
		Approve the Law on the Retirement of Military Personnel	X	X	
		Approval the Health Insurance Law	X		
		Approve the Law on the Protection of Patients against Medical Malpractice		X	

		Approve the Law on Unions		X		
		Approve the Law on Cooperation and its relevant bylaws		X		
Build and promote social insurances towards attaining an integrated social security system		Approve the <i>Zakat</i> Law		X		
		Finalise the Bylaw on the Disabled Person's Card	X			
		Amend the Law on Charitable Societies	X			
		Amend the Bylaw of the Law on Charitable Societies	X			
		Approve a Law on Injured Citizens		X		
		Approve the Social Tax Law		X		
		Approve the Law on Economic Empowerment and its respective bylaws	X			
		Approve a Law on the Employment and Social Protection Fund		X		
		Approve a Regulation on Cash and In-kind Assistance	X			
		Approve the Palestinian Education Law and its relevant bylaws	X	X		
		Issue forth the Regulation on the Palestinian Student Lending Fund	X			
		Issue forth a Regulation on the Ministry of Social Affairs	X			
	Institutional capacity building		Develop a strategy on the development of MoSA human resources	X		
			Number of employees who received training	21.43	21.43	21.43
			Develop an incentives system	X		
		Develop a performance appraisal system	X			
		Develop a database on poor households	X			

		Develop a guidance manual for beneficiaries from MoSA's services	X		
		Develop a code of ethics on social work	X		
		Develop an effective regulation on monitoring and performance appraisal	X		
		Develop an accountability procedural manual		X	
		Develop an effective organisational structure of MoSA	X		
		Targeting and entitlement mechanisms will be congruent to socio-economic developments	X	X	X
		Number of new employees appointed	300	100	100
		Number of directorates, branch offices and new centres inaugurated	2	2	1
		Finalise and implement the National Programme of Social Protection	X		
		Develop quality standards of services delivered	X		
		Extent to which facilities and activities are suitable to beneficiaries	X	X	X
		Number of centres developed and equipped in Jerusalem and in other marginalised areas	2	2	2
		Volume of budgets designated for scientific research	500000	500000	500000
		Number of protects, for which funds are secured, and the number of donors	50	70	90
		Develop a regulation for the Advisory Social Protection Council	X		

		Develop a regulation for the Higher Disability Council	X		
		Develop a regulation for the Higher Maternity Council	X		
		Develop and approve a bylaw for the Law on Narcotic Drugs and Psychotropic Substances		X	
		Develop and approve a Bylaw on the Prohibition of Smoking in Public Places		X	
		Develop a regulation on the Higher Council of the Palestinian Child	X		

8. Development Approach

Led by MoSA, the Social Protection Sector Strategy process reviewed relevant regional and international literature in order to benefit from successful experiences as well as to identify the nature and terms of reference of social protection. The development process also benefited from PCBS statistics, especially in relation to economic and social indicators. Additionally, reference was made to the 13th Government Programme Palestine: Ending the Occupation, Establishing the State, Palestinian Reform and Development Plan (PRDP) 2008-10, local research papers and studies, MoSA-released documents and reports, as well as reports and documents developed by partners on respective social protection programme.

The Social Protection Sector Strategy development approach also involved extensive consultations with all national sector actors:

1. Since the development process was initiated, MoSA directorates held several meetings in order to develop the general framework of the Social Protection Sector Strategy.
2. The National Team, which comprised representatives of government bodies, NGOs and the private sector, held four meetings for elaboration on the Strategy vision, mission and general framework. The first draft of the Strategy was also discussed.
3. MoSA Advisory Council, which involved representatives of government agencies, civil society actors, the private sector, experts and academicians, organised two meetings for discussion of the Strategy general framework, vision and mission.
4. A meeting was held with international partners for elaboration on the Strategy general framework, vision and mission.
5. MoSA Planning Council held a meeting for discussion of the Strategy and utilisation of feedback sent by respective members. MoSA Strategic Planning Council also organised a two-day workshop for this purposes.

6. A meeting was held with directors of MoSA regional directorates for discussion of the Strategy and expression of comments thereon.
7. Meetings were held with MoSA directorate staff for elaboration on their observations as well as for review of objectives, policies, interventions, and conversion of interventions into action programmes and then into financial costing.
8. Several meetings were organised separately with *Zakat* Committees, UNRWA and Union of Charitable Societies for discussion of their roles, programmes and comments.
9. Two workshops brought together disabled persons in participation with the Public Union of the Disabled, relevant MoSA directorate, and certain institutions concerned with the disabled for discussion the Strategy and review of objectives, policies, interventions, and conversion of interventions into action programmes and then into financial costing.
10. A consultative meeting was held via videoconference with representative of MoSA and NGOs in Gaza for discussion of the Strategy and observations thereon.
11. A workshop also addressed laws and regulations on retirement systems applicable in Palestine. To shed light on problems facing retirees, the workshop brought together representatives of the Public Commission and Retirement and Pensions, Labour Union, Commission of Civil and Military Pensioners, the private sector and civil society organisations.

The Technical Team, established by MoSA, followed up on all stage of the Strategy development process. In addition to managing consultations with partners and sector actors, the Technical Team drafted the first of the Social Protection Sector Strategy and further developed it until a final version was produced.