

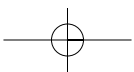
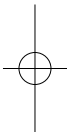
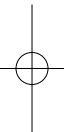
International Seminar
“Cooperation for Development
and Non Governmental Organisations.
Working in the Middle East, Region of Conflicts”

Madrid, 25th - 26th November 2008

Work Document nº 3

Centre for Middle Eastern Studies
of the
Foundation for the Social Promotion of Culture

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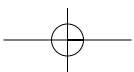
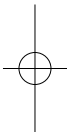
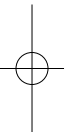
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COOPERATION FOR DEVELOPMENT IN THE MIDDLE EAST



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I. PRESENTATION

1.1. INTRODUCTION

The FPSC's uninterrupted experience in the Middle East dates back to the early 1990s. Over these years the Foundation has witnessed successes, failures, advances, setbacks, hopes and frustrations, the complexity of the cultural and social network, the barriers that ignorance and a lack of mutual understanding have raised on many occasions.

The FPSC's 20-year career has allowed us to develop a theory about how cooperation for development should be carried out. The FPSC has been able to get close to people who suffer, has observed their needs and their capacities, and has worked to devise methods that help them to escape from these situations.

The Foundation is currently the Spanish non-governmental organisation with the most resources and completed projects in this region. These agreements, programmes and projects have consolidated the FPSC's work in the Middle East, in sectors such as education, care for the disabled and groups at risk of social exclusion, or agricultural development.

The FPSC's strengths have been: the consolidation of a solid partnership with its local partners, which in 2001 gave rise to the Euro-Arab Network of NGOs for Development and Integration (Red Euro-Árabe de ONG para el Desarrollo y la Integración -READI-), comprising 44 NGDO from the Southern and Northern Mediterranean; and in 2004, becoming the first Spanish NGDO to be granted consultative status with ECOSOC (Economic and Social Council of the United Nations).

The FPSC has worked, and wants to continue working, with the support of all the groups that form part of the Middle East "puzzle". This region has been home to all civilizations at one stage or another throughout history, and today they all still have a key role to play in achieving peace and development, which are the necessary concomitants of justice.

Precisely as a result of its lengthy practical experience, the Foundation decided to go one step further and embark on a new path, which does

not diverge from the one already taken, but instead completes it. We are referring to the creation of the CEMOFPSC, which started operating in 2006 with the support of the Regional Government of Madrid, its aim being to promote research into and analysis of the challenges facing the Middle East with the intention of contributing to a greater mutual understanding among its different cultures and peoples and, in short, to building peace in the region.

The CEMOFPSC has sponsored this closed-door seminar to discuss the challenges and problems and, if possible, to solve them. The key to success has been to ask the participants to make specific contributions based on their professional experience. Each one has represented a part of the compelling “puzzle” that is the Middle East. All these parts are necessary for completing it.

This seminar, like all the others previously organised by the CEMOFPSC, has followed *the Chatham House Rule*, which states that: *When a meeting, or part thereof, is held under the Chatham House Rule, participants are free to use the information received, but neither the identity nor the affiliation of the speaker(s), nor that of any other participant, may be revealed.* This Rule allows people to speak and express their opinions more openly, without worrying about the consequences or whether others might experiment with the ideas without feeling responsible for doing so.

1.2. THE CEMOFPSC

The fundamental objective of the Centre for Middle Eastern Studies of the Foundation for the Social Promotion of Culture (CEMOFPSC) is to promote research into and analysis of the aspects that make up the Middle East (Syria, Lebanon, Palestine, Israel, Egypt and Jordan), with the intention of contributing to a better understanding of its defining features among the Spanish population.

The CEMOFPSC was set up as an international organisation with a multidisciplinary approach to facilitate reflection, analysis and the exchange of opinions among Spanish and foreign intellectuals and experts from a wide range of spheres: Sociology, History, Economics, Communication, Ethics, Law, Politics, Diplomacy, and Cooperation for Development.

For this purpose, it has an Advisory Committee and an Executive Committee, made up of professionals and institutions that share a vision of society and the individual based on justice, a profound respect for freedom of thought, and the desire to contribute to social progress, understanding among peoples, peace and the common good of all mankind.

The CEMOFPSC reinforces the work that the FPSC has been carrying out in the region over the last 20 years in the field of cooperation for development. It also counts on the collaboration of the Euro-Arab Network of NGOs for Development and Integration (Red Euro-Árabe de ONG para el Desarrollo y la Integración -READI-), which comprises 41 NGOs.

Its international nature and multidisciplinary approach seek to facilitate reflection, analysis and the exchange of opinions among intellectuals and experts from a wide range of spheres, in order to help spread a better understanding of the aspects that make up the social reality of these countries, and to offer proposals which, from an impartial and balanced perspective, favour the search for peaceful solutions that promote social and human development and focus on dialogue and reconciliation.

The people and institutions that form part of the CEMOFPSC or participate in its activities share a vision of society and the individual based on justice, a profound respect for freedom of thought, and the aim of contributing to social progress, understanding among peoples, peace and the common good of all mankind. Rather than trying to impose a certain vision, it aims to prepare the terrain to sow seeds that will bear fruit. This will be the CEMOFPSC's contribution.

1.3. 3rd CEMOFPSC SEMINAR

The 3rd CEMOFPSC seminar, entitled "*Cooperation for Development and Non-Governmental Organisations. Working in the Middle East, Region of Conflicts*", was held at the Hotel Palace in Madrid on 25th and 26th November 2008.

The participants included:

▫ *Cooperation agencies:*

Isabel Casado, Middle East Technical Adviser at the Department of Cooperation for Africa, Asia and Eastern Europe of the Spanish Agency for International Development Cooperation (AECID); **Mark Singleton**, former Coordinator of International Organisations for the Netherlands Government and Humanitarian Aid Coordinator in Palestine; **Javier Fernández-Lasquetty**, Minister of Immigration and Cooperation of the Regional Government of Madrid; **Percival Manglano**, Director General of Cooperation for Development in the Regional Government of Madrid's Department of Immigration and Cooperation.

▫ *Middle East experts and international organisations:*

Pilar Lara, President of the FPSC and the CEMOFPSC. **Juan Manuel Suárez del Toro**, President of the Spanish Red Cross. **Giuseppe Cassini**, Italian Ambassador and former Policy Adviser to the Italian Forces in UNIFIL. **Juan Kindelán Rosales**, Director General of the FPSC. **Manuela Cabero Morán**, Vice President of the Spanish Red Cross. **Javier Gila**, President of Asociación Aida (Ayuda, Intercambio y Desarrollo). **Macarena Cotelo**, President of the READI and FPSC Project Director. **Daniel Guijarro**, BDO consultant. **Carlos Fernández García**, Director of Operations of Acción contra el Hambre. **María Jesús Herrera**, Coordinator of Movimiento por la Paz (MPDL). **Cristina Ansorena**, Director of Construyendo Puentes.

▫ *Local organisations:*

- *Lebanon:* **Ghassan Sayyah**, Director of the YMCA. **Rida Maamari**, Director of Pro-Dev. **Rosa Rodríguez**, former Director of l' Association d'Aide au Développement Rural (ADR). **George Xanthopoulos**, Director of Arcenciel's Program for the Disabled. **María Elena González**, Director of Association Libanaise de Développement et la Culture (ALDEC). **Delphine Compain**, Project Director of the René Moawad Foundation.
- *Palestinian Territories and Jordan:* **Rizek Sleibi**, Dean of the Faculty of Education at Bethlehem University. **Maher Turjman**, Regional Director of the Pontifical Mission. **Georges Ghattas**, Latin Patriarchate of Jerusalem.

- *Egypt: Maged Yanny*, Executive Director of the Association of Upper Egypt for Education and Development (AUEED).

- *Research institutions:*

Nadim Shehadi, Associate Fellow in the Middle East Programme at Chatham House (United Kingdom) and member of the Advisory Committee of the CEMOFPSC; **Jumana Trad**, Director of the Tribune and Seminars department of Casa Árabe-IEAM and member of the Executive Committee of the CEMOFPSC; **Emilio Cassinello**, Spanish Ambassador and Director General of the Centro Internacional de Toledo para la Paz (CITPAX); **Gabriel Reyes**, Project Coordinator for CITPAX's Middle East and Mediterranean programme.

The lectures and discussions centred around the cooperation strategy of NGOs, Governments and supranational and international organisations in the Middle East, and the role of NGOs; micro-problems and solutions, synergies and coordination in the Middle East areas of conflict.

The seminar culminated in an open debate among speakers and attendees, followed by the reading of some conclusions.

1.4. TOPICALITY OF THE SEMINAR THEME

The Middle East is arguably the most troubled region in the world, encompassing as it does some of the most complex conflicts of contemporary history: the Arab-Israeli conflict, the Lebanon conflict and the Iraq conflict.

War is now part and parcel of everyday life in the region. Poverty is not the only catalyst of conflict, as is the case in other regions. The human development index of the countries involved shows that absolute poverty does not exist, even though significant economic inequalities do exist. Perhaps the biggest obstacle to their development is the instability of the region, which dates back to 1948.

In spite of the fact that the majority of people in these troubled areas strive to lead a normal everyday life, run their businesses, take care of

their families, progress professionally, etc., the national and international political situation constantly thwarts their efforts.

Over the last 20 years, the FPSC has had to face up to the challenges posed by the situation in the region. Without wishing to be exhaustive, we will mention just a few examples: the construction of the wall between Israel and Palestine, the Iraq war, the conflicts in Lebanon. These events have posed a wide range of problems which the FPSC and its local partners have tried to resolve in order to be able to carry out their work, with the ultimate aim of helping to give hope to the region's inhabitants.

After two CEMOFPSC seminars on the political situation in the region ("Hope for Peace in the Middle East?: UNIFIL" and "Religion: Dimension Absent from Politics and Diplomacy in the Middle East") and with the perspective provided by these 20 years of work, the time has come to get together with other organisations to reflect on and pool our experiences of cooperation for development in the Middle East.

The aim of the international seminar on "Cooperation for Development and Non-Governmental Organisations. Working in the Middle East, Region of Conflicts" is to present a general view of the role of cooperation in the Middle East by analysing the policies and work strategies employed by donor countries, international and national NGOs, the difficulties involved in executing and coordinating projects, and the complementarity between work methods.

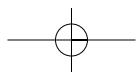
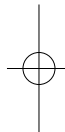
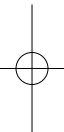
The purpose of this seminar is to gain a deeper knowledge and understanding of the specific problems facing the societies of these countries so that everyone's experience can benefit cooperation for development in the Middle East. It will be another opportunity to raise Spanish society's awareness of its necessary contribution to peace-building.

II. SUMMARY

The seminar was structured in accordance with two different perspectives. The first focused on a general, long-term view: the strategies devised by the major international summits on cooperation, how the donor countries put the conclusions of these meetings and common cooperation policies into practice, and the impact this is having on the ground. The second dealt with practical issues and micro-problems: execution and coordination difficulties, the stumbling blocks encountered by those who are working on the ground. In this respect, it is important to remember that the Middle East is a region that has been immersed in uninterrupted conflict for a very long time. It is an area with certain specific characteristics, some of which correspond to global problems which are not exclusive to the region. We must bear in mind these challenges facing the region when working there.

One of the seminar's most important contributions was to consider possible solutions for many of the problems and challenges posed at macro level -general courses of action- and also at micro level -specific solutions and putting those general perspectives into practice. In this regard, the decisive role played by the NGOs and the target population in analysing real needs, establishing priorities and devising strategies was forcefully underlined. To put it as concisely as possible, the importance of a bottom-up model of cooperation was stressed, i.e. starting with the aid beneficiary and ending with the donor. All the seminar participants agreed that we must never forget that the aid beneficiaries are the real protagonists of development, and that all the agents involved in the development chain must focus on them.

Cooperation work is heavily conditioned by what is happening on the ground, by day-to-day events, by contracts, deadlines, emergencies... The seminar offered the opportunity to pause, take a step back and look at the big picture, consider strategies and analyse the long-term implications of the work being done. And more importantly, it allowed us to share experiences and ideas with those who do this work and, at the same time, to discuss them in a relaxed and informal atmosphere.



III. MODELS OF COOPERATION FOR DEVELOPMENT WITH A SPECIAL FOCUS ON THE MIDDLE EAST: SOME OF THE AGENTS INVOLVED IN THE DEVELOPMENT CHAIN, THEIR AGENDAS AND THEIR PRIORITIES

3.1. INTERNATIONAL FORUMS AND MULTILATERAL ORGANISATIONS

- The general framework of the architecture of cooperation for development stems from the joint declarations signed by donors and recipients during the summits. These frameworks are updated during the UN's reviews of the Millennium Declaration and the Millennium Development Goals (MDG)¹, which are conducted every five years.
- These summits are established during the course of the UN's five-year review of the Millennium Declaration and the Millennium Development Goals (MDG).

- *Monterrey Declaration*

- Issued in 2002, its purpose was to analyse everything relating to development cooperation funding procedures.
- It acknowledged the need to increase the volume of aid and improve the effectiveness of development aid.

- Rome Declaration*

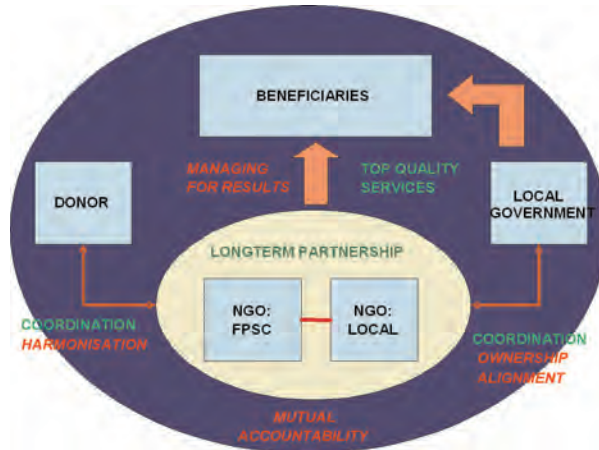
- Issued in 2003 with the aim of analysing harmonisation procedures in relation to cooperation for development. The Rome Declaration ends with the commitment to harmonise and align the supply of development aid.

¹ In September 2000, world leaders gathered at the United Nations headquarters in New York to approve the Millennium Declaration, committing their respective countries to a new world alliance to reduce levels of extreme poverty and establishing a series of Millennium Development Goals, whose deadline is set for the year 2015.

