



**Terror funding by the Palestinian Authority: Mahmoud Abbas recently approved the budget for 2018, about 7% of which is devoted to assisting prisoners, released terrorists, and families of shahids**

March 29, 2018

In its 2018 budget, the PA allocated **around NIS 1.28 billion (around USD 360 million), approximately 7% of the budget**, to two institutions that assist terrorists imprisoned in Israel, released terrorists, and families of shahids. The institutions are the **Commission of Detainees and Ex-Detainees Affairs** and the **Fund for Families of Martyrs and the Injured**, both of which are **subordinate to the PLO**. Since 2014, the amount allocated to the Commission of Detainees and Ex-Detainees Affairs **has been removed from the PA budget** (in an attempt to disguise the fact that it is the PA that finances the payments to imprisoned and released terrorists). Now, **the amount earmarked for the Commission of Detainees and Ex-Detainees Affairs has once again been openly included in the PA budget**. In the ITIC's assessment, this **is a blatant act of defiance against the United States, which recently passed the Taylor Force Act** (which stipulates cutting back part of the American aid to the PA until it stops paying stipends to prisoners, released terrorists, and families of shahids).

**Payments in the 2018 budget dealing with prisoners, released terrorists, and families of shahids**

► On March 4, 2018, PA Chairman Mahmoud Abbas approved the **PA's 2018 budget, in the sum of around NIS 18 billion (around USD 5 billion)**. The budget specifies the allocation of funds to government ministries and various bodies. The budget includes two items **dealing with the allocation of funds to two institutions subordinate to the PLO that assist terrorists and their families:**

- ◆ **The Commission of Detainees and Ex-Detainees Affairs** (Item 46): This institution, **which pays the stipends of imprisoned and released terrorists, has been allocated the amount of around NIS 582 million<sup>1</sup> (around USD 165 million)**. This commission is headed by **PA Minister Issa Karake**. On May 29, 2014, **this institution was made**

<sup>1</sup> The exact amount is NIS 581,654.

subordinate to the PLO, in order to mislead the donor countries<sup>2</sup>. In 2014-2017, the name of the **Commission of Detainees and Ex-Detainees Affairs** was removed from the list of institutions in the budget, but this year it was returned to the budget (for details about this institution and its head, see **Appendix A**).

◆ **The Fund for Families of Martyrs and the Injured** (Item 47): This institution, which pays stipends to the families of shahids and injured terrorists, has been allocated **the amount of around NIS 696 million<sup>3</sup> (around USD 197 million)**. This is an institution that has been subordinate to the PLO **since 2005**. It is headed by **Intissar al-Wazir (Umm Jihad)**, one of the most senior women in Fatah, the widow of Fatah's military commander Khalil al-Wazir (Abu Jihad). Unlike the Commission of Detainees and Ex-Detainees Affairs, this institution continued to appear in the PA budget without attempts at concealment (for details about this institution and Umm Jihad, see **Appendix B**).

