

## **The Federal Charter**

### **Preamble**

*We, Palestinians and Israelis, supporters of federalist principles, together with our European allies, recognizing the deep historical and national connection that both our peoples share with their land—and acknowledging the undeniable reality that neither national group will ever cease to exist as a collective identity — commit to this charter as a basis of our movement.*

*Our movement is not exclusive. It is open to all who align with the principles of this Charter and who recognize that the immediate end of the occupation is not merely a political demand, but a fundamental urgency to guarantee equality and human rights for all.*

*This project rejects exclusionary nationalism and affirms diversity as a source of collective strength.*

*It remains open to dialogue and reflection, grounded in the belief that restorative justice is the only sustainable foundation for a shared future.*

*In our homeland, we affirm a vision of freedom for all: the freedom to live with dignity, the freedom to belong, and the freedom to express one's individual, communal, and national identity - without fear, and without risk of erasure.*

*We refuse false binary choices. Neither enforced unity that denies identity, nor absolute separation that entrenches injustice.*

*Between these paths lies a broader framework - one in which sovereignty is realised through federalism, rooted in equality, mutual recognition, and shared responsibility.*

*This Charter represents a common vision that is guided by the will of the people and their collective pursuit of freedom, justice, and peace. It constitutes the starting point for building trust and advancing the federal movement and is subject to normative and democratic evolution.*

*The Federal Framework elaborated in this Charter may be extended to the wider Levant and accept new member states once fully implemented.*

*Thus, the project of a Federal Framework, as articulated in this Charter, may evolve through continued dialogue within its shared political space.*

### **Chapter I: The Palestine-Israel Federal Framework**

- (1) The Israel-Palestine Federal Framework, which can also be referred to as the Palestine-Israel Federal Framework, is a civil, democratic, and federalized political union composed of two states - the State of Israel, and the State of Palestine - delineated by the internationally recognized 1967 greenline, with Jerusalem as the

single capital of the Federal Framework and both states, governed on the basis of equality between Palestinians and Israelis. Hereafter, it is to be referred to as 'the Federal Framework.'

- (2) A Federal Constitution shall constitute the supreme legal authority of the Federal Framework. This Federal Constitution shall be drafted by a jointly constituted Constitutional Assembly composed of democratically selected representatives of the constituent States. The draft Constitution shall require approval by a qualified majority within the Assembly and shall enter into force upon ratification through a democratic process ensuring the consent of the peoples of the Federal Framework. All federal and State laws, constitutions, and regulations shall conform to its provisions. In the event of conflict, the Federal Constitution shall prevail.
- (3) The Federal Framework is founded on work, and on full respect for human rights in compliance with the Universal Declaration of Human Rights, including the rights of persons belonging to minorities, and will strive for a society in which pluralism, non-discrimination, tolerance, justice, solidarity and equality prevail.
- (4) It shall guarantee every individual full freedom of belief, conscience, and religion, and ensures the right of each person to practice their religious rites, adhere to them, and freely express their beliefs and convictions without any restrictions, provided that such practices do not infringe upon the rights, safety, or freedoms of others. The Federal Framework shall protect all religions, beliefs, and forms of worship equally, and shall prohibit any form of discrimination, coercion, or harm on the basis of religion or belief. The Federal Framework will guarantee the right for all to access their respective holy sites as per established practice and tradition.
- (5) The Federal Framework aims to actively pursue positive peace, well-being, and social progress among all peoples within and beyond its borders.
- (6) The Federal Framework shall guarantee an area of free movement of persons within its borders in conjunction with appropriate measures with respect to external border controls, asylum, immigration and the prevention and combating of crime.
- (7) The Federal Framework shall establish an internal market. It shall work for the sustainable and equitable development of both states, based on balanced economic growth and price stability, a highly competitive social market economy, aiming at full employment and social progress, and a high level of protection and improvement of the quality of the environment. It shall promote scientific and technological advancement and innovation.
  - (a) It shall combat social exclusion and discrimination, and shall promote social justice and protection, equality between women and men, solidarity between generations and protection of the rights of the child.
  - (b) It shall make economic, social and territorial cohesion, and solidarity a primary goal.
  - (c) It shall respect the rich cultural and linguistic diversity of all its peoples, and shall ensure that everyone's cultural heritage is safeguarded and enhanced.
- (8) Arabic and Hebrew are the official languages of the Federal Framework, and English is given a special status.