Marrakech Memorandum

- Signed in February 2004, its aim was to evaluate the management of development results.
 - *Analysis of the Paris Declaration*
- Endorsed in March 2005, the Paris Declaration analyses aid effectiveness. It has been signed by a number of countries without precedents in this type of High Level International Forum.
- Unlike the previous declarations, the Paris Declaration takes practical measures with specific objectives to be accomplished by 2010. This declaration established the basic principles for greater aid effectiveness.
- These principles encourage developing countries to take charge of their own development processes and improve coordination among donor agents to boost development processes.
- The Declaration also reaches some specific agreements assumed by the international community, known as the “56 partnership commitments”, which are organised around five key principles:
 1. Country ownership.
 2. Alignment with the countries’ strategies, systems and procedures.
 3. Harmonisation of donor actions.
 4. Managing for results.
 5. Mutual accountability.
- The Paris Declaration highlights the need for an independent evaluation of cooperation for development. It states that the evaluation process must provide a more general understanding of the way in which greater aid effectiveness helps to accomplish development goals.
- The Paris Declaration is still the main international reference point for the link between aid and the principles for achieving a better contribution to development.

**Diagram illustrating the role of civil society
in the light of the principles set out by the Declaration**



Third High Level Forum on Aid Effectiveness (Accra, Ghana)

- This forum took place in September 2008. The Accra Agenda for Action completes the Paris Agenda by including all the development agents and specific commitments for the execution of donor and partner policies in the coming years. Government and private sector participation in the application of the Paris Declaration is considered essential.

Doha Summit

- Held in 2008 to review the aspects analysed in Monterrey and the new challenges facing funding, such as:
 1. Climate change.
 2. The food, energy, financial and economic crises.

3.2. SPANISH COOPERATION IN THE MIDDLE EAST AS A SPECIFIC CASE

Brief historical outline

- Spanish cooperation with the Arab world began in 1954. The Spanish Agency for International Cooperation (AECI, Agencia Española de

Cooperación Internacional), which integrated the various regional bodies, was created in late 1988, and its new structure of executive and governing bodies included the Institute of Cooperation with the Arab World (ICMA, Instituto de Cooperación con el Mundo Árabe). As a result of the first reform of the AECI in 1995-1996, the ICMA was replaced by a Directorate-General for cooperation with the Middle East.

Current situation of the AECID, management and strategies

- In October 2007, the AECI changed its name to Agencia Española de Cooperación Internacional para el Desarrollo -AECID- (Spanish Agency of International Cooperation for Development) and the Statutes of the new Agency were approved. In the organisation chart the new Department of Cooperation with the Mediterranean and the Arab World is integrated into one of the three Directorate-Generals of the AECID: the Directorate-General of Cooperation for Africa, Asia and Eastern Europe.
- The AECID is a body governed by public law and is attached to the Ministry of Foreign Affairs and Cooperation through the Office of the Secretary of State for International Cooperation (SECI, Secretaría de Estado de Cooperación Internacional). It manages Spain's international cooperation for development policy, and its purpose is to promote, manage and carry out public policies for international cooperation for development, aimed at fighting against poverty and achieving sustainable human development in developing countries, especially those included in the Master Plan. The fight against poverty is the ultimate goal of Spain's policy for international cooperation for development.
- The Cooperation Law (Ley de Cooperación) sets out the AECID's exterior structure, which consists of Technical Cooperation Offices (OTC), Cultural Centres (CC) and Spanish Cooperation Training Centres (CFCE). This exterior structure currently comprises 42 OTCs, 17 CCs and 3 CFCEs, spread among countries in Latin America, Africa and Asia. Four OTCs have been created in the Middle East, in Egypt, Iraq, Palestinian Territories and Jordan, respectively. The Jordan OTC will also cover Syria and Lebanon.

- The AECID uses different Official Development Assistance (ODA) management channels:
 - Cooperation programmes and projects, technical assistance for partner country institutions, budgetary aid, microcredits, scholarships and assistantships.
 - Contributions to multilateral and multi-donor funds for international development organisation programmes.
 - Humanitarian action.
 - Government grants for NGOs and other development cooperation agents.
- The joint development cooperation commissions represent a bilateral agreement between Spain and the recipient country which sets out the priority lines of cooperation for development for a period of three years. The joint cooperation commission defines both the instruments and the sectors and geographical areas of action for the AECID.
- The duties and tasks assigned to the AECID are fulfilled in accordance with the Master Plan for Spanish Cooperation, the Annual International Cooperation Plan and the sector and country Strategies, as well as agreements with public and private entities and organisations, and the Millennium Development Goals (MDG) approved by the United Nations.
- Spain's current framework of cooperation for development is the four-year Master Plan for Cooperation (2009-2012). In parallel, strategy documents for priority countries and special plans of action for the other countries are drawn up.

Cooperation strategies and geographical priorities in the Middle East

- There are two types of cooperation strategy, the first being conceptual, relating to the areas of cooperation; and the second relating to the administrative instruments used in each case.
- The geographical priorities of the Master Plan for Spanish Cooperation for 2009-2012 are established according to effectiveness criteria such as development indicators, the AECID's presence and set-up in the

country, the possible framework of association in the country, the country's potential as a development partner and the AECID's relative position in relation to other donors.

- Thus, different types of association are established: Group A, Broad Association, which includes the Middle East, Palestinian Territories; Group B, Focused Association, which includes Iraq and Lebanon, and Group C, Association for the consolidation of development achievements, which includes Syria, Egypt and Jordan.
- In general terms, there is also a considerable increase in emergency humanitarian aid and reconstruction aid. In the Palestinian Territories and Lebanon, the AECID tries to maintain a balance between emergency/humanitarian cooperation and cooperation for social and economic development.
- As for Iraq, this is a very special case. The commitments undertaken in 2003 have practically been fulfilled: working with United Nations agencies and with the European Commission.
- The first general objective of cooperation for development is the fight against poverty. Middle Eastern countries have middle or lower middle-incomes, provided we do not consider the emergencies, disasters and/or humanitarian crises that frequently occur there. Spanish cooperation in Middle Eastern countries has focused aid on the geographical areas with the highest poverty rates, and, of course, always in accordance with the criteria established by the government of the beneficiary country.
- In Egypt the neediest areas are the South and Upper Egypt, which receives special attention.
- In Jordan, since the implementation of the special attention aid plan, efforts have focused on the north-eastern part of the country.
- In Syria, poverty is mainly concentrated in the north-east.
- In Lebanon, Bekaa and the south-east are considered priority areas, especially since the July 2006 conflict. In this respect, Spain

contributed 25 million euros, over a three-year period, to the UNDP fund for reconstruction, and at the same time entered into agreements with NGOs to rehabilitate and develop basic productive sectors such as agriculture, livestock farming and efficient water use.

- Socio-economic deterioration in the Palestinian Territories is so heterogeneous and so profound that the fight against poverty is undertaken with very different instruments. In this respect, the Gaza Strip has for some time been the focal point of a programme that was initially related to food security, fruit and vegetable production and job creation.
- In the case of the Palestinian Territories, it is also worth mentioning the AECID's contributions to the United Nations Relief and Work Agency (UNRWA) for Palestine refugees, including contributions to its general budget and to its emergency appeals, which are increasing on an annual basis.
- Other budget support funds, provided through mechanisms set up by the European Commission, amounted to 20 million euros in 2008. These funds are used to pay the salaries of PNA officials and hired personnel in order to maintain the basic social services offered by the PNA government, mainly in the areas of education, health and serious social cases.

Cooperation strategies and sectoral priorities in the Middle East

- As regards strategies and sectoral priorities included for the first time in the 2009-2012 Master Plan, there are three that are particularly important for our area:
 - Democratic governance, citizen participation and institutional strengthening of civil society, as well as institutional development.
 - Heritage conservation, with an approach obligatorily linked to the social and economic development of local populations.
 - Conflict prevention and peace-building.
- Democratic governance, citizen participation and institutional strengthening of civil society, as well as institutional development.

- With regard to this first sectoral priority, it is not necessary to underline its importance in relation to, for example, creating a viable Palestinian State, and helping Lebanon to establish a solid State. In Egypt work is carried out in the field of human rights, with support given to the National Council for Human Rights.
- In the Palestinian Territories, efforts are focusing on administrative instruments and direct cooperation, i.e. on State subsidies for ministries, institutions, cooperation among States, Spain and the PNA. These activities seek to improve the technical and institutional capacities of the ministries. In 2008, the AECID has been reinforcing the Ministry of Agriculture by giving it the capacity to legislate, and the same is being done with the Ministry of Foreign Affairs and the Ministry of Education. Much time has already been spent working with the latter on an education infrastructure programme, executed directly by the ministry itself. It could be said that these lines of cooperation in the Palestinian Territories represent an attempt to ensure that the Israeli occupation does not lead to a full-scale humanitarian disaster.
- In Syria, the AECID is currently focusing on decentralisation and the reinforcement of local government capacities in the north-east.
- The case of Iraq falls within the framework of the European Commission's EUJUST LEX programme. Spain's efforts involve holding seminars to reinforce capacities and technical support for the judicial system, penitentiary institutions and the police.
- Heritage conservation offers an approach obligatorily linked to the social and economic development of local populations.
- In this regard it is worth mentioning the restoration of the Umayyad Palace of Amman in Jordan, a longstanding project which, after years of refurbishment for the purpose of tourist visits, has boosted Amman's appeal as a holiday destination. The plan for the restructuring of the Amman citadel is currently being prepared.
- In the Palestinian Territories, a restoration project is being carried out in the historic centre of Hebron, where Israeli settlements exist within

the old Arab quarter. Several areas are being completely rebuilt, which involves the restoration of buildings and the urban infrastructure, and an incentive programme is also being carried out to recover the social and economic fabric.

- Finally, in Egypt and Syria, cultural cooperation has focused on preserving the historic heritage.
- Conflict prevention and peace-building.
- Finally, there is much work to be done in the sphere of conflict prevention and peace-building, but it is often difficult to know how to go about it.
- The AECID is trying to create a platform with an NGO for the Palestinian Territories and Israel. Furthermore, two years' work has already been carried out, through another NGO, in the field of education, training and spreading the ethics on non-violence.

Coordination and synergies of cooperation with the Middle East

- The AECID is helping the European Commission to create an annually updated database which shows the funding granted (committed and/or paid out) for the projects during the year in progress and the forecasts for the following year. In spite of a difference between the Spanish and European cooperation procedures at administrative level, which requires having to make an extra effort to adapt the Spanish data to the European format, the European Commission has managed to offer its own data and those of all the Member States in a single table. This coordination represents a considerable step forward in terms of improving efficiency and coordination and avoiding the duplication of efforts, with a view to complying with the Paris Declaration.
- Another ultimate principle is the improvement of coordination in the Palestinian Territories. The European Commission has made a great effort to relocate local offices. Spain's OTC in Jerusalem regularly attends coordination meetings with the other Member States.

Emergencies and humanitarian aid

- In response to emergency situations and humanitarian aid requirements in Middle Eastern countries, the AECID devotes a great deal of effort to the multilateral channel, to the United Nations agencies in charge of working in this region, such as the UNRWA -in the case of refugees-, the UNDP fund for the reconstruction of Lebanon, and the World Bank fund.
- Funding for Middle Eastern countries:
 - In 2008, funding for the Middle East has exceeded the amount set aside for the Maghreb countries, Mauritania and the Saharan population. In fact, the funding allocated to the Palestinian Territories has almost equalled that of Morocco, the AECID's priority country in the Mediterranean. In the Palestinian Territories and Lebanon, the Central Governments alone (i.e. excluding decentralised government authorities) have received 54.4 million and 21.2 million euros, respectively.
 - Spain is such a decentralised country that a significant proportion of the cooperation funding it provides (nearly 15%) comes from regional, provincial or municipal bodies.

Spanish cooperation (AECID) funding instruments

- In theory, the AECID is guided by a principle of efficiency: which instrument is most suited to the objectives pursued by the projects.
- In the case of institutional strengthening and job creation projects, subsidies are granted directly by one State to another, or to the appropriate Ministry or institution.
- Furthermore, a significant proportion of the subsidy is channelled through Spanish NGOs with experience on the ground or the capacity to tackle new cooperation sectors, such as peace-building. This funding is used to execute projects with a maximum duration of 24 months, or agreements with a term of three of four years, whose scope is preferably regional or sub-regional.

- Even if the activities focus on a specific region, they must firstly be adapted to the specific situation of each country and, as time goes by, to the changing situation in the country in question. In this respect, the agreements allow for a certain degree of flexibility. For example, at a meeting with an NGO that works in Gaza, it became apparent that it was impossible to carry out certain activities in this area, and therefore permission was granted to divert the funds to another area where these activities could be carried out.
- Finally, the channelling of funds through multilateral and international organisations, in accordance European Commission mechanisms, United Nations agencies, and the contribution to the UNRWA budget, and to the World Bank.
- Each Spanish family contributed approximately 550 euros to Spain's development cooperation funds, including all general government bodies.

3.3. COOPERATION DESCENTRALISED TOWARD THE MIDDLE EAST: THE AUTONOMOUS REGION OF MADRID, STRATEGY AND PRIORITIES

- The Autonomous Community of Madrid is one of Spain's 17 regions. It has a population of around 6.5 million inhabitants and a budget devoted to cooperation for development.
- The budget for 2008 has been approximately 40 million euros, allocated to the fight against poverty in the world.
- The Regional Government of Madrid's activity in the field of cooperation for development is based on two main lines of work, one of which aims to improve the situation of women in order to achieve equal rights, especially in countries where equality is not even provided for by law, and another which focuses on strengthening the institutions of the countries in which the work is carried out.
- The strategic approach of the Regional Government of Madrid's cooperation involves working to enable people to get ahead through their own efforts and to freely develop by choosing their own options without anybody's protection or help.

- The Regional Government of Madrid wants cooperation for development to influence the long-term welfare of its citizens, and this is achieved by helping to build democratic systems with solid, independent and transparent institutions.
- An intense and fruitful process of dialogue with Madrid NGOs, as well as with the agents involved in cooperation for the development of the Madrid region, has given rise to the 2009-2012 Cooperation for Development Strategy.
- For various historical, cultural or demographic reasons, the presence in Madrid of 1,084,000 new Madrid citizens, immigrants from other parts of the world, means that its cooperation for development includes the following priority work areas: Latin-America and, within the latter, countries such as Ecuador, Colombia, Peru, the Dominican Republic and Bolivia, while part of the budget is allocated to other areas such as the Middle East, mainly the Palestinian Territories.
- The Regional Government of Madrid is promoting various development cooperation actions in the Middle East:
 - Projects for training women in the Palestinian Territories.
 - Projects that include primary and secondary education for girls in Bethlehem.
 - Work training projects aimed at teaching textile production techniques to women in Gaza, enabling them to generate income for their families.
 - Catering training for young, economically disadvantaged Palestinians in Jerusalem.