المبالغ بالآلاف شيكل		كشف الميزانية موازنة الإمتداد للعام 2018							الوزارة / المؤسسة	1
ملاحظات	الأجسام العام	المقتات التطويرية	الأصول غير المالية	إجمالي	مناطق للمساعدات الاجتماعية	استخدام السلع والخدمات	مؤسسات الميزانية	مؤسسات الميزانية	الوزارة / المؤسسة	1
				إجمالي	مناطق للمساعدات الاجتماعية	مناطق للمساعدات الاجتماعية	مناطق للمساعدات الاجتماعية	مناطق للمساعدات الاجتماعية		
	386,953	116,105	4,355	266,493	0	51,079	19,306	196,109	القطاع الاقتصادي	
	28,810	8,250	139	20,438	0	5,080	1,500	13,850	الجهات المركزية للإحصاء الفلسطيني	34
	26,038	2,000	325	23,733	0	6,558	1,372	15,802	وزارة السياحة والآثار	35
	33,349	6,700	800	25,840	0	4,840	2,000	19,000	مصلحة الأراضي	36
	55,301	2,000	150	53,151	0	5,647	4,504	43,000	وزارة الاقتصاد الوطني	37
	6,062	0	50	6,012	0	1,901	371	3,740	الهيئة العامة لعلمن التصانيع	38
	13,074	800	1,200	11,074	0	1,950	814	8,310	مؤسسة الدراسات والبحوث	39
	5,727	1,355	100	4,272	0	1,456	268	2,548	الهيئة العامة للترويج والاستثمار	40
	178,032	66,300	1,100	110,632	0	21,198	8,076	81,358	وزارة الزراعة	41
	149,039	47,000	500	101,539	0	18,130	7,583	75,808	وزارة الزراعة - مركزية	
	25,198	19,300	100	5,798	0	1,898	300	3,600	مركز دعم المخططين والمبتدئين الزراعي	
	3,795	0	500	3,295	0	1,150	195	1,950	المؤسسة الفلسطينية للأبحاث الزراعي	
	40,550	28,700	500	11,350	0	2,450	400	8,500	جيلة تربية الأراضي والمياه	42
	7,816,769	440,083	34,393	7,342,293	2,089,357	1,197,805	359,566	3,695,565	القطاع الاجتماعي	
	3,350,781	272,000	1,309	3,077,481	120,354	207,127	250,000	2,500,000	وزارة التربية والتعليم العالي	43
	1,787,683	22,200	11,000	1,754,483	15,300	853,845	73,258	812,090	وزارة الصحة	44
	6,776	0	140	6,636	0	1,905	378	4,353	وزارة شؤون المرأة	45
	581,654	1,500	500	579,654	350,000	6,206	2,095	22,353	هيئة حقوق الإنسان والمحررين	46
	1,538,080	52,196	1,196	1,484,689	1,403,702	11,407	6,320	63,259	وزارة التنمية الاجتماعية	47
	841,780	51,844	1,150	788,786	716,380	9,706	5,700	57,000	التممية الاجتماعية - مركزية	
	696,201	352	46	695,903	687,322	1,701	620	6,259	مؤسسة رعاية أسر الشهداء	

Items 46 and 47 of the 2018 budget (marked by arrows) including the sums of money allocated to the two institutions dealing with prisoners, released terrorists, and the families of martyrs. Bottom left: (red markings added by the ITIC): Total amounts allocated to these institutions. Top left: Signature of Mahmoud Abbas. Left: Date of approval of the budget: March 4, 2018

<sup>2</sup> Previously, this body was **the Ministry of Detainees and Ex-Detainees Affairs** in the PA government.

<sup>3</sup> The exact amount is NIS 696,301.

## 2018 Budget

  
 دولة فلسطين  
 الرئاسية

قرار بقانون رقم ( ) لسنة 2018م  
 بشأن الموازنة العامة لسنة 2018م

رئيس دولة فلسطين  
 رئيس اللجنة التنفيذية لمنظمة التحرير الفلسطينية  
 استناداً لأحكام القانون الأساسي المعدل لسنة 2003م وتعديلاته  
 ولا سيما أحكام المادة (43) منه،  
 وبعد الاطلاع بقانون رقم (7) لسنة 1998م، بشأن تنظيم الموازنة العامة والشؤون المالية  
 وتعديلاته،  
 وعلى تنسيب مجلس الوزراء بتاريخ (2018/02/27م)،  
 وبناءً على الصلاحيات المخولة لنا قانوناً،  
 وتحققاً للمصلحة العامة،  
 وبإسْم الشعب العربي الفلسطيني؛

أصدرنا القرار بقانون الآتي:  
 المادة (1)  
 تندر إيرادات وتنفقات الدولة للإثني عشر شهراً المنتهية بتاريخ 2018/12/31م بما يلي:

رقم	وصف	مليون شيكل
1.	صافي الإيرادات العامة ومصادر التمويل	18,089
أ.	صافي الإيرادات	13,505
	إجمالي الإيرادات	13,691
ب.	المنح والمساعدات لدعم الموازنة العامة	2,160
ج.	المنح المقررة لتمويل النفقات التطويرية	630
د.	التمويل الشخصي	1,440
هـ.	صافي تراكم المتأخرات	1,440-
و.	مصادر تمويل أخرى	1,794
2.	النفقات العامة وصافي الإفراض	18,089
أ.	النفقات الجارية وصافي الإفراض	16,180
ب.	النفقات التطويرية	1,909

The PA's 2018 budget: The total budget is NIS 18.089 billion. Item B (marked with an arrow) is an estimate of the amount of external aid and donations to the general budget (NIS 2.160 billion). Item C (marked with an arrow) is an estimate of the external grants for development purposes (NIS 630 million). In total, the PA expects to receive NIS 2.790 billion (around USD 790 million) in aid from donor countries in 2018. Hence the allocations for assistance to prisoners, released terrorists, and shahids represent nearly 46% of the foreign aid funds that the PA expects to receive.