- (a) Any person may address the Federal and State Government in any of the three languages and the reply of the Federal or State Government thereto shall be in such language.
  - (b) All three languages must form a mandatory part of the school curriculum.
  - (c) The constituent States, and their municipal bodies, have the right to declare additional official languages within their jurisdiction.
- (9) The Federal Framework shall have a flag and anthem, which shall complement and not replace the national flags and anthems of the two constituent States.
- (10) The Federal Framework shall adopt a single currency.
- (11) Each constituent State shall maintain territorial contiguity, administrative coherence, and the ability to govern effectively. The Federal framework shall not allow the division of territory, such as the creation of isolated areas with a legal system separate from that of the constituent State, or any arrangement that weakens effective self-governance at the State level. All territorial arrangements must comply with applicable international law and United Nations resolutions regarding areas under dispute.

## **Chapter II - The Federal Political Framework**

- (1) The Federal Political Framework shall be founded on the principle of non-domination. No Federal institution, policy, or mechanism shall be exercised in a manner that enables the structural, political, military, economic, or demographic dominance of one constituent State over the other. Effective parity shall be ensured in decision-making, implementation, and oversight.
- (2) Each constituent State shall have its own constitution and laws governing its internal affairs and fundamental matters, provided that they do not conflict with the principles underlined by this Charter.
- (3) The Federal Political Framework shall consist of three levels of governance;
  - (a) Federal Level
  - (b) State Level
  - (c) Municipal Level
- (4) The Federal Institutions shall consist of a Parliament, an Executive, a Presidential Council, a Court, a Central Bank, and military forces under its command.
- (5) The Federal Framework can establish additional Institutions and Agencies as it deems fit.
- (6) The following domains are under exclusive Federal competences;
  - (a) Defence
  - (b) External Border Guard
  - (c) Trade
  - (d) Customs
  - (e) Water management
  - (f) Agriculture
  - (g) Fisheries

- (h) Monetary Policy
- (i) The Holy Places
- (7) The following domains are shared competences, and the State-level exertion of these competences are subject to special Federal scrutiny;
  - (a) Foreign Affairs
  - (b) Education and Culture
    - (i) The Federal Framework shall guarantee the freedom of educational choice for all citizens. Both the Palestinian and Israeli educational curricula shall be fully preserved and available within their respective communities. Oversight of all educational systems shall be conducted by a joint Palestinian–Israeli authority to ensure academic integrity, cultural respect, and the protection of the both states' right to maintain, develop, and advance their own national educational curriculum.
    - (ii) Peace Building Education shall allow both sides to teach their identities and histories without delegitimizing the other, helping reduce hostility and foster understanding through selective cooperation and youth initiatives.
  - (c) Taxation
  - (d) Internal Security
  - (e) Infrastructure and Transportation
  - (f) Migration and Asylum
    - (i) Including the implementation of relevant United Nations and international resolutions concerning the rights of refugees and diaspora communities, and their relatives, in accordance with principles of international law.
  - (g) Health insurance

All other competences not mentioned here are reserved for the State-level, which may choose to delegate such powers to the municipal level, or the Federal level. The delegation of a State competence to the Federal level requires unanimity.

### **Chapter III - Freedom of Movement**

All individuals within the Federal Framework shall enjoy full freedom of movement, including the rights to travel, work, study, or establish residence in any part of the Federal Framework . This right shall be guaranteed with full equality and equity, without discrimination, and in accordance with the laws and regulations established by the Federal Framework , ensuring equal access and opportunities for all residents.