3.4. THE DONORS' AGENDA

- There is still a considerable lack of coordination between aid objectives and goals. Therefore, there are so many agents involved with their own open and hidden agendas. Internal policies, strategies and activities are very fragmented.
- The agendas and priorities of public donors are generally quite vague and broad; in most cases, it is relatively simple to make all their agendas coincide.

- Furthermore, each country has its own policies and strategies, as well as its own work teams, and therefore mergers in the private sector rarely occur, which hinders coordination. Aid is prone to overlaps, for example when it enters a country. In Mozambique it is estimated that more than 1,500 foreign missions want to work with the Government, and all of them have individual relations with the Ministry of Planning and Finance, which distances them from the work they want to do.
- Another important factor that needs to be borne in mind concerns the strategies of the country we are trying help with the money of all the taxpayers, to whom we are accountable. The money does not belong to the public funding body, but to the taxpayers who hand it over so that it can be used in the best possible way to help others.
- In relation to the actual problems that affect the region, there is a consensus as regards the challenges facing cooperation for development in the Middle East. In other words, if we made a list of the 10 most important issues in these countries, there would be little argument about it. However, there is considerably more disagreement about priorities and the way in which they can be, and indeed are, established.
- The donating community should do something itself, starting with an assessment of its own capacity to understand what is happening in the Middle East, so as to be able to spend more time analysing and reflecting, and in order to be less rigid in terms of policies and strategies. Inflexibility is unsuited to a situation as volatile as the one that prevails in the Middle East (as has been the case over the last six years). There is a different way of thinking, a different way of executing strategies, and if we all agree on this, why don't we do it?
- Another characteristic of aid in the Middle East is that its management, architecture and coordination are still at an embryonic stage, even more so than in other parts of the world. In Tanzania, for example, or in Kenya, those who work in the field of cooperation for development try to coordinate with each other in a manner which complies with the Paris Declaration, or with the World Bank's guidelines. This does not happen in the Middle East.

- Strategic and bureaucratic changes have an enormous impact on the ground. For example, a few years ago the departments of the Cooperation Agencies were restructured and divided along thematic lines instead of by geographical areas. This totally changes the priorities; if you have a department for institutional strengthening, another for refugees, the environment, etc., you establish certain criteria that could wipe entire regions off the map. Thus, mitigating poverty is irrelevant in the Middle East when compared with Africa, and therefore you are erasing a whole region for which poverty is an internally important factor for its development and balance.
- The problem is that the arguments about priorities are not based on what is actually happening on the ground, on what the actual problems are and how they can be tackled. It is not an entirely scientific, objective and technical debate. At first glance it may seem technical, but the real underlying issue is a limited resource: money. And the problem is that money is directly related to politics and power. There is an English proverb which says “he who pays the piper calls the tune”.
- An inevitable consequence of international aid mechanisms is a lack of coordination. More often than not, what we think, what we say and what we eventually do are completely different things, and this is because the thought process is flexible: we can hold a meeting to establish the strategy, priorities and general objectives, and this thought process is more or less flexible. You can change your mind, even during the course of a meeting, and work with several ideas at the same time, but once this process is converted into policy, when it is accepted and becomes government, international or multilateral policy, these tendencies become somewhat more rigid, and changes require a longer and more complicated process. Once these policies are put into practice on the ground they become practically set in stone. The policy gives rise to a work programme, with a budget and a schedule, and it eventually takes on a life of its own. The people who put it into practice are different from those who think and talk about it; they have different rules, different cultures and different ideas from those who create the programme. Therefore, in the end, the policies might be contradictory. You can execute a programme that goes against the planned strategy.

- The problem is that the agendas of the donors often stem from their ideas or from other NGOs, but this does not mean that they are going to meet local needs, but instead fulfil their own agendas.
- Changes in priorities cause a great deal of upheaval for local NGOs and aid beneficiaries, who have to make efforts to present their projects to donors in such a way as to ensure that, without losing sight of the population's real needs, their initiatives tie in with the donor's priorities. This also greatly reduces the effectiveness of cooperation, and leaves problems unresolved, problems which require long-term courses of action.
- On one occasion, the person in charge of a group of Palestinian NGOs complained about having done everything: of having worked with gender, with legal support, with institutional strengthening, with sustainability, and the actions always have to be changed and adjusted in order to do the same work, because the aim is to look after some orphans. We are continually forced to do balancing acts when presenting our projects to donors, in an attempt to adapt to their agendas. And in this respect, the FPSC works very differently from the other agencies, in that it works with its own agenda, and people either accept it or reject it, but the Foundation does not follow trends.
- Here is an example of the impact this change in priorities has on the ground: When gender strengthening and sustainability were, so to speak, fashionable issues, day-care centres were set up to enable women to leave their children there and go to work. That was the contribution to gender strengthening. To make this sustainable, there was a programme whereby women started to pay for the day-care service when they started working. And when this was successful and many women were starting to find good jobs and people were paying for the day-care service, in a meeting room in Brussels, or Washington, or London, a decision was made to change the courses of action and establish poverty mitigation and care for the poorest and most vulnerable as priorities. And so an evaluator was sent to assess the projects, and said: "But these women are middle class, they earn money, they can pay for their day-care centre, so this doesn't comply with the goals we have set within the framework of the project", and all these centres were closed as a result of the changes in the courses of action.

- Another strategic problem is the incompatibility of agendas competing on the ground. We might have huge budgets for the same objectives, but with different treatments that make them contradictory. Lack of coordination can make the work we do less productive.
- The donor should understand the laws under which the local NGOs operate and what their circumstances are. A partner is someone who should be supported and not only evaluated. The local NGO often feels the need for help to get its project up and running, and then finds that the donor only applies the agenda and the international programme that bears no relation to what is happening on the ground.
- The local NGO is an organisation which is simply registered in the local country, and which often has its headquarters in the country's capital city, and the employees come and go in accordance with the annual programme: this year education, next year health, and the following year olive plantations. They get good results, but in the end they go wherever the money is, and this is where the problem lies. The search for money, politics and the problem are all mixed up together in the approach to the strategy.
- Local NGOs in the Palestinian Territories suffer from a lack of transparency and strategic vision. They prepare their proposals in such a way as to fulfil the expectations of the financing body, and this causes them to lose their strategic vision in relation to the services which the community needs. NGOs are often disconnected from the community because they want to fulfil the donor's expectations, instead of meeting the needs of the local population.
- There are other foundations that are not interested in the motivations behind their activities. Such organisations are heavily conditioned by their performance, because if they don't do a good job they won't receive the funding again. For them, receiving the funds is more important than how they are used.

IV. DEVELOPMENT POLICIES AND OPERATIONAL ASPECTS OF COOPERATION FOR DEVELOPMENT IN THE MIDDLE EAST

4.1 THE DEVELOPMENT CHAIN

- The development chain consists of a line of agents involved in the transfer of funds from the initial donor to the end recipient (also called the beneficiary group).
- If we go along the development chain in reverse order -from the beneficiary to the source of funding, Governments, or international organisations, the importance of politics can clearly be seen.
- Cooperation for development, or the aid industry as some call it, is a relatively recent phenomenon. We are talking about a history of 60 years. It is an industry that handles hundreds of millions of dollars a year. It sounds very good, but its importance is actually waning, due to the worldwide reduction of capital flows.
- The donating agency (donor) gathers its funds from the taxes paid by citizens, according to an agreed percentage of the national income. Part of the money is used to cover the Ministry's indirect costs. The rest is divided into three parts:
 - The first is channelled through the multilateral organisations (multilateral cooperation).
 - The second is transferred directly to the government of the Southern countries (bilateral cooperation).
 - And the third part is channelled through the NGOs, to carry out projects previously approved by the same ministry (horizontal cooperation).

Multilateral organisations

- Some problems with multilateral organisations' management of development aid:
 - Lack of transparency.
 - Lack of execution capacity. Subcontracting chain.

- Inefficient expenditure. Each subcontracting represents a percentage of expenses devoted to the organisation's internal management.
 - Bureaucratic obstacles. Difficult coordination of operating protocols between multilateral organisations, due to their excessive rigidity.
 - Slow execution.
 - Management of multilateral entities allows dissolution of the donor's fund control responsibilities.
 - Excessive administrative charges and exorbitant salaries.
- Another phenomenon perceived in the Middle East is that the World Bank does not occupy a predominant position in the aid scenario. Unfortunately, on many occasions the aid is managed by people who know very little about cooperation for development.

Bilateral cooperation

- When the Central Government's cooperation agency works, for example, with a partner country's ministry or institution, or even with an inter-ministerial institution, the first step is negotiation. Of course, there is no imposition of any kind. There is a discussion prior to signing the agreement, which contains a plan with a term of three or four years. This means that there is a closer relationship with the beneficiary country.
- In Lebanon, for example, certain ministries initially said one thing and five months later something completely different. This meant having to change ministry at the last minute, which makes the work much more complicated.
- Even in Syria there have been cases in which the Ministry of Health has asked for the funds not to be transferred to the Ministry because they are unable to manage them properly. They prefer them to be managed by the World Health Organisation.
- When rich nations choose to work with Agencies attached to Governments of developing countries, are they aware a priori that they are sometimes dealing with countries that are not democratic, where there is corruption and cumbersome bureaucratic machinery?

- Nevertheless, having said that, when the government agency (say, for example, the AECID) delivers funds to a ministry in, for example, Gaza, where the AECID is executing the *Job Creation Program*, which depends on the Office of the President, the corresponding ministry of the PNA (in this case the Ministry of Employment) has to submit a final financial and technical justification to the AECID. This is difficult for them, but they have to do it, and so the demands are as exhaustive as those of the NGOs.
- This discussion about transparency in the Palestinian Territories, or in any other developing country in the region, does not justify the lack of efficiency or effectiveness. Transparency in terms of accountability and management should be uniform, i.e. accountability is expected to be correct, without further ado. Therefore, it is not a question of exaggerating the fact that there is no transparency. This is the work ethic that should be applied.

Horizontal cooperation and State-NGO relations: collaboration or competition?

- It is important to point out that civil society is more than just NGOs. In Spain, NGOs are associations or foundations. In other countries, NGOs have their own legal personality as NGOs, but civil society encompasses many other organisations: universities, chambers of commerce, professional associations, any type of school or college, trade unions, of course, employers' associations and, in some cases, political parties, and even political parties which are in power. All of them form part of civil society.
- In the year 2000, the Spanish cooperation agency established the four-year strategies and three-year programmes with NGOs. As is usually the case, experience and implementation demonstrate the difficulties. In 2004, a new attempt was made in this direction by signing agreements with NGOs for periods of three or four years, with the relationship being based on trust and merit. The selection criteria were established according to what has been called a "Qualification" process, whereby each NGO had to offer the AECID proof of its qualitative and quantitative management merits.

- Agreements between NGOs and the State are established according to merits and reliability, solvency and the qualifications of the candidate NGOs. Implementing the agreements is not so easy, given that the agreement of many parties is required: firstly, the agreement between the State agency and the short-listed NGO, then the agreement between the agency and the NGO concerning the local counterparts with whom the latter is going to work, who must have a certain prestige and good practices, and finally, the agreement between the NGOs of the donor countries and their local counterparts.
- Implementation is also made difficult by the complexity of the region: the Middle East is characterised by a diversity of problems, situations, etc. Moreover, deciding which organisation to work with requires negotiation in each case, and, of course, the whole process has to be carried out in line with what we could call the monitoring of the plans or instructions of the beneficiary country.
- Sometimes, certain Governments or authorities are reluctant to agree to the funds being channelled through local organisations, the NGOs. In these cases, a special effort has to be made each time.
- It is worth debating whether cooperation should be channelled through Governments or NGOs. Perhaps the answer is that they should be complementary: civil society emerges and grows in order to respond to needs that governments and public authorities are not responding to.
- The services provided by the government and those provided by the NGOs are often duplicated. There is barely any coordination between the two, and sometimes there is even competition, because the local authorities regard themselves as institutions in charge of the services, and the local NGOs see themselves as the institutions which are actually providing those services. There is also competition when it comes to finding and receiving funding.
- Perhaps it is not a question of competition between Government and NGOs. In Lebanon, for example, the Government funds most of the main programmes of some NGOs, often over a period of many years. Privatisation has been a practice in many sectors and the Government funds the NGOs directly so that they can implement the programmes.

Thus, the Government becomes the donor agency that supports the local NGOs so that they can carry out specific projects. For example, one of our medical aid projects has been funded for 15 years by the Ministry of Health. We are talking about 4 million dollars a year. This is an exchange of funds between the Ministry of Public Health and a local NGO.

- Nevertheless, the underlying issue after competition for funding between local NGO and local authority is recognition; in other words, who gets the political credit for the work. The donor Government might talk to the local Government about who it would like to receive the funding, which local NGO it could subcontract to implement the project and gain political influence. Competition about whether the funds are received by the local Government or the local NGOs is more a matter of the NGOs' role being recognised by certain government officials who do not want to recognise that role.
- Let's go back to the problem of the principle: when civil society came into being, public administrations were not functioning. So what needs to be done now to make governments and public authorities function? Should we simply provide large amounts of budget support which inundate ministries with huge sums of money?
- In relation to the previous point, it is important to emphasise the efforts that are being made in parallel to the aid that is being offered: through the strengthening of public authorities, governments are being urged to coordinate and direct aid, and to ensure that everyone pulls in the same direction.
- In the case of the Palestinian Territories, NGOs often fill the vacuum left by the absence of governmental structures. For example, before the Oslo Process the NGOs were the only interlocutors; there was no Government, they didn't want to deal with the Israelis. Therefore, the work was carried out with NGOs. Right now, they are also seen as a substitute, as providers of social services in the face of corrupt autocratic Governments. However, the Community-Based Organisations (CBOs), which are there and are very active in terms of civil society, fail to become part of the chain that swings between these local NGOs and this type of government.

- There has been talk of corruption, of politicians who want to keep hold of their power. To avoid this type of abuse, when donors want to fund a ministry they should be asked to coordinate with the local NGOs in order to be able to have the same vision, the same action strategy, so as not to do two opposing things in the same country. Local Governments often spend money inefficiently, and therefore it is essential to ensure coordination with local agents and also with NGOs.
- Local authorities should supervise the work done by NGOs, but there is a clear strategy regarding the way in which this supervision should be carried out. Some NGOs have an enormous amount of prestige and receive a lot of funding, but the results of their work are poor. Yet in spite of this, they continue to maintain credibility. The system should be reviewed and be capable of evaluating whether NGOs can be sustainable or whether they can sustain their objectives, in order to give them credit or take it away.
- Why have to choose between aid for governments and aid for NGOs? Why does it have to be a dilemma? Both things are possible. We know of cases in which within the same government there are ministries we would collaborate with and ministries we would not collaborate with, and within the same ministry there are departments we can collaborate with and departments we would never collaborate with. It always depends on the people involved, which is really what should unite us all. With regard to NGOs, we know some fantastic ones, whose efficiency is far greater than that of their governments and ours, and others that represent genuine cases of inefficiency, whose agenda is sometimes clear and sometimes hidden, but with whom we would never work if we knew them well.