### Allocations of funds for supporting prisoners, released terrorists, and families of shahids and the wounded

Year	The Fund for Families of Martyrs and the Injured	The Commission of Detainees and Ex-Detainees Affairs
2013	NIS 603 million (in the budget)	NIS 424 million
2014	NIS 619 million (in the budget)	“disappeared” from the budget
2015	NIS 620 million (in the budget)	“disappeared” from the budget
2016	NIS 668 million (in the budget)	“disappeared” from the budget
2017	NIS 695 million (in the budget)	“disappeared” from the budget
2018	NIS 696 million (in the budget)	Around NIS 582 million (this allocation reappeared in the budget)

**The total amount in the PA budget** allocated in 2018 to support prisoners, released terrorists, and families of shahids is **NIS 1.278 billion<sup>4</sup> (around USD 360 million)**. **This amount represents about 7% of the total budget, similar to the percentage in the previous six years.** For example, in 2013 (the year before the budget of the Commission of Detainees and Ex-Detainees Affairs disappeared from the PA's budget), the budget allocated to support prisoners, released terrorists and families of martyrs was **NIS 1.027 billion**. This amount **represented around 7.18%** of the total budget (which was NIS 14.3 billion in 2013). **Hence the rate of around 7% of the budget is constant and has been maintained over the past six years.<sup>5</sup>**

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<sup>4</sup> The exact amount is NIS 1,277,955,000.

<sup>5</sup> According to the information in the ITIC's possession and data appearing in Brig. Gen. (res.) Yossi Kuperwasser's study: "**Incentivizing Terrorism: Palestinian Authority Allocations to Terrorists and their Families**," Jerusalem Center for Public Affairs.

## Appendix A

### The Commission of Detainees and Ex-Detainees Affairs

**The Commission of Detainees and Ex-Detainees Affairs** is an institution headed by PA Minister **Issa Karake**. **On May 29, 2014, this institution was made subordinate to the PLO**, in order to mislead the donor countries (mainly the United States) and to create the impression that their aid funds are not being used for funding terrorism. In practice, however, the funds for the Commission of Detainees and Ex-Detainees Affairs belong to the PA budget and **are transferred to the PLO as part of the PA's commitment to support terrorists** taking part in the struggle against Israel.



**Issa Karake, chairman of the Commission of Detainees and Ex-Detainees Affairs, which is subordinate to the PLO (Issa Karake's Facebook page, June 21, 2017)**

► **The Commission of Detainees and Ex-Detainees Affairs** was established in 1998 following a presidential decree issued by Yasser Arafat, for the establishment of a ministry to handle the issue of Palestinian prisoners (i.e., terrorists) arrested by Israel. **On May 29, 2014, Mahmoud Abbas issued a presidential decree changing** the name of the ministry to the **Commission of Detainees and Ex-Detainees Affairs** and making it subordinate to the PLO. Following the publication of this order, **Minister Issa Karake** (formerly minister of prisoner affairs in the PA) was appointed to **serve as Chairman of the Commission, with the status of Minister**. This institution supports terrorists in prison in Israel, released prisoners, and their families, and fights for their release from Israeli prisons (Commission of Detainees and Ex-Detainees Affairs website in Arabic, June 26, 2017).



Facebook page of the Commission of Detainees and Ex-Detainees Affairs, indicating its affiliation with the PLO (Facebook page of the Commission of Detainees and Ex-Detainees Affairs, June 26, 2017)

► **Issa Karake** is a **veteran Fatah operative from Bethlehem** who heads the Commission of Detainees and Ex-Detainees Affairs. **He was previously imprisoned in Israel for terrorist activities.** Between 1993 and 2005 he served as Chairman of the Palestinian Prisoners Club. Since 2007 he has served as Minister of Prisoners in the PA (although in 2014 his ministry was made subordinate to the PLO). He is also a member of the Palestinian Legislative Council. He displays a radical and uncompromising attitude against Israel. **He frequently criticizes and attacks Israel in the Palestinian and international media** because of its conduct towards Palestinian prisoners.