Residence rights for citizens moving between the states shall be managed through a mutually agreed transitional period, under a joint oversight mechanism, to ensure gradual and balanced integration that maintains social and economic stability,

guarantees responsible use of these rights, and prevents any political exploitation related to territorial control, while respecting the equal rights of all individuals.

#### **Chapter IV - Delineation of Federal and State Competences**

The management of natural resources, including water, shall be guided by the principles of equitable distribution, sustainability, and restorative justice, with due consideration of historical deprivation and unequal access. Federal policies shall incorporate binding measures to address and rectify structural disparities among the constituent States.

The municipalities form the municipal level of governance and hold significant powers of self-administration as long as they follow the constitution, including local infrastructure and land use.

#### **Chapter V - The Federal Institutions**

- (1) Government: The federal government shall serve as the executive authority of the Federal Framework , responsible for implementing federal laws, policies, and programs. It shall operate transparently, uphold the rule of law, and ensure accountability to the Federal Parliament and the public. The government shall coordinate with State and municipal authorities to promote cooperation, equality, and effective governance across all levels, while respecting the autonomy of each State within the Federal Framework .
- (2) Parliament: The Federal Parliament shall serve as the central legislative body of the Federal Framework , representing the diverse communities within its jurisdiction. It shall be composed of representatives elected through democratic processes, ensuring fair and proportional participation. The Parliament shall initiate, deliberate and enact legislation on matters within its federal competence, while respecting the rights and interests of all communities. Its proceedings shall be conducted transparently, uphold the rule of law, and foster dialogue, cooperation, and consensus-building among all parties, while respecting the autonomy of each State's parliament within the Federal Framework . Parliamentary elections shall be conducted at three distinct levels: federal, state, and municipal.
- (3) Judiciary: The federal judiciary shall operate as a unified system for civil and federal matters, ensuring equality and consistency across all States. Matters of personal status, including family law, shall remain under the jurisdiction of each State and applied according to individuals' religion and beliefs, in full respect of the freedom of conscience and religious practice. Court decisions are mutually recognized.

A Federal Constitutional Court shall serve as the highest judicial authority of the Federal Framework , ensuring the supremacy and uniform interpretation of the Federal Constitution. No State constitution or law may contradict its provisions.

The Court shall exercise final appellate and constitutional review jurisdiction, and its decisions shall be binding on all federal and State authorities.

- (4) Military Forces under Federal Command shall operate exclusively under the constitutional framework and in full respect of the autonomy and territorial integrity of each constituent State. Any deployment of such forces within the territory of a constituent State shall require a prior joint decision taken in accordance with federal constitutional procedures and with the formal consent of the authorities of the concerned State.

The organization, command structure, and operational conduct of the federal forces shall reflect parity and equal representation at all strategic levels. Federal forces shall not be used against the civilian population of any constituent State and shall act strictly in accordance with the rule of law, human rights standards, and the principles of necessity and proportionality.

- (5) Central Bank: Federal economic and monetary institutions shall be designed to account for differing levels of economic development, fiscal capacity, and market integration among the constituent States. The implementation of a common monetary and economic policy shall be gradual and subject to transitional arrangements aimed at ensuring macroeconomic stability, social cohesion, and sustainable growth across the Federal Framework . Such arrangements may include phased integration mechanisms, adjustment instruments, and institutional coordination measures, in order to prevent systemic economic shocks and to support the overall resilience of the federal economy.

## **Chapter VI - Territorial Integrity and Federal Arrangements**

- (1) The territorial boundaries of each constituent State shall be respected and shall not be altered except through a constitutional process requiring the mutual consent of the concerned States, approval by a qualified federal majority, and democratic endorsement by the affected population.
- (2) Where necessary, the Federal Framework may establish functional administrative arrangements or designate special federal districts to address demographic, cultural, or local governance considerations, without requiring the transfer of territory.
- (3) All such measures shall be guided by the principles of equality, stability, and mutual respect within the federal framework, (without prejudice to the equality of the constituent States).