4.2. AID FUNDS MANAGEMENT: FUNDING MECHANISMS

- The current situation in Spain is that the Ministry of Foreign Affairs and Cooperation works with one of its NGOs, with whom it has signed a multi-annual agreement but still demands separate reports for each one of the projects of the funded agreement. It is understood that a high standard is required in the narrative and financial reports, and that these requirements also apply to the local counterparts. As a

result of these strict requirements, drawing up the reports and carrying out the audits entails a significant cost.

- It is also understood that certain changes in Spanish legislation, introduced after discovering cases of corruption in Spanish NGOs, have exacerbated the situation.
- Due to the numerous cases of corruption, the control mechanisms imposed by donor countries concerning justification of the funding received have risen in number and become more complex, the aim being to ensure that, at all times, taxpayers can be sure that their economic contributions are correctly managed.
- This situation has given rise to countless adverse effects. Firstly, a very high proportion of the budget is spent on controls, instead of on development activities, all of which are funded by the taxpayer.
- Therefore, a large number of employees end up spending their time on administrative tasks. In fact, the ratio between project personnel and administrative personnel is increasingly unbalanced. Faced with a budget increase, the donor agency and the international NGO are obliged to hire more personnel in order to cope with the increase in administrative tasks. Consequently, the relationship between the donor and the end recipient does not evolve. Instead of jointly promoting a dialogue about long-term strategies and policies, the discussions between agents often focus on the operational part of the project. In general, this does not help to improve the atmosphere of mutual understanding, trust and partnership.
- The NGO deducts a previously agreed percentage for its indirect costs (including the maintenance charges for their local offices with their expatriate personnel) and transfers the rest to its local counterparts, the project owners.
- Some of these counterparts (local NGOs) carry out the project activities, while others function as funding agencies and pass the funds on again to the Community-Based Organisations (CBOs). In both cases, the indirect costs are deducted from the funding received from the donor country organisation, and in the latter case another layer is

added before the funds are allocated to the purpose for which they were intended.

- The higher the number of counterparts involved, the higher the cost of the transaction is. Clearly, as a result of the characteristics of the development sector in itself, some of these expenses are unavoidable, for example, the salaries of government officials and local agents, and other running expenses and fixed overheads.
- It is worth considering how to maximise the amount of money that goes to the CBOs. It is intolerable that only 20 cents of each dollar reaches these organisations that need these resources to implement their development projects. Where do the remaining 80 cents end up? The simple fact of providing the money entails a high transaction cost. How could we reduce these transaction costs? How can we prevent all that money from getting lost along the way, from its starting point -the donor- to final destination -the aid recipient-?
- As far as cooperation management in Spain is concerned, the AECID has a monitoring committee which meets on an annual basis, and the problem, once again, is whether there are sufficient human resources in the agency, or in the NGOs, which are often overloaded. The local counterparts have to report to the Spanish NGO in charge of expenditure, which in turn has to report to the AECID, which in turn is accountable to the taxpayer.
- These economic justifications are based on the submission of receipts or invoices. Expenses have to be justified, but the AECID is more concerned with justifying the results. The role of the Spanish NGOs consists in being sure of how costs are incurred, and they are also responsible for training and building the capacities of their counterparts.
- There is a new trend which involves hiring private companies to manage the projects implemented by local NGOs. These companies receive funds from the donor countries. A profit-making company that manages non-profit-making organisations is an alien concept in aid recipient countries, but in one way or another, we are paying for the work to be done, which is ultimately the purpose. The problem arises when expenses accumulate and become excessive.

A practical case: *Reconstruction of the Nahr al-Bared Palestinian refugee camp (Lebanon)*

- Given the precarious situation of the *Nahr al-Bared* Palestinian refugee camp after the confrontations between the Lebanese army and the radical group Fatah al-Islam, a donor conference attended by 70 countries was held in Vienna on 23rd June 2008, at which time over 30,000 people were living at the camp.
- The main contributors to the reconstruction are Qatar, Saudi Arabia, Kuwait and the United Arab Emirates. Among other donors, the European Commission agreed to provide 45 million euros for the reconstruction work and the Spanish Government 10 million dollars, as well as a contribution of 500,000 euros to the UNRWA for the clearing-up work prior to reconstruction.
- As of today, the contributions for the reconstruction of *Nahr al-Bared* are as follows: the Arab countries have yet to honour the commitment they made at the Vienna conference. Only Saudi Arabia has made a contribution (25 million dollars in May 2008).
- In the light of this situation, the lack of coordination between multilateral organisations (specifically between the World Bank and the UN bodies, and between the European Commission and the United Nations) was denounced during the seminar.
- One of the attendees announced that the World Bank and the UN are preparing to introduce an action protocol by the end of 2009 to speed up bureaucratic procedures between the two multilateral organisations.
- The UN and the World Bank have established an agreement to determine who should resolve the coordination problems. However, this agreement was still being negotiated when this seminar took place.
- The World Bank set up a Multi-Donor Trust Fund (MDTF), which initially had three “windows” (options) but has since been reduced to two. The window that permitted contributions to the UNRWA required

previous coordination with World Bank regulations, an extremely complex procedural matter. This is the reason for the delayed implementation of the MDTF and for the Spanish contribution being blocked, which entails the risk of the budgetary year elapsing and being forced to modify the budget.

- If we have to contribute to the reconstruction of the *Nahar al-Bared* refugee camp, what resources do we have at our disposal? There is no Government to deal with, in the case of Lebanon: “If you give money to the ministries, make sure they’ve got an NGO in control behind the scenes. The problem arises when there’s no strong Government. Who certifies or ensures that this NGO or this ministry is going to help?”
- If we go back to the question of organisations in the case of Lebanon, for example, for the clearing-up work, Spain is sending 500,000 euros as a small contribution. But how do we do it? We are forced to do it through the UNDP, because the UNRWA says that the UNDP is the Agency that is going to do this clearing-up work. There’s no other way. We can’t send the money to private companies so that they can do it, and we can’t hire a Lebanese company to do it, so we have to wait for World Bank’s multi-donor funding to arrive because this is the way that somebody has decided it has to be done, at a level beyond my control. The funds have to be channelled, and this is what’s happening, albeit slowly, and we hope these funds will be paid out this year or early next year.

4.3. AID FUNDS MANAGEMENT: IMPLEMENTATION MECHANISMS

- The aid industry is guided and motivated by supply. There is not always an interest in knowing whether the action actually helps, or whether the capacity of the beneficiaries or the local counterparts to absorb the aid has been considered beforehand.
- Another important matter with the AECID, and with many other governmental agencies of donor countries, is that we are talking about international NGOs that become donors. There are two issues. As far as NGOs are concerned, most of the agreements and programmes have a very short duration. For legal reasons NGOs have to compete, since they do not receive constant long-term funding. There is no qualitative

change on the ground over three or four years. The process has to look at the long term, which requires coming up with new ideas and finding new partners.

- With the AECID, international and local NGOs, as partners, have to resolve an important issue: the constantly changing requirements of the forms. This prevents them from acquiring the necessary skills for correct management. When they eventually learn the method, along comes another form with different requirements. Perhaps the OTCs are not giving local NGOs enough training in this aspect.
- One of the characteristics of what some call the *aid industry* is fragmentation. There are more than 10,000 agents involved in this industry, and that is just a conservative estimate. Local NGOs, CBOs, international and supranational organisations, both large and small. And unfortunately, cooperation is a phenomenon that maintains a very traditional structure, and therefore much of what is spent does not reach the intended recipient.
- There are enormous bureaucratic obstacles, especially when different agencies work together. Discussions among lawyers, simply to draw up regulations between these agencies with different procedures, can delay the start of a project by several months.
- Part of this bureaucracy has to do with our ambitions, because we have to make sure that nothing is being lost and that nothing is being used for anything other than the original purpose. The culture of control has been imposed on aid, and yet this does not mean that there has been an increase in efficiency and effectiveness. On the contrary, it could be said that a significant proportion of each euro is consumed by us, or by consultants.
- There is a widespread feeling of frustration among those who work in the field of cooperation for development, caused by the control mechanisms which the donor imposes on the NGOs or institutions in charge of managing the aid and carrying out the project. An extremely high percentage of time, effort and capacity is devoted to obtaining the invoice, the format, in short, to fulfilling the administrative requirements imposed by the donor.

- In the case of Spanish cooperation, these administrative requirements are dictated by a piece of legislation, the General Law on Subsidies, which does not take into consideration the specific characteristics of the countries where the work is carried out.
- If we want justice and accountability, we need people who are completely devoted to achieving these goals. “Sometimes, looking at other Lebanese or Palestinian NGOs, I can say that many people work without receiving any remuneration or reward. Moreover, these regulations change every three years. For example, this year we’ve started with the invoice photocopies, going to the embassy, chasing after embassy personnel to get this done. We’re quite happy to follow the rules, but we just want them to be clear and not to change every three years. If they want to change the rules, fine, but bear in mind that it takes a long time to train someone so that they are capable of responding. We’re trying to hire other people so that those who work for the NGO can concentrate on other more important things”.
- “It’s necessary to have clear accountability, and as NGOs we want to do it properly, but please, establish a clear and easy method. We also need transparency. We also need to show people what we do. We’re working together, not against each other. We’re not dishonest people until proven otherwise”.
- Unfortunately, accountability and transparency where aid is concerned, however many control and monitoring mechanisms there are, are limited. A country like Tanzania cannot say how much aid it receives and who provides it, and it’s not because they don’t want to, but simply because they don’t know, and this in spite of being a traditional recipient of aid.

4.4. AID FUNDS MANAGEMENT: COORDINATION AND SUPPORT FOR THE LOCAL COMMUNITY

- The Paris Declaration has established the principle of ownership as one of the five axes of effective cooperation: “Partner countries exercise effective leadership over their development policies and strategies and coordinate development actions”. Along the same line, partner countries commit themselves to taking the lead in

coordinating aid and encouraging the participation of civil society and the private sector.

- Association is good not only between the donor and its counterpart or the international NGO and the local NGO, but also between the local NGO and the local community, i.e. the target population. To give a real example, a local NGO identified the need to execute a series of projects aimed at improving the food industry. Of the 38 factories that entered into operation, only one of them failed. And why did it fail? Because there was no local participation. This NGO did not follow a principle that had guided its praxis in the previous 37 cases: the local community's economic contribution to pay for a percentage of the project. In the single case of failure, it agreed to substitute the local community's contribution with that of an external funding body. In that particular town the project did not work simply because they neither felt involved in the project nor felt that it was necessary. The target population will only regard a project as necessary and feel that it belongs to them if it commits its own money to the project, which in turn guarantees its sustainability.
- We have discussed whether the channelling of funds is competitive or not. "I don't think there is competition in the Middle East when it comes to receiving funds. Instead there is a great need for coordination among governments, NGOs, funding agencies, international organisations".
- A very special mention is given to coordination among the various cooperation agents, and this coordination assumes that all the NGOs are in agreement at all times, or that all the cooperation agents are in agreement, which does not necessarily have to be the case, given that disagreement in politics is a very healthy thing. Therefore, this is the approach that should be taken into account, that it would not be good if all the cooperation agents were in agreement, because we would lose our sense of perspective and there would be nobody to tell us whether we are doing things well or badly, and moreover, reality tells us that it is impossible for everyone to agree. In practice, even the agents who agree on general principles disagree on how to implement those general principles. The whole business is tremendously complicated.

- Donor countries could encourage other agents to give direct aid, but whom should they encourage? What we might call NGOs with deep local roots: those with day-to-day, first-hand experience of the problems that affect the population in need, those who live and die with their attention focused on the people they help.
- The challenge facing cooperation, i.e. whether it really wants to carry on taking aid to those who need it, is to take the local community into account. Civil society has been a vehicle which, on many occasions, has worked, grown and become stronger, and it has acquired an experience which, in many cases, goes well beyond that possessed by many of the public authorities or governments of the countries where they work. All this experience should be supported, backed up, listened to and, of course, used to devise and implement public policies.
- The task that local NGOs carry out on the ground is never neutral. It is loaded with an exemplary component, and the work they do can provide an opportunity to train many other people, and this training has a great impact which also benefits the local NGO and society itself, thus giving rise to a type of win-win relationship.

4.5. TIME FRAMES AND EVALUATION CRITERIA

- It is understood that agreements last three or four years because this is usually how long terms of office last in donor countries. However, the development agency, as long-term technical advisor, should develop strategies for longer periods. It should develop strategies that last for more than three or four years. These strategies should last for eight years, and then they should be evaluated to see how they are doing and how they are being carried out, from a development perspective and not from a political perspective.
- Proposing a period of more than four years for development programmes is very reasonable, but this is for developed countries, and I don't think the Palestinian Territories is a normal country. Three or four years would be a good compromise between a short-term project, which has to be a very specific, less ambitious activity, and a four-year agreement, which is a good way of letting NGOs develop

their own strategies and discuss their programme annually with the agencies, and so that they have the capacity to be more flexible than with a shorter project. More than four years would only be realistic from an administrative point of view, from a monitoring and justification perspective.

- I just wanted to stress what is being said: in the end, administratively speaking, project agreements are still instruments that need certain time frames in order to be executed, measured and evaluated.
- Long-term changes require a change of mentality; they cannot be measured easily with indicators of how many people attended a seminar. On several occasions it has been said that it is necessary to demand results of NGOs and, at the same time, insist that these results be as quantifiable as possible. Longer-term and lasting changes are the most difficult ones to measure. Quantification is not always a useful instrument for assessing the results or the impact of cooperation actions, for the simple reason that they cannot be measured.
- Aid is, in general terms, and more specifically in the Middle East, a long-term investment. You can't expect a short-term harvest, it doesn't work like that. As with agriculture, first you have plough the earth, air it and fertilize it and tend to it patiently over a period of time. Maybe after five years it will be possible to assess the result of these actions and then distinguish between what was done well and what, perhaps, was done not so well.
- Moreover, in many cases, the stipulated periods for executing projects do not take into account the fact that working on the ground in areas such as education or strengthening equality between men and women is a long-term task that requires a constant flow of funding and work in that direction. Furthermore, in these cases the results are impossible to evaluate in the short term.
- Cooperation agencies should understand that effectiveness and efficiency are matters that need to be addressed at all levels. Just to give one example, "talking to people from the agency of a country I visited recently to make an evaluation, I realised that the NGO's

problem of spending x amount of money in x amount of time was the same problem as the one facing the agency coordinator in the same country, at another level". So you have to look at it as a pyramid of problems leading to efficiency and effectiveness, which is ultimately the biggest concern of donors and those who work in the field of cooperation.