Issa Karake at a press conference in Ramallah (Wafa News Agency, January 9, 2018)

## Appendix B

### The Fund for Families of Martyrs and the Injured<sup>6</sup>

The Fund for Families of Martyrs and the Injured is a PLO institution that takes care of the families of shahids (i.e., terrorists who were killed) and the wounded. This institution receives its budget from the PA. It is headed by **Intissar al-Wazir (Umm Jihad)**, one of the most senior women in Fatah.



**Intissar al-Wazir (Umm Jihad) being interviewed on Fatah's Awdah channel (Fatah Media YouTube channel, March 8, 2018)**

► **The Fund for Families of Martyrs and the Injured was established in 1965.** It began as a welfare committee in Fatah, and was headed since its establishment by Intissar al-Wazir. In the beginning, the fund took care of 11 families of shahids. In 1968, with the increase in the number of families of Palestinian shahids and injured, it was decided to turn the committee into an institution and open its first office in Amman. In 1971, it was decided to make the institution subordinate to the PLO. With the establishment of the PA in 1993 and the return of its senior leaders from abroad, it was decided to make the institution subordinate to the PA Ministry of Welfare as a general directorate. **In 2005, Mahmoud Abbas issued a presidential decree ordering the separation of the institution from the Palestinian Ministry of Welfare and making it subordinate to the PLO,** but its budget continues to come from the PA.

<sup>6</sup> In Arabic, *Mu'assassat Ri'ayat Ussar al-Shuhadaa wal-Jarha*.



**Facebook profile photo of the Fund for Families of Martyrs and the Injured, indicating that it is subordinate to the PLO (Facebook page of the Fund for Families of Martyrs and the Injured, August 28, 2014)**

- ▶ The fund cares for the families of shahids and injured Palestinians. It pays them **monthly pensions and provides them with welfare, health, education and rehabilitation services.** The fund cares for **tens of thousands of families** (in 2012 it cared for more than 30,000 families of shahids and injured Palestinians). **It operates two central offices, one in Ramallah and the other in Gaza, along with 15 sub-branches throughout Judea and Samaria** (Al-Araby Al-Jadeed, October 11, 2015).
- ▶ **Over the years, the PA has passed laws guaranteeing the rights of the families of shahids and the injured (i.e., terrorist).** They are also given priority over others with regard to employment in the PA. According to the updated Basic Law of the PA for 2005, Article 22/2: **“Maintaining the welfare of families of martyrs, [so-called] prisoners of war,<sup>7</sup> the injured and the disabled is a duty that shall be regulated by law. The National Authority shall guarantee these persons education, health and social insurance”** (aman-palestine.org, December 2010).
- ▶ The fund is headed by **Intissar al-Wazir (Umm Jihad)**, one of the most senior Fatah officials, who lives in Ramallah. She was born in Gaza in 1941. Her husband was Khalil al-Wazir (Abu Jihad), the senior Fatah military commander who was killed in Tunis. In addition to her position as chairwoman of the Fund for Families of Martyrs and the Injured, she is also a member of Fatah’s Advisory Council and serves as chairwoman of the General Union of Palestinian Women (which is subordinate to the PLO). She formerly served as a member of Fatah’s Central Committee and as welfare minister in the Palestinian Authority.

<sup>7</sup> The Palestinians refer to the terrorists imprisoned in Israel, some of them for murdering women and children, as “prisoners of war.”



**Intissar al-Wazir (Umm Jihad), chairwoman of the Fund for Families of Martyrs and the Injured (Facebook page of the Fund for Families of Martyrs and the Injured, January 25, 2015)**

### **Transfer of the pensions to families of shahids in the Gaza Strip**

► **On October 20, 2016** in Ramallah, **Intissar al-Wazir** signed an agreement with **Quds Bank** for transferring pensions to the families of shahids in the Gaza Strip. The agreement was signed with Quds Bank CEO **Akram Jrab** (Al-Watan, October 20, 2016).



**Right: Intissar al-Wazir signing an agreement with Quds Bank in Ramallah for transferring pensions to families of shahids in the Gaza Strip. Left: Intissar al-Wazir being interviewed upon signing the agreement with Quds Bank in Ramallah (Al-Watan, October 20, 2016)**