- There are indicators for measuring the progress of the project and the degree to which the proposed objectives are gradually achieved, but the problem is that the logical frame is being bureaucratized. In other words, the indicators and the results have started to become an obligation imposed by the funding bodies for granting the funding, which has been detrimental to the quality of these indicators.
- The usual strategy of NGOs is to set themselves low indicators that are easy to fulfil, since they are accountable to the donor. Another factor that affects the quality of indicators, a better measurement of the impact of aid, is the prevailing funding model, which is fundamentally geared towards the short term. In short, here there are two different logics that deal with different time scales: project logic and development logic.
- The amount of effort wasted on administrative justification and control mechanisms reduces the efficiency and effectiveness of the work and, moreover, does not lead to an improvement in the quality of the work. Perhaps it is time to transfer the mechanisms for controlling the quality of the work in the project execution process to the result of the project. Nevertheless, current legislation forces us to operate in this way, and that's how we'll have to do it, unless a more satisfactory alternative for everyone is found.
- Let's say you want to build a house, so you hire a builder to do all the building work. Normally, the contractor wouldn't be asked to issue a bill for each and every one of the costs involved in building the house, and neither would he be asked to show the contracts of the workers he has had to hire, nor a list showing the quality of the building materials used. However, it *would* be sensible to check everything the builder has done. We would go round the whole house making sure that everything is in the right place, as agreed in the contract and in

accordance with the agreed estimate, and finally both parties would sign a bill for all the work carried out.

- Can you imagine the number of boxes containing invoices in perfect Arabic that reach the OTC in Jerusalem? They have to be read, translated and classified. This is the beneficiary's job, but sometimes we have a mountainous pile of invoices. This is a problem for us and for the beneficiaries, but we are obliged to be transparent with the taxpayer.
- An auditing firm carried out a study with a Spanish NGO that worked in Central America, and discovered that all the NGO's employees spent 70% of their time on administrative tasks alone, leaving them only 30% of their time to execute projects. They didn't have time to think about what they were doing.
- As far as the Latin Patriarchate is concerned, I'm giving an example, we would like to be self-sufficient, but what with the unstable situation, this type of self-sufficiency is achieved in the private sector, so perhaps we should consider the idea of going private, but then we would have to close more than 50% of our schools, or maintain the service, which is education, knowing that we don't receive support from the Government. But the equation doesn't work out.
- Certainly, the work the FPSC is doing and which we are verifying leads us to formulate a theory: when continuous support for an organisation is maintained over a period of 15 or 20 years, the results obtained are much more significant than the result you can measure when you evaluate the project as soon it finishes. Therefore, maintaining long-term support and being able to allow institutions or government to plan in the medium or long term is essential, even if this is done through instruments that will necessarily have to comply with certain administrative requirements.

4.6. POLITICAL ASPECTS OF AID FOR DEVELOPMENT IN THE MIDDLE EAST

- Aid for the Middle East is framed in a clearly defined political context. It forms part of the processes for peace negotiations, of the peace agreements between, for example, Israel and Egypt or Israel and

Jordan. It is also the result of the lack of peace, for example, between the Palestinian Territories and Israel. What began as the construction of institutions has become a lifebelt. In 2002 alone, billions of euros were set aside for humanitarian aid.

- Since 2002 Western influence in the Middle East has decreased considerably, due to the diminishing credibility of the United States in the Arab and Muslim world.
- Up until now the EU has been a generous *payer* and a modest *player*. In spite of the enormous sum of aid granted by the Commission and the Member States to the countries of the Middle East, Israel does not like the fact that the EU plays a political role in keeping with its economic cooperation efforts. Moreover, the countries of the Middle East want “trade not aid”.
- The United States defined Iran and Syria as “Rogue States” and put Hamas and Hezbollah on its list of terrorist organisations. How can they expect to bring peace and stability to the region without negotiating with these strategic leading players? Even Roosevelt negotiated with Stalin on the Yalta Agreements. Iran and Syria are authoritarian countries, but they have their national dignity, while Hamas and Hezbollah elect representatives and participate with ministers in their governments.
- Therefore, the objectives are political, not technical. They seek to consolidate the political situation, mitigate the crisis or prevent it, keep hope alive or support civil society as part of another politically inspired strategy aimed at constructing a type of power that contains autocratic governments, as occurs, for example, with Syria.
- Prior to the elections in Palestine in January 2006, Hamas had offered Israel a “*hudna tawīla*”, a long truce, with a view to ensuring a peaceful election process. They honoured the truce as they waited for recognition of their victory at the polls, but no such confirmation was forthcoming, and so naturally the truce was broken. This happened because Israel and the West had imposed three conditions: rejection of the armed struggle, recognition of Israel and acceptance of the agreements previously concluded with Arafat. It is a fact that Arafat’s

PNA had accepted all these conditions, but what had it received in exchange? 450,000 illegal colonists in the occupied territories and in East Jerusalem, a wall condemned by the International Criminal Court, the asphyxiation of the Palestinian economy and Sharon's provocative visit to Temple Mount. Israel has managed to divide Palestinians, but has this done anything to improve Israel's security situation?

- Everything in the Middle East is political, and we shouldn't try to separate development aid from politics.
- Each development cooperation action has political, ideological, religious and social connotations, even if it aims to be completely neutral.
- NGOs are political, and there is no reason why this should alarm us, because politics is human relationships, the way society is organised, and that is ultimately the basis of civil society.
- Like many other issues related to the Middle East, cooperation for development is facing what we might call the conspiracy theory.
- The optimist could argue that if rich nations were not seriously committed to cooperation for development, and if they were not concerned about helping countries in need, why would they devote so many resources to achieving their development goals? Surely they are investing their money in something they believe in.
- The pessimist would interpret development as a means by which developed nations spread their ideologies and political influences, as well as a way to find markets in which to sell their products. The result is that developing countries receive aid in the form of funding for development projects, and become targets for political propaganda and interference in local politics. Developed countries support one local political party and confront the rest, which exacerbates internal differences.
- When we talk about transparency and accountability we are applying contradictory policies. When it comes to funding we have to be very transparent, and, as we have already mentioned, it is a question of

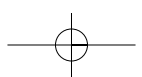
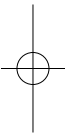
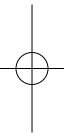
ethical rules. But the other side of the coin is that the political ambitions of donor countries in the Middle East are neither transparent nor pure.

A specific case: *Palestine, dependence or frustration?*

- On the subject of excessive funds in the Middle East, one could say that it is a lot of money for some poor results. This money has generated a lot of aid dependency. Society expects financial aid, without doing anything by itself to change the situation. We are not talking about a major catastrophe in which people need milk, food or whatever. No, we are talking about building institutions and societies
- Aid usually comes in the form of subsidies rather than loans. “After having worked in Africa for eight years, one of the things that struck me when I arrived in the Middle East was the way they work. In Africa, even if you work with the poorest of the poor, they are asked to make a local contribution to the project, however small it may be. If they believe in their idea, they have to get involved. So you find a Masai tribesman selling 10 of his goats, which represent an important part of his social status, to provide accommodation, water, basic social services. When I got to Palestine and negotiated the same basic social services with the Government or with the local NGOs, people would ask me: “Which part of the world do you come from? We don’t make local contributions, and if you ask us to, please go away because we’ve got another five NGOs who don’t ask us for these things”.
- “It has been mentioned that in Africa, where people are very poor, they always have to make some kind of contribution. In the Palestinian Territories we have more possibilities of contributing to aid for development, and yet we lack that aspect of sharing, and contributing, that personal motivation. Excessive funding is killing our motivation to get the local community to contribute. So this is a negative aspect, because having all those funds, all that money, doesn’t benefit us”.
- “I don’t think all NGOs have the same experiences. In fact, I don’t agree that there is too much funding. There is an abundance of resources that are sent with a political intention to certain

development sectors in the Palestinian Territories. I would agree with that. There are many resources of this type, but that can't be extrapolated to the Palestinian population as a whole. There's no *per capita* benefit".

- As regards the dependency stereotype, "I don't think Palestinians are that dependent, or that they take this type of dependency for granted. We're dealing with a disfigured infrastructure. We have to recognise that what is happening in Palestine is a unique experience. There is a lack of adaptation within the Palestinian territory. And this is all a result of the conflict".
- There is a lot of frustration in the Palestinian Territories, "if you don't live there you can't imagine or gauge the frustration we have to go through every day, due to not even being able to visit our projects in Gaza for six months. We have to trust people, help them to improve their skills in order to be able to work through them".
- A political solution is needed, instead of continuing to put up with the Israeli-Palestinian conflict. "Believe me, the Palestinians are not happy about being the beneficiaries, the one who receive. We're tired of receiving aid, emergency aid. It's not a question of punishing ourselves by constantly saying that we can't get ahead without aid, I just mean that circumstances are against us".



V. CHARACTERISTICS OF THE REGION AND CHALLENGES

5.1. DEVELOPMENT SITUATION IN THE MIDDLE EAST

- The Middle East is a region with:
 - Approximately 300 million inhabitants, but with a GDP equivalent to Spain's (45 million inhabitants), which makes it a poor region.
 - High illiteracy rates: about 65 million people throughout the region are illiterate.
 - Low democratic indices.
 - Autocratic governments that would rather stay in power than promote and develop their population.

- The Middle East faces major challenges:
 - *Promotion of civil rights* is crucial for strengthening a peaceful Middle East and giving its citizens opportunities to escape from the poverty situations they are facing and, at the same time, not to live under the constant threat of their neighbours or even their own compatriots.
 - To this end it is essential to work with institutions and support programmes that promote *equal rights for all citizens*, which of course primarily involves *improving the situation of women, but also combating the discrimination which minorities may suffer*.
 - Respect for and promotion of freedom of conscience is a priority concern of cooperation. Development is impossible, or at least considerably more difficult, when people are persecuted or marginalised for having, or even for not having, certain ideas or beliefs.
 - All this is in turn very closely linked to *freedom of expression*. A feature common to all societies that have been capable of prospering is that their members have been free, or are free, to adopt and maintain certain ideas and to be able to express them in public, without fear of their integrity being threatened as a result.
 - Everything that has been stated above is based on a task which cooperation is making a concerted effort to carry out: *the institutional strengthening of States*.

- Ultimately, the rule of law is the guarantee of equality before the law; it is transparency, political freedom, economic freedom, the fulfilment of agreements, and all of this is what enables a country or a society to progress.
- This is how a country lays the foundations for investment -even if it comes from abroad- to be generated by the system or by people themselves, without fear of being arbitrarily dispossessed, or victims of corruption, or victims of abuse.

5.2. COOPERATION FOR DEVELOPMENT OR HUMANITARIAN AID?

- The question being asked in the Middle East is: where does humanitarian aid end and where does cooperation for development begin? This is a region in which the difference between humanitarian aid and cooperation for development is very subtle, and where unforeseen circumstances are the order of the day, where one thing can turn into its opposite in a matter of hours.
- In some places it is impossible to distinguish between the two, the Palestinian Territories today being a case in point: what is development aid in Gaza, or what is emergency aid?
- In Gaza it is impossible to distinguish between humanitarian aid and development aid, because the situation in Gaza right now is a continuous emergency.

5.3. CONFLICTS, INSTABILITY AND REFUGEES

- Within the Palestinian Territories, we already know what the political and economic situation is: there is an occupation, and therefore this will continue to be the main challenge in the coming years.
- We are talking about a region of conflicts, and when we take a look at the amount of aid in the Middle East we see that it is one of the highest in the world. Excluding Iraq and Palestine, Israel is the country that receives the most aid *per capita*, from the United States, obviously, but it is still aid. Jordan, Lebanon and Egypt, too. The European Union has spent over one billion euros on Egypt alone over the last 10 years.

- A region in which something is built one year and destroyed the next, then rebuilt and then destroyed again, then rebuilt once more, etc.
- We are talking about a great deal of instability, and “we can’t say that the Israelis are not going to come and confiscate our project tomorrow. We would like to engage in a dialogue with them, but it would seem that this dialogue is not possible at civil society level on an everyday basis”.
- A representative of a Palestinian organisation: “When I was born there was a war on, so the word ‘peace’ means nothing to the majority of people in this area. In other words, you have to come to Europe, or live in Europe, to know what peace is. But someone who lives in the region and has never been anywhere else doesn’t know what it is, because they’ve spent their whole life in a context of conflict, war and violence.
- The obstacles to free movement suffered by a large proportion of the Palestinian population on a daily basis considerably undermine the capacity of Palestinian NGOs to implement their projects and coordinate their work.
- As regards the peace-building objective, when you come from a culture of stability, peace is something vivid. We come from a culture of conflict. Peace does not exist in our terminology. Therefore, social acceptance of the fact that we need to build a space for peace takes a long time. Most of the projects that have to do with peace-building are activities that have to be quantified and specific projects are implemented, such as summer camps and short exchange activities, but nothing is being done to bring about the change of mentality that is required. On the other hand, in schools there is another way of dealing with this matter, because they are institutions that have continuity over time, unlike the summer camps, and they need to be evaluated in a different way, first and foremost from a long-term perspective.
- The situation of Palestinian refugees in Lebanon, owing to the conflict with Israel, has consequences on the ground. They have been kept as refugees for 60 years, which in emotional terms represents an

accumulation of trauma which cannot be explained by policies. It's a permanent situation of there being no solution. It is said that the United Nations is doing what it should do, but that's what it has been doing for 60 years, and this creates another type of dependency culture, caused by the implications of the conflict on the population.

5.4. CIMIC (CIVIL-MILITARY COOPERATION MISSIONS)

- It is important to bear in mind the impact of armed conflicts in the region. In this respect, the army carries out CIMICs (Civil-Military Cooperation Missions) as part of its peacekeeping operations. The purpose of these operations is to create an environment that helps a foreign army settle in the country, thereby minimising the risk of rejection and even possible attacks against the troops.
- Within the CIMIC there are work groups called PRTs (Provisional Reconstruction Teams). Due to the nature of the activities which the CIMIC carries out in the country -reconstruction, supplying provisions, literacy campaigns, etc., they may be confused with NGOs, which could jeopardize implementation on the ground and the credibility of the latter, especially in regions where these PKOs (Peace Keeping Operations) are seen as an attempt by foreign powers to extend their dominions, and which respond by using violence to expel them from their territory.
- If NGOs and peace keeping forces are identified as a single group, they could both become targets, hence many NGOs are worried and do not want to be identified with CIMIC troops. Both NGOs and CIMICs work on the same ground and perform similar tasks, but they are not the same. It would be advisable for them to coordinate and cooperate with each other, while at the same remaining separate, because they are not one and the same organisation and they do not pursue the same ends.

5.5. GOVERNANCE, POVERTY AND FUNDAMENTALISM

- A report on human development in the Arab world was published in 2003. The indices seemed alarming and could have led the reader to conclude that this was a sickly region. There were always differences

between the way in which Americans and European wanted to change the region. In the end, it was agreed that there would have to be a change in the forms of government in the region. Local governments have ended up adapting to these programmes and have managed to use them to their own advantage by creating quasi-governmental organisations aimed at capturing funds and managing them for their own benefit, which is called a higher form of authoritarianism.

- Aid in the Middle East is the aid stereotype. Irrespective of all this, we are analysing an area which, for various reasons, is receiving enormous amounts of aid, but under very atypical conditions. The criteria applied seem to be different to those of Africa, South-East Asia or other regions, because in the Middle East we are talking, in general, about middle-income countries. There are differences, but where are the world's poor? They are in Chad, Nigeria, Somalia... and yet these countries are not at the top of the ranking of beneficiary nations.
- Perhaps we are confusing the eradication of poverty with development.
- Another very important matter, and one which particularly concerns Palestine, although other countries in the region could also be included here, albeit with certain qualifications, is that cycles are very short, whether they be growth cycles or recession cycles. These short cycles may only last for about six months, which does not allow the community, or the community's organisations, or the NGOs, to really work.
- Another challenge is weak governance. Bureaucracy in the Palestinian Territories is a problem in terms of political functionalism. Demand for basic services as a result of the situation of the national economy is increasing. Money and funding is arriving in large quantities, but services are still very poor.
- Obviously, there are also unsolvable dilemmas, or what we might call perplexing riddles, such as what came first, the chicken or the egg? Nevertheless, these dilemmas can show us how aid is being implemented in the region. Thus, for example, the argument about whether the cause of the problems is the Government or poverty, i.e. whether it is bad governance that causes poverty, whether we have to alleviate poverty, or whether we have to eradicate corruption first; or

in other words, whether or not a government should be left to its own devices in order to be more efficient and thereby start to create wealth, or whether poverty should be alleviated first, because if we do not alleviate poverty, people are never going to think about these higher principles. And if we managed to mitigate poverty in a situation of bad governance, would we not be prolonging the problem, i.e. would it not be like administering a local anaesthetic to make everything else more bearable?

- Lebanon's Government is more or less useless, yet on the other hand the country has an extensive and well-developed civil society, as well as all types of NGOs: from associations with a solid and committed social base to those founded by ministers' wives, presidents, prime ministers, etc. But this is no reason to consider them ineffective; in many cases their achievements are plausible, but it is important to bear in mind that their objectives, or their agendas, are different, and development or assistance are, in the majority of cases, means for achieving them, and not ends in themselves. In any case, the problem we must tackle is that of the prejudices among them.
- The population relies on the leadership of clan leaders (almost feudal) or political leaders. The Lebanese perceive social diversity as a permanent threat, and what's worse is they're right: everyone is an enemy of everyone else.
- There are NGOs in Lebanon that are doing most of the work of the ministries of social affairs, and what's more, they are doing it for a quarter of the cost that the government would incur if it performed these tasks itself. Perhaps this development model could serve as a joint work praxis between the private and public sectors. There is a largely inefficient government with a vague concept of governance, but if this government subcontracts the services it cannot provide to NGOs that are capable of providing these services more effectively and at a lower cost, perhaps this could be a way of solving the problem of weak governance.
- The strength and influence of fundamentalism is associated with the weakness of the State. A deteriorated State does not meet the needs of the people, and neither does international cooperation, which

should support it or replace it. The vacuum left by both is immediately filled by religious fundamentalism, which has a political component.

- Neither should it be forgotten that the 2005 Paris Declaration came after a series of policies aimed at strengthening the role of civil society and supporting the private sector. These policies have not taken into account that on the other side of the scales -indirectly- they have been weakening the public sector and the State. In this respect, it is not surprising to discover that, according to the Spanish August/September issue of “Foreign Policy” magazine, there are 60 failed States in the world. If we think about Somalia and even Iraq, in both cases the power of the tribal system has been underestimated, not to mention the failure to consider the fact that the dictator, the single party (e.g. the Ba’ath Party in Iraq) and the State were one and the same thing, and that overthrowing the dictator, the party leadership, simply gave rise to what was left behind: the logic of religious or clan-based sectarianism. In the same way, cooperation policies, which as policies have a practical purpose and are designed to transform reality, are bringing about changes, sometimes unintentionally, in the place where they are being implemented.
- The problem is how to apply the principle of ownership to the Middle East, a region of very weak governments where civil society is often stronger than its governments, and more effective in devising and implementing public policies. Therefore, the question is whether civil society and local NGOs, who are working well and supplying the social services that the government cannot provide, should strengthen the government and the public authorities in order to enable the government to gradually assume these responsibilities, or whether, on the contrary, the governments should delegate these services to the local NGOs and civil society, given that they are instruments that function properly. This is the debate.
- We therefore face the following dilemma: if we give too much support to civil society and the private sector, we might contribute to the weakening of governments and ultimately push some of these countries, affected by weak governance from the outset, into the “failed State” category. It is therefore a question of balancing the scales: on one side we have civil society and on the other we have the

State, and the aim is to work out how both can cooperate and interact with each other, so that strengthening is reciprocal and the forces gradually balance out naturally.

5.6. THE ROLE OF LOCAL NGOS AND THE CHALLENGES THEY FACE

- Do NGOs form part of civil society, or part of high society? We will often encounter the left-wing *intelligentsia* of both sides (Western and local), those who know each other, get together, speak the same language, and who have been to the same schools and negotiate with each other. But do they represent ordinary people?
- It has been said that sometimes it is not real society but high society that does development work. The fact of the matter is that this society is the best-qualified, because it has had the opportunity to travel and see other models. These people want to bring home what they have seen, and they want to share it, because they believe in the dream of a progressive society.
- Sometimes it is very difficult to work with Europeans. These people need to put those ideas into practice and high society people are the ones who can do it. When you speak to a European you have to apologise and say, excuse me, but I've had access to education, or I've got a foreign degree, or I'm not helpless. Sometimes, the people who work in development, who come from Europe, go to these places and ask a local to take care of cooperation, but do you know what is needed to write the reports? An MBA, a Master's Degree in Business Administration. Try looking at them without prejudices.
- I know cases of NGOs which stem directly from civil society, from the local population, and which have managed to change laws in their governments. One such example is Arcenciél, with a project funded by the AECID through the FPSC, which is something all NGOs should aspire to, and of course, it's politics, because politics is the art of changing reality around us, and NGOs engage in politics to change what is wrong in our societies.
- We have discussed matters relating to corruption in governments, ineffectiveness and inefficiency. When international cooperation

starts working, it finds that the best channel for getting development aid through to the neediest populations is civil society, because it is closer to the problems than anyone else and considered to be more honest and more effective. Therefore, significant economic efforts are made over the course of many years to strengthen civil society.

- Many local NGOs are run by highly dedicated people who really believe in what they are doing, also trying to achieve peace, and they have innovative ideas which they try to implement through projects that nobody else would do, neither the local authorities nor the governments.
- Local NGOs are also ahead of the government and other international organisations in their assistance and emergency work. Let us consider, for example, what could have happened in Lebanon after the last war in 2006 if the NGOs had not mobilized, since it was the NGOs that took charge of coordination and gave assistance to one million displaced persons, and if we had had to wait for the United Nations agenda to be ready, the catastrophe would have been much worse.
- Local NGOs are undoubtedly guided by the donors, but the question is how to balance the real needs and what the donors require of them. Furthermore, civil society in this part of the world is not very participative. In fact, it could be argued that the culture of giving does not exist in the Middle East. Instead, people go to NGOs to see what they can get out of them and not to ask how they could help them.
- The precariousness of services is due to the negative impact of aid. Local NGOs have become an extension of the donors. They think of themselves as an extension of international donors, and this makes it difficult for local NGOs to provide the services they have to give to the local population.
- Here are some possible solutions for local NGOs:
 - Local NGOs should start trying to change the culture in their community and try to persuade people to help and support them.

- Local NGOs should diversify not only their activities, but also their partners. The more partners local NGOs have, the better equipped they will be to survive, because if a partner disappears or changes its priorities, or its programmes, these NGO will carry on.
- Local NGOs should also carry out a local study of their principal revenues and their main source of income, thus allowing them to maintain their essential local personnel and their presence on the ground, and, at the same time, to keep their options open and assess what type of projects they can undertake and which projects should be carried out on an exceptional basis, due to the personnel costs, level of dedication, work or funding involved, so as not to jeopardize the survival of the local NGO itself.
- Not all local NGOs are run by donors. Some local NGOs say to their donors: *“This is what we want you to finance. We’ll do it whether you fund us or not, because this is our strategy”*. So there is a possibility of not being so subject to donor countries, and some Lebanese organisations are not subject to the will of the donors. And if all Lebanese organisations were like that, governments and donor countries would be more subject to local NGOs.
- It is crucial that the local organisations, and the organisations of the donor countries, do not lose sight of the people they work for, because otherwise they will get lost at the halfway point, and it is true that in the end there is more concern about getting the subsidy than about how to use it. And the results should be measured according to the degree of improvement, development and welfare of the target population achieved through the work of these local organisations.
- Furthermore, local NGOs should play -as some already do- an essential role when it comes to lobbying, supporting the defence of human rights and promoting important social changes, which sometimes entail changes in the decisions of their local government and even in the priorities established by donor countries.
- Local NGOs are the appropriate institutions that know what the local population’s needs are, know how to satisfy these needs, know the values, the culture, etc., because they belong to that culture and their

Spanish partners also have representatives on the ground, and they know what is happening in each country.

- “I’m sure that local NGOs can always do better. We could be more critical of our work, and we have to be brave enough to say: we’ve been doing this for a long time, what have we achieved? I think it’s a question of combining both schools, and we shouldn’t underestimate the value of the work that has been done, for example, with the FPSC. As far as I know, we’ve been working together for 12 years. I’ve seen very good things that worked out well, important progress has been made. Health and education projects have been implemented with very good results, but we’ve also had some failures. We have to take stock by considering all the results”.
- Some proposals for improving local NGOs in the Palestinian Territories:
 - Local NGOs should seek to reinforce the role of civil society.
 - Increase efficiency and effectiveness when providing services, finding the way to complete them with the help of other service providers.
 - Closer cooperation among local NGOs could help them satisfy local needs much more successfully.
 - Devise a clear strategy guided by the real needs of the community.
 - Improve their governance and their practices, their good practices.
 - Improve their institutional capacity and simultaneously find synergies and ways of working in cooperation with the local authority.
 - Create a network of local NGOs to prevent duplication of the services provided and to avoid competitiveness. This network would allow them to:
 - Establish priorities collectively and by consensus.
 - Pass from the logic of competition to the logic of cooperation among the different local agents, thereby creating synergies capable of pushing development in a single direction, which would make the work much more effective.
- About the Government. The Latin Patriarchate has practical experience. The Latin Patriarchate has been working in education for

150 years, before a national Government was established, before the UNRWA was established, before the Palestinian authorities covered educational needs on a national scale. In spite of working with a group of 20,000 children and more than 2,000 teachers, it is still not recognised as an educational institution, and it is referred to as an “NGO” or a “charity institution”. The work is not done by a charity institution, but by an organisation, an entity which has accumulated experience over so many years that it is qualified to develop education policies. Therefore, if the Government does not recognise this accumulated experience, and if, at the same time, the NGO does not have the necessary channels to work with the Government, it is not recognised as a service entity.

5.7. CHALLENGES FACING INTERNATIONAL NGOS

- One of the tasks of international NGOs is to increase the power of local NGOs, those which are fed by the civil society we seek to help. Therefore, it is logical that some of the resources are allocated to institutional support for local NGOs, which work directly with civil society.
- International NGOs are obliged to convince donors that the money which is going to be used does not necessarily have to follow the priorities of their donors. Perhaps there are funds that international NGOs will have to reject because neither they nor the donors establish the priorities. The priorities must be established by the people who are going to be helped, and who know what their problems are.
- The task of international NGOs with regard to their local counterparts is, firstly, to support them, but with what resources? With those they can find among their public donors. Secondly, it is important to know the priorities of the public donors of these international NGOs and ensure that they tie in with priorities of their local partners.
- It is important to bear in mind that, whether we are providing emergency aid or development aid, we are not the protagonists of anything. The protagonists are the people we are trying to help. They are the ones who know their needs better than we can know them ourselves. They are the ones who know how these needs can be

satisfied; it's just that they don't have the resources to do so. And they are ones who have to identify the projects they want to work with us on. Only by realising that they are the real protagonists of their own needs will be able to actually provide worthwhile aid.

- The force that drives, or should drive, the different agents to work in the field of cooperation for development is the Middle East is simple: it is the idea of universal justice, together with the dignity of human beings, both expressed clearly in the Universal Declaration of Human Rights.
- The FPSC is committed to stable collaboration, in the form of partnership, between the civil societies of donor countries and aid recipient countries, in order to ensure strong development agents and permit the implementation of successful work practices which can serve as a model and, through this work, contribute to the design of public policies devised by governments (*Ownership: Paris Declaration on Aid Effectiveness*).
- The FPSC believes in the transformative power of a well-prepared civil society with the technical and financial support that allows it to carry out initiatives to improve the quality of life of that society. It also believes in the enormous positive effects that are achieved when these successful initiatives are incorporated into public policies (*Alignment: Paris Declaration on Aid Effectiveness*).
- This requires:
 - Stable sources of funding for economic support in the medium and long term (*Harmonisation: Paris Declaration on Aid Effectiveness*).
 - Lasting stability and trust in partnership relations between the civil society organisations of both countries.
 - Committing to the institutional strengthening of these organisations in the medium-long term as an inescapable requirement for carrying out successful policies.
 - Working directly with the Governments of both countries in order to be able to cooperate, as part of an alignment policy, with public policies, jointly evaluating the results (*Mutual Accountability: Paris Declaration on Aid Effectiveness*).

- “I sometimes wonder whether we, as Western external agents, really understand the situation on the ground, and whether we are working with the right organisations. Perhaps it’s the typical Middle East phenomenon of not understanding one another because we don’t speak the same language, and we’re in a comfortable situation because we’re the ones with the money. But is this the most suitable approach?”
- The NGOs that work in the Middle East encounter the same coordination problems that exist in any other part of world, but they do not always see the point in taking the initiative, adopting the perspective of the donors/agencies or carrying out a more programmed activity. Everyone complains about this, but forging some kind of relationship with the donor, based on a real negotiation, with long-strategies, is a necessity nowadays.

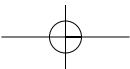
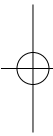
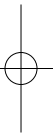
VI. UNDESIRED AND NEGATIVE EFFECTS OF COOPERATION WITH THE MIDDLE EAST

- The aid industry is very ambitious in pursuing its objectives, in the sense that it firmly believes in the possibility of moulding the world in our image. This concept was based on a kind of *anti-Communist manifesto*.
- Historically, aid resumed after the Second World War as an alternative to the Communist manifesto, which also firmly believed in this idea of imposing a *modus operandi* on the society of any given country. In a way, international aid has done the same. If we think about it, this is precisely what former US President George Bush did towards the end of his term of office. To some extent, he based himself on the idea that societies can be moulded on the basis of external interventions.
- The way in which funding bodies establish their priorities, and the workings of the competition mechanism through which NGOs skilfully prepare their proposals to obtain that funding, end up dividing local NGOs and separating them from the local community.
- Local NGOs become a kind of funding body contractor hired to carry out certain activities, and once the project has been executed, the subsequent report states that everything is OK and that the proposed objectives have been accomplished. But which objectives? Those of the donors or those which respond to the real needs on the ground? This disparity between the day-to-day work of the NGOs and the real needs on the ground creates a wide gap that is difficult to close.
- “Let me talk to you about our institutions in general, about the NGOs which are starting to search for whoever is going to hand over the most money, but which do not stop to ask themselves how much they are contributing to development and which do not motivate the community. For example, an institution hires four, five or six people: an accountant, someone who draws up the project, someone else for this, that and the other... And in the end, the project is completed with some excellent results, but only on paper”.
- There is also competition between NGOs to see who hands the money over first and who gives it to the most accredited NGO. When this

competition arises between them, the strict conditions initially imposed on local NGOs start to become more lenient and the conditions become easier and easier and the work less demanding, and therefore the result has a pernicious impact on the ground.

- The undesired effects of cooperation, which have come to be called unintended consequences, could be illustrated by what we would call the “boy scout syndrome”: the boy who has to do the good everyday deed, so he helps the old lady cross the road, even though the old lady didn’t want to cross the road. This means that when we are going to do something, because of the law of the uniformity of objectives, the reality unfortunately is different, for example, the local inflation in Kabul, which was induced by the large number of foreigners who spent a lot of money, while local salaries remained frozen.
- The boy scout goes away because he’s done his good deed, but the poor old lady is on the other side of the road on her own, when she didn’t even want to cross in the first place. This is a problem in many European countries, and the reason is the initial impulse of the boy scout, who feels he is obliged to help the old lady without asking her beforehand what it is she needs or whether she wants to cross the road.
- This is an area which approaches the intangible, the invisible aspects of the interaction between donors and local agents. And all the agents involved in the development chain approach the situation on the ground with very different syndromes, each one corresponding to their respective cultures: European, American, Lebanese, Palestinian, etc. And these syndromes affect the way in which they perceive the same reality on the ground. Thus, for example, a European who perceives the influence that religion exerts on politics will think that the solution is to introduce laicism in the Middle East, perhaps without stopping to consider that religion is an element that shapes individual identities and even the identity of the culture itself, characteristic of certain societies that are still structured according to their belonging to a particular religious community or faith.
- A large part of the budget is often used to purchase equipment and machinery brought from the donor country, when such items could have been bought in the country’s local market for a much lower price.

- The money that is allocated to these beneficiary countries is often spent on projects which do not necessarily represent the real needs of the people who receive the aid.
- The funding provided by donor countries also attracts the worst type of individuals, and there are NGOs in donor countries for which good governance, transparency and democracy are issues that are discussed but not put into practice. They are known for operating in the beneficiary country after a natural catastrophe, a conflict, etc. immediately deploying resources, hiring personnel with exorbitant salaries, staying in luxury hotels, etc. They consider themselves experts in history, geography, environment, politics and local affairs, and they show no respect for local traditions. They are not interested in people's real needs or in finding out whether there are local NGOs capable of meeting these needs. These NGOs, which would not withstand the scrutiny of a serious audit, due to their bad practices, nevertheless continue to receive funding, thanks to their ability to draw up the proposals that the donors want to receive, their network of contacts and influences, and their media skills.
- So the problem is that if you have to give money to a country with no Government, you have to be careful about one thing: you must not give money to the warlords, because you will have a war on your hands. Sometimes there are warlords, and in that case you have to collaborate in this way, but in general, the money should not be given in cash. The money should not be allocated in that way to something that is not directly related to an emergency, or to human rights.
- "Recently I've been working in Afghanistan and I've realised there are two different mistakes that show why we are losing and not winning. When I worked out how much Western countries had spent on Afghanistan, I realised that we had financed the war with 100 billion dollars. We had spent 10 billion on peace. In other words, the percentage of money allocated to the Afghans has been 4%".



VII. RECOMMENDATIONS

- Working to ensure that countries have confidence in people's capacities, but also to create a climate in which people can learn to trust their country's institutions.
- Cooperation for development must promote the changes and structural improvement that developing countries need, and not only the execution of projects that address specific problems or shortcomings.
- Establishing a model that demands business performance, where results are what count and where there are penalties, which is extremely important. Results-oriented management is absolutely fundamental, and has been included in the Paris Declaration as one of its axes.
- Genuine cooperation must be carried out "inside-outwards", i.e. it is the developing country that should determine the guidelines, the needs and the work instruments.
- Responsibility for development falls on three crucial agents: governments, civil society and NGOs, and the private sector. It is necessary to establish a profound dialogue among these agents to clearly define the responsibilities of each one, and to prevent competition and the duplication of work.
- A joint effort is necessary to strengthen local NGOs, and the latter must also make an effort to strengthen civil society. There is a common mentality among the local population according to which local NGOs, those that are there to give, are seen as service providers, and these local NGOs also regard international NGOs as providers in turn. This spiral is very pernicious because it makes people and entire countries aid-dependent, and instead of strengthening and empowering them it weakens them, rendering them incapable of managing on their own.
- Given the danger of creating dependent people, communities, and even nations, a danger that we usually find among the undesired -or

negative-effects of cooperation, it is necessary not only to help, but also to know how to help. Those that help are establishing -whether they are aware of it or not- the attitudes, values and the way in which people are helped and provided with services, and therefore it is extremely important to show local NGOs how to help and to give them the support they need.

- Given that in many countries of the Middle East there are fictitious NGOs, which are just a showcase for ensuring their democracy indices when they have to submit themselves to some kind of study or evaluation, it is recommended that donors take great care in choosing which counterpart they are going to work with and who they are going to give their money to, so that the aid is used to provide the maximum benefit for those whom it is meant to help.
- It is necessary to define how the service is to be provided to the population, not just generating paper, reports, schedules, tables and activities. And ultimately it is the funding entity that controls all this. Local communities should be more active, more responsible, and the funding entity should know how to help the local population take on this role.
- Encouraging donor countries to ensure that the money they want to allocate to aid for development cooperation goes directly to the institutions they help, and not to the government or via the government to the abovementioned institutions, as this mediation causes part of the aid to be lost. Perhaps it will be necessary to use the *modus operandi* of emergency aid for development in those cases where civil society gives its contributions directly to the NGOs.

VIII. MATTERS TO THINK ABOUT

- In the light of what has been said so far, it is worth asking: what direction are we heading in and how can we change the situation to help the countries of the South achieve their goals and satisfy their real needs, rather than maintain their dependence on the aid of wealthy countries?
- Why do we allocate millions of dollars to development every year and end up with the same problems, in the same countries, and with the same people? We are making slight improvements, which are very important, but there is still money that is not being spent in a more efficient manner.
- How can we improve efficiency with each euro allocated to development?
- The permanent situation of occupation suffered by the Palestinian people and the influence of terms such as occupation, freedom, conflict, resistance etc., on the collective imagination makes these NGOs present themselves, almost involuntarily, as leaders of democracy and change, or the great defenders of women's rights, to name just two cases. This could put them in a political situation and, therefore, confront them with different models or political ideas, and make them appear to the population as institutions that seek to implement a political programme, instead of helping the population, which would reduce their credibility within the local communities.
- Western NGOs should overcome the ethnocentric vision that leads them to think that civil society can be strengthened from above and from outside, by an external agent, without taking into account the grass-roots movements that support and influence that society.
- Is a public authority more advanced, transparent and effective the more administrative regulation requirements and control mechanisms it imposes on the activities it subsidises? Is there a direct relationship between progress in administrative order and the degree of bureaucratization reflected by the quantity of control mechanisms?

- Given that local NGOs in the Middle East are gradually tackling the diversification of management operations, as well as the diversity of sectors in which they are beginning to work, they also need to improve staff training, management skills, etc. How could their institutional capacity be implemented?
- It is an indisputable fact that the majority of local NGOs are guided by the donor. They might have their own strategy and know what the real priorities on the ground are, but how can they evade the donor's priorities without dispensing with their funding? And if they do not count on the donor's funding, how are they going to carry on implementing development projects? Is it not Utopian to try to demand that local NGOs have more autonomy in relation to the donor and play a more active and independent role in the development process?
- Should civil society and the local NGOs which are working well and supplying the social services that the government cannot provide strengthen the government and public authorities so that the government can gradually assume these responsibilities? Or, on the contrary, should the governments delegate the supply of these services to the local NGOs and civil society, since they are an instrument that works well?

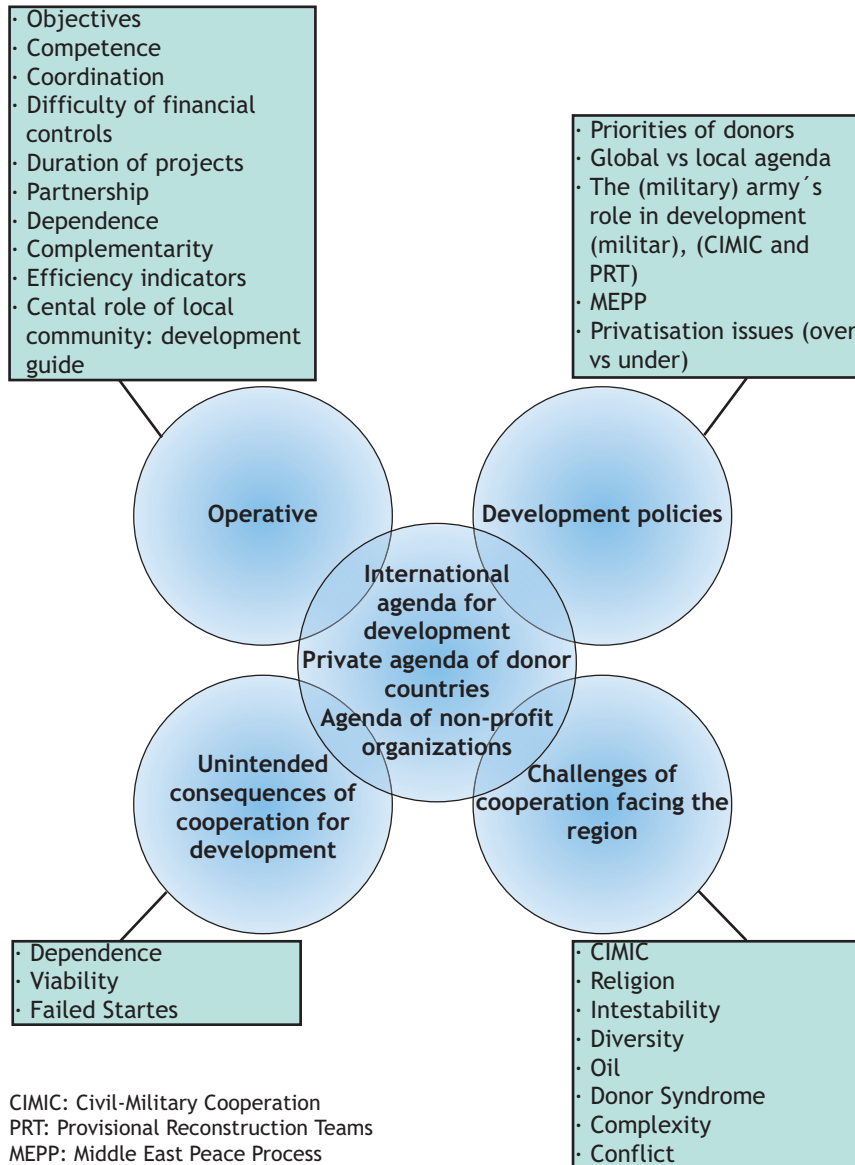
IX. CONCLUSIONS

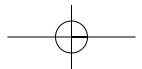
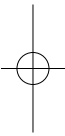
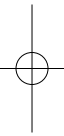
- The following were recurring ideas during the seminar:
 - The central role of politics in the Middle East as an all-pervading factor that cannot be ignored.
 - The leading role of aid recipients in cooperation, a role which at present they are not playing.
 - The importance of regarding local NGOs as partners for development.
 - La necesidad de invertir en la *capacity building* de las ONG locales y de la comunidad local.
 - The importance of working towards objectives, seeking effectiveness and efficiency, but also bearing in mind that this imposes a rigidity on cooperation work that could provoke the opposite of the desired effect. This matter is related to the administrative procedures required by donors, determining factors dictated by the very origin of the aid and by the accountability incumbent upon the donor countries.
- Coordination among donors was highlighted as a very important objective: civil society and governments are complementary agents in the development process, and so there is no reason why each should work in isolation. Indeed, it is important that they achieve this complementarity, even though it is not always easy to do so.
- Cooperation policies, which have a practical purpose of improving social reality, can sometimes unintentionally have a negative impact on the place where they are carried out.
- In the chain of development, from the donor to the target population, there is also a chain of priorities in which the links are not always joined together properly. This is a reality that needs to be addressed, and the challenge is to find the way to make the needs on the ground coincide with this chain of priorities. The way to achieve this harmony lies in the art of negotiation, which depends on the local NGO knowing the extent to which it can compromise its priorities without distorting the reality on the ground, i.e. meeting the needs of the local population.

- Strategic vision is becoming crucial for all cooperation agents: a profound and long-term view that encompasses, in an orderly manner, the different priorities, the real needs of the beneficiary population, and the execution process as the concrete manifestation of the previously designed courses of action.
- Excessive support for civil society and the private sector can contribute to the weakening of governments and, ultimately, in the case of some of these countries which already suffer from weak governance, to “failed State” status, depriving the State of what should be its inherent powers. It is therefore necessary to balance the scales: civil society on one side, and the State on the other. It is a matter of working out how both can cooperate and interact with each other, so that strengthening is reciprocal and the forces gradually balance out naturally.
- The vacuum created by the pressing needs of the population and the inability of States to meet these needs is often filled by radical groups which, by using their share of political power, build up extensive networks devoted to providing social services and attending to the population. In the Middle East, the possibility of these extremist political parties, which use violence to achieve their goals, seizing power is an additional risk.
- Cooperation does achieve positive results, in spite of the difficulties encountered along the way and the continued intermingling of practices that need to be improved. The problem arises when we fail to distinguish between good and bad practices, and saying that everything works really well is just as erroneous as saying that everything works really badly, or that local organisations are guided by economic or political interests, or that the organisations of donor countries are only guided by the hand of the donor. Most of them work in a genuinely honest and ethical manner to contribute to the progress and development of the people who inhabit this region of the world where development has become another word for peace.

X. APPENDIX I:

Guidelines for cooperation in the Middle East





XI. APPENDIX II:

Schedule of the international seminar "Cooperation for Development and Non-Governmental Organisations. Working in the Middle East, region of conflicts"

Tuesday 25th November 2008**4.00 - 4.15 p.m. Welcome greetings to all the agents involved in international cooperation for development in the Middle East**

His Excellency Mr. Javier Fernández-Lasquetty. Minister of Immigration and Cooperation of the Regional Government of Madrid.

His Excellency Mr. Giuseppe Cassini. Italian Ambassador and former Political Adviser to the Italian Forces in UNIFIL.

Mr. Nadim Shehadi. Associate Fellow, Middle East Programme, Chatham House (UK) and Member of the Advisory Committee of the CEMOFPC.

Ms. Pilar Lara. President of the FPSC.

4.15 p.m. Opening lecture

Mr. Nadim Shehadi. Associate Fellow, Middle East Programme, Chatham House (UK) and Member of the Advisory Committee of the CEMOFPC.

Session 1: Cooperation strategy of NGOs, States and supranational and international organisations in the Middle East**4.45 - 5.15 p.m. Presentation**

Mr. Percival Manglano. Director General of Cooperation for Development in the Regional Government of Madrid's Department of Immigration and Cooperation.

His Excellency Mr. Giuseppe Cassini. Italian Ambassador and former Political Adviser to the Italian Forces in UNIFIL.

Mr. Mark J. Singleton. Former Coordinator of International Organisations for the Netherlands Government and Humanitarian Aid Coordinator in Palestine.

Mr. Ghassan Sayyah. Director of the YMCA (Lebanon).

Ms. Isabel Casado López. Middle East Technical Adviser at the Department of Cooperation for Africa, Asia and Eastern Europe of the Spanish Agency for International Development Cooperation (AECID).

5.15 - 7.00 p.m. The experts present in the conference hall participate in the debate

9.00 p.m. Dinner - discussion

Ms. Jumana Trad. Director of the Tribune and Seminars department of Casa Árabe-IEAM and member of the Executive Committee of the CEMOFPSC.

Wednesday 16th November 2008

Session 2: ONG, micro-problems and solutions, synergies and coordination in the conflict areas of the Middle East

9.00 - 9.30 a.m. Presentation

Mr. Rida Maamari. Director of Pro-Dev (Lebanon).

Prof. Dr. Rizek Sleibi. Dean of the Faculty of Education at Bethlehem University.

Mr. Javier Gila. President of Asociación Aida (Ayuda, Intercambio y Desarrollo).

Mr. Juan Kindelán. Director General of the FPSC.

9.30 a.m. - 1.30 p.m. The experts present in the conference hall participate in the debate

Moderators:

Ms. Macarena Cotelo. President of the Euro-Arab Network of NGOs for Development and Integration (READI) and FPSC Project Director.

Ms. Jumana Trad. Director of the Tribune and Seminars department of Casa Árabe-IEAM and member of the Executive Committee of the CEMOFPSC.

1.30 p.m. Reading of conclusions

2.00 p.m. Cocktail

XII. APPENDIX III:

List of participants in the CEMOFPSC

1. His Excellency Mr. Javier Fernández-Lasquetty. Minister of Immigration and Cooperation of the Regional Government of Madrid.
2. Ms. Pilar Lara. President of the FPSC.
3. His Excellency Mr. Giuseppe Cassini. Italian Ambassador and former Political Adviser to the Italian Forces in UNIFIL.
4. His Excellency Mr. D. Emilio Cassinello. Spanish Ambassador and Director General of the Centro Internacional de Toledo para la Paz (CITpax).
5. Mr. Nadim Shehadi. Associate Fellow, Chatham House (UK) and Member of the Advisory Committee of the CEMOFPSC.
6. Ms. Isabel Casado. Middle East Technical Adviser at the Department of Cooperation for Africa, Asia and Eastern Europe of the Spanish Agency for International Development Cooperation (AECID).
7. Mr. Alberto Ucelay. Deputy Director General of Foreign Policy for the Middle East at the Ministry of Foreign Affairs and Cooperation (MAEC).
8. Mr. Percival Manglano. Director General of Cooperation for Development in the Regional Government of Madrid's Department of Immigration and Cooperation.
9. His Excellency Mr. Juan Manuel Suárez del Toro. President of the International Red Cross.
10. Ms. Dña. Jumana Trad. Director of the Tribune and Seminars department of Casa Árabe-IEAM and member of the Executive Committee of the CEMOFPSC.
11. Mr. Mark J. Singleton. Coordinator of International Organisations for the Netherlands Government.
12. Ms. Najet Karaborni. Secretary General of the World Organisation for Children and Elderly Solidarity. Former Interregional Advisor in the ECOSOC Division for Public Administration and Development Management of (Tunisia).
13. Mr. Reda Mamari. Director of Pro-Dev (Lebanon).
14. Mr. Ghassan Sayyah. Director of the YMCA (Lebanon).
15. Ms. Rosa Rodríguez. Former Director of l'Association d'Aide au Développement Rural (ADR), (Lebanon).
16. Mr. George Xanthopoulos. Director of Arcenciel's Program for the Disabled (Lebanon).

17. Mr. Maher Turjman. Regional Director of the Pontifical Mission (Palestinian Territories).
18. Prof. Dr. Rizek Sleibi. Dean of the Faculty of Education at Bethlehem University.
19. Mr. Maged Yanny. Executive Director of the Association of Upper Egypt for Education and Development (AUEED).
20. Mr. Georges Ghattas. Latin Patriarchate of Jerusalem.
21. Ms. Manuela Cabero. Vice President of the Spanish Red Cross.
22. Mr. Carlos Fernández García. Director of Operations of Acción contra el Hambre.
23. Ms. María Elena González. Director of Association Libanaise de Développement et la Culture (ALDEC), (Lebanon).
24. Ms. María Jesús Herrera. Coordinator of Movimiento por la Paz (MPDL).
25. Mr. Javier Gila. President of Asociación Aida (Ayuda, Intercambio y Desarrollo).
26. Mr. Daniel Guijarro. BDO Consultant.
27. Ms. Cristina Ansorena. Director of Construyendo Puentes.
28. Ms. Delphine Compain. Project Director of the René Moawad Foundation (Lebanon).

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29. Ms. Teresa María Pérez Payán. Trustee.
30. Ms. Macarena Cotelo. President of the Euro-Arab Network of NGOs for Development and Integration (READI) and FPSC Project Director.
31. Mr. D. Juan Kindelán. Director General.
32. Ms. Blanca de Mesa. Director of Institutional Relations.
33. Mr. Pablo Barrera. Expatriate in Lebanon.
34. Ms. Sara de Luis. Expatriate in Lebanon.
35. Mr. Enric Roig. Expatriate in Jerusalem.
36. Mr. Félix Sánchez. Research and Network Analyst of the CEMOFPSC.
37. Ms. Begoña Casas. Expert in the Projects Department.
38. Mr. Sergio Mora. Delegate in Rome.
39. Ms. Valle Oñate. Expert in the Projects Department.
40. Mr. Jaime Armenteros. Expert in the Projects Department.
41. Ms. Carmen Seoane. Expert in the Projects Department.
42. Mr. Roberto Aguado. Expert in the Projects Department.
43. Ms. Ana García. Head of the Voluntary Work Department.

**CENTRE FOR MIDDLE EASTERN STUDIES
OF THE FOUNDATION FOR THE SOCIAL PROMOTION OF CULTURE
(CEMOFPSC)**

www.fundacionfpesc.org

The Centre for Middle Eastern Studies of the Foundation for the Social Promotion of Culture (CEMOFPSC, Centro de Estudios de Oriente Medio de la Fundación Promoción Social de la Cultura) was created in 2006 to promote research into and analysis of matters relating to the Middle East (Syria, Lebanon, Palestine, Israel, Egypt and Jordan), and with the intention of contributing to a better understanding of the different cultures and peoples and, therefore, to peace-building.

Its international nature and multidisciplinary approach aim to facilitate reflection, analysis and the exchange of opinions among intellectuals and experts from such diverse spheres as sociology, history, economics, communication, ethics, law, politics, cooperation for development, etc., in order to help spread a better understanding of the aspects that make up the social reality of these countries, and to offer proposals which, from an apolitical, impartial and balanced perspective, favour the search for peaceful solutions that promote social and human development and focus on dialogue and reconciliation.

The people and institutions that form part of the CEMOFPSC or participate in its activities share a vision of society and the individual based on justice and a profound respect for freedom of thought, and the aim of contributing to social progress, understanding among peoples, peace and the common good of mankind.

The CEMOFPSC's public activity commenced on 3rd February 2007 with the inaugural lecture given by Nadim Shehadi, Associate Fellow in the Middle East Programme at Chatham House (United Kingdom) and Ana Menéndez, a Spanish diplomat and former Ambassador in the Permanent Mission to the United Nations Organisation.

ORGANISATION

The CEMOFPSC is an institution sponsored by the Foundation for the Social Promotion of Culture (FPSC). Its small and flexible structure corresponds to its multidisciplinary nature and its aims of promoting and spreading a better understanding of the aspects that make up the reality of the countries in the Middle East region.

The Centre for Middle Eastern Studies comprises an Advisory Committee, an Executive Committee and a group of Middle East experts.

ADVISORY COMMITTEE

High Level consultative body made up of representatives of institutions and important personalities in the different areas of activity of the CEMOFPSC. Its mission is to advise the Executive Committee on how to define the CEMOFPSC's courses of action and how to carry out specific actions.

- **Nadim Shehadi**
Associate Fellow, Middle East Programme, Chatham House. United Kingdom.
- **Samuel Hadas**
Israeli Ambassador.
- **Riad Malki**
Minister of Foreign Affairs of the PNA. Palestinian Territories.
- **Youssef El Khalil**
Director of the Department of Financial Operations of the Bank of Lebanon, President and founding member of the Association for the Development of Rural Capacities (ADR), and Lecturer at the American University of Beirut. Lebanon.
- **Pedro López Aguirrebengoa**
Spanish Ambassador.
- **Giuseppe Cassini**
Italian Ambassador.
- **Manuel Cimadevilla**
Casa Sefarad Delegate in Jerusalem.
- **Mark Singleton**
Development Cooperation Consultant.

- **Catholic University of America.**
- **American University of Beirut.**
- **Bethlehem University.**

EXECUTIVE COMMITTEE

This body is directly responsible for defining and executing the CEMOFPSC's work programme.

- **Pilar Lara**
President of the Foundation for the Social Promotion of Culture (FPSC, Fundación Promoción Social de la Cultura).
- **Macarena Cotelo**
President of the Euro-Arab Network of NGOs for Development and Integration (READI) and FPSC Project Director.
- **Jumana Trad**
Member of the Advisory Board of the FPSC, Director of the Tribune and Seminars department of Casa Árabe-IEAM, and Honorary President of the READI.
- **Juan Kindelán**
Director General of the FPSC.
- **Ana Menéndez**
Diplomat.

OBJECTIVES

The CEMOFPSC's priority objective is to "*educate and inform*" experts, academics, communication media, politicians, development agents and civil society in general on matters relating to the Middle East.

The CEMOFPSC supports international postgraduate programmes in the field of social development, international cooperation, the political and social sciences, etc. and sponsors and promotes the training of young researchers and the specialization of academic experts.

The CEMOFPSC intends to establish a multidisciplinary network of Middle East experts made up of Spanish and international organisations and personalities who share its vocation to "educate and inform". For this reason, it counts on the collaboration of universities, think tanks,

organisations, experts, academics, communication media, politicians, development agents and other interested parties.

With the aim of encouraging an open and independent debate at its seminars and conferences, the CEMOFPSC maintains the confidentiality of the views and opinions expressed by members, speakers and guests during the work sessions, seminars, conferences or meetings that it organises.

ACTIVITIES

In order to achieve its objectives, the CEMOFPSC organises various types of activities:

- Expert meetings. Dinner-debates, round-table conferences, work sessions, congresses, seminars and conferences. Specialists from various academic disciplines meet to discuss important issues in the Middle East.
- Post-graduate education. The CEMOFPSC supports international postgraduate programmes in the field of social development, international cooperation, the political and social sciences, etc. It also sponsors and promotes the training of young researchers and academic experts in their specialist fields.
- Alliances. The CEMOFPSC establishes alliances and partnerships with internationally renowned institutions and people in order to achieve common goals.
- Publications. The CEMOFPSC devotes special effort to publishing and disseminating the work carried out in its different spheres of activity. The publications will take the form of: work documents, expert papers, and the conclusions of debates and expert work sessions.

The CEMOFPSC disseminates all this work through its website. The content of research papers and important texts, both internal and external, can be consulted at www.fundacionfpsc.org.

The CEMOFPSC's activities will be open unless the speaker invokes the rule of confidentiality. If the speaker does not consider the rule sufficiently strict, the CEMOFPSC activity in question may be considered subject to the highest degree of confidentiality.

**CENTRE FOR MIDDLE EASTERN STUDIES
OF THE FOUNDATION FOR THE SOCIAL PROMOTION OF CULTURE
(CEMOFPSC)**

**CENTRO DE ESTUDIOS DE ORIENTE MEDIO
DE LA FUNDACIÓN PROMOCIÓN SOCIAL DE LA CULTURA
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Organisers:



