Ministry of Women's Affairs

The Strategic Framework for Achieving Gender Equality and Reducing Forms of Violence

"Confronting the repercussions of Israeli aggression and its crimes"

For the years:
2025-2027

Introduction

The work program of the 19th Palestinian government is based on providing the means for resilience amidst the ongoing occupation and its crimes, preserving people's dignity, and achieving social justice within a social contract founded on equality in rights and duties under the rule of law. It aims to grant women and youth opportunities in various political, social, and economic fields in an independent, fully sovereign state characterized by justice and social protection.

In line with this program, the vision of the Ministry of Women is based on achieving justice, equality, participation, empowerment, and protection for Palestinian women, enhancing their participation in public affairs, and removing the political, legal, economic, and social obstacles that hinder this participation.

Amid the unprecedented escalation of Israeli occupation in the Gaza Strip and the West Bank, including Jerusalem, and the genocidal crimes that have undermined the achievements and gains of women in the State of Palestine, the Ministry of Women's Affairs' strategy for the next two years (2025-2027) focuses on a set of strategic issues centered on protection, empowerment, participation, advocacy, and lobbying.

The genocidal war and its repercussions have imposed a new reality for Palestinian women in the Gaza Strip, marked by the loss of lives, injuries, displacement, and challenges related to health, education, shelter, mental health, reproductive health, food security, and gender-based violence. The war's aftermath has brought additional burdens, including the loss of property, businesses, and economic security, increasing the social and economic caregiving responsibilities placed on women. Moreover, it has deepened women's vulnerability and marginalization, leading to a decline in their participation in both relief efforts and public affairs.

This difficult and complex reality has imposed new priorities for the Ministry of Women's Affairs in terms of relief, protection, empowerment, psychosocial support, combating violence, and strengthening advocacy efforts. The goal is to expose the violations against women, demand international protection for them, and hold the occupation accountable for its crimes.

Given the economic repercussions that have negatively impacted women, particularly in terms of losing sources of income and affecting their participation in all economic sectors, which in turn has raised poverty and unemployment rates among women, the Ministry must review the existing economic legislation and policies in the State of Palestine to empower women in the economic sector.

Driven by the Ministry of Women's Affairs' belief and mission in achieving equality, eliminating discrimination against women, and enhancing their participation in accordance with human rights principles, efforts in 2025-2027 will focus on working with governmental partners, civil society organizations, the private sector, and international institutions. The aim will be to develop a legislative environment that

protects and empowers women, address existing gaps in policies, programs, procedures, and measures, and achieve equality while combating gender-based discrimination.

Methodology for the 2025-2027 Plan

The plan is based on a fully participatory and integrated methodology with partners from governmental institutions, civil society, international organizations, the private sector, and active figures in gender issues and human rights fields. The process of updating the strategic issues and priorities for the years 2025-2027 included:

1. Literature Review: All documents, plans, and reports related to the priorities of the Ministry of Women's Affairs were reviewed, including:
   - The National Cross-Sectoral Strategy for Achieving Gender Equality and Women's Empowerment 2024-2029 (First Draft) has not been approved by the Cabinet, but it was developed based on consultations with institutions and built upon the outcomes of the cross-sectoral strategy for the years 2017-2022.
   - The National Strategy for Enhancing the Political Participation of Palestinian Women 2023-2030 aims to find possible solutions to the issue of women's engagement in political life more effectively and to raise awareness about the importance of their representation in both official and unofficial institutions.
   - The National Strategy to Combat Violence Against Women in Palestine for the years 2022-2030, which was developed based on the results of the evaluation of the previous strategy for combating violence from 2011-2019.
   - The National Employment Strategy 2020-2030 aims to empower women by establishing a society that generates its own wealth and effectively enhances its human and natural resources with high efficiency. The strategy seeks to achieve comprehensive, equitable, and sustainable distribution among all citizens throughout the national territory.
   - The Emergency Plan of the 19th Government 2024-2025, which is related to ending the genocidal crimes being perpetrated by the Israeli occupation in the Gaza Strip, the West Bank, and Jerusalem.
   - Recommendations from issued reports submitted to the Cabinet regarding improving the status of women and related issues, as well as relief efforts and social and economic initiatives.
   - The key outcomes of the review of the Beijing +30 Action Agenda.
   - Recommendations from the Committee on the Elimination of Discrimination Against Women (CEDAW).

2. Consultations held with national institutions (governmental bodies, civil society organizations, the private sector, and activists in women's and gender issues) regarding the update of key issues to be addressed in the upcoming two years.

3. Consultations and meetings held with the Gender Working Group—under the Local Aid Coordination Structure (LACS)—and international institutions, including United Nations bodies, regarding the update of key issues to be

addressed in the upcoming two years and their inclusion in the proposed programs in the State of Palestine.

4. Analysis and Update of Issues within the Ministry**:** A technical team was formed, led by Minister Mona Khalili, to discuss and approve the strategic priorities.

References for the Work of the Ministry

The ministry bases its work on a set of national and international references that enhance its efforts, which include:

National Frameworks:

1. The Declaration of Independence (1988).
2. The Basic Law of 2003 and Its Amendments.
3. The Palestinian Women's Rights Document (2012).
4. The Program of Work of the Nineteenth Government of Palestine.
5. Resolution of the Central Council Regarding Women's Participation at a Minimum Rate of 30% in All Spheres and Institutions of the Palestine Liberation Organization and State Institutions.
6. National Plans and Strategies: Such as the National Development Plan 2020-2027, the Sectoral Strategy for Gender Equality 2020-2027, the Strategic Framework for Resolution 1325, the Strategy to Combat Violence Against Women 2023-2030, and the Political Participation Strategy for Women 2023-2030.

Regional and International References

1. Rules of International Human Rights Law and International Humanitarian Law.
2. International Conventions to which the State of Palestine has Acceded.
3. International Resolutions and Advisory Opinions of the Human Rights System and Reports of Special Rapporteurs, including the resolution issued by the United Nations General Assembly during the Tenth Emergency Special Session in 2024, which deems the continued presence of Israel in the occupied Palestinian territories illegal and affirms the Palestinians' right to self-determination and protection.
4. Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).
5. Women, Peace, and Security Agenda.
6. Sustainable Development Goals of the 2030 Agenda for Sustainable Development.
7. Beijing Platform for Action on Women, 1995.
8. Recommendations Issued by Treaty Monitoring Committees.
9. Decisions and Resolutions of the Arab League Regarding Women.

Challenges and Barriers that Hindered Progress in Strengthening Women's Role

1. The Israeli occupation is the primary obstacle that prevents progress in addressing the issues related to women's concerns, aiming to narrow the gap in gender inequalities in all aspects and through all means.

2. The occupation's prevention of conducting general elections to form a Palestinian parliament directly impacts the enactment of laws that ensure gender equality and provide protection for women.

3. The aggression against the Gaza Strip has shifted priorities regarding women's issues towards relief priorities instead of sustainable development and economic well-being.

4. The division is one of the main obstacles to unifying legislation between the West Bank and Gaza Strip, primarily due to the difficulty of communication between the two sides and the perception of women's issues as secondary concerns.

5. The discriminatory culture that undermines women's rights.

6. The geographical divisions imposed by Israel, which limit the civil authority of the Palestinian government—especially for Palestinians living in Area C, East Jerusalem, and the buffer zone—impacting their security and safety.

7. Dependency on the Israeli economy, control over resources, and the appropriation of funds.

8. Environmental destruction, disposal of medical waste, groundwater pollution, and nuclear emissions.

9. Weak gender-responsive budgets and the support provided for the gender equality and women's rights agenda by donor entities.

Strategic Work Priorities:

1. Protecting women from violence perpetrated by the Israeli occupation through mobilization and advocacy at the international and regional levels to prevent impunity.
2. Reducing violence against women in both public and private spheres and ending discrimination against them.

3. Empowering women in the political, legal, economic, and social spheres and developing and providing gender-sensitive basic services.

Policy Interventions:

(Priority One): Protecting women from violence by the Israeli occupation through mobilization and advocacy at the international and regional levels to prevent impunity.

1. Monitoring and documenting Israeli violations against women and submitting official reports to relevant regional and international bodies.
2. Forming national committees and technical teams to follow up on the repercussions of Israeli aggression on Palestinian women (female prisoners, displaced women without caregivers, and women with disabilities).
3. Mobilizing and directing development programs and projects to target women in the most marginalized and affected areas by aggression (Jerusalem, the Jordan Valley, and Bedouin communities).
4. Strengthening partnerships with committees, coalitions, and movements concerned with women's issues at the international and regional levels to amplify the voices of victims, share experiences, and localize best practices.
5. Attracting fact-finding committees and investigative bodies to examine the Israeli violations against Palestinian women.
6. Requesting the Economic and Social Council and the Human Rights Council to adopt a resolution ensuring the protection of women and girls under occupation in their upcoming sessions.
7. Developing a work program in partnership with all Arab countries and organizations concerned with women's issues, during Palestine's presidency of the Women's Committee in the Arab League from February 2025 to February 2027, in implementation of the declaration of Jerusalem as the capital of Arab women.

(Second Priority): Reducing violence against women in both public and private spheres and ending discrimination against them.

1. Develop a national action plan and a comprehensive monitoring and evaluation matrix to reduce gender-based violence.
2. Enhancing the empowerment of women through activating partnerships with all government agencies, civil society institutions and the private sector.
3. Improving the quality of services provided in the main sectors to women in need and enhancing their access to them (social protection, health, security and justice sectors).
4. Ensure the availability of educational curricula free of discriminatory texts and promote the concept of positive masculinity.
5. Develop, amend, and approve national laws and legislation that limit violence, ensuring women's access to justice, including:

- Penal Code
- The Family Protection Bill
- Personal Status Law
- Draft Law on the Prevention of Human Trafficking
- Draft Law on Legal Aid
- System for the Division of Inheritance Rights

6. Preparing the unified procedures manual for the national transfer system, and the special annex on improving the quality of services in emergency, disaster and occupation situations.
7. Activate the critical cases review team and conduct 3 reviews according to its system.
8. Activating the National Observatory to Combat Violence against Women.

(Third priority): Empowering women in the economic, social and political fields.

On the level of economic empowerment:

The Ministry of Women's Affairs works with governmental institutions and regional and international civil society institutions to raise the level and rate of women's low participation in the labor market through:

1. Providing a legislative environment that regulates relations in the economic field based on economic empowerment strategies and policies such as: Social Security Law, Investment Law, Companies Law, Agriculture Law, Labor Law, and Cooperative Labor Law, which includes a level of commitment to women's economic rights, and does not include discriminatory provisions against women.

2. Providing an enabling environment for small and micro enterprises (SMEs), women entrepreneurship projects, business incubators and cooperatives to address the effects of the aggression and its crimes.

3. Ensuring compliance with the minimum wage and ensuring equal pay for work of equal value between the sexes.

4. Providing a decent working environment for women in line with the standards of the International Labor Organization.

5. Support and promote policies for unpaid care work with partners and work to reduce the burden of social care on women by developing early childhood services.

6. Taking the necessary measures to achieve the sustainable development goals, especially those stated in the fifth goal and the Beijing Platform for Action.

7. Encouraging and stimulating women’s participation in the fields of leadership, creativity, green economy, science, technology, engineering, mathematics, and promising sectors.

8. Working to establish labor courts to facilitate women's access to justice

9. Working with all partners to increase women’s participation in the labor market by 5% by 2030.

10. Integrating gender issues into economic recovery efforts.

11. Implementing social and economic initiatives.

12. Follow-up on the implementation of economic rights/inheritance as one of the most important approaches to combating poverty among women

In the social field:

1. Improve partners' responsiveness in providing services and developing policies to address the impacts of aggression, particularly for orphaned women within the social system.

2. Allocate budgets and development programs for marginalized women's groups (rural and Bedouin women) to compensate for the damages caused by the Israeli occupation and to strengthen their resilience.

3. Assess the damages incurred by women in the Gaza Strip in terms of housing, income, education, and health.

4. Restrict exceptions that allow the marriage of underage girls and establish a strict monitoring system, penalizing anyone who violates the law.

5. Provide support, assistance, and follow-up with the families of female prisoners in rehabilitation and correctional centers.

6. Conduct awareness-raising media campaigns to change the stereotypical image of women and promote community awareness of the importance of women's roles and status.

7. Emphasize the rights of refugee women and enhance the resilience of women in camps by forming an emergency committee to address women's issues and establish a working program for them.

8. Collaborate with the Ministry of Education to improve educational curricula by removing discriminatory texts against women and girls, promoting modern educational materials that support a culture of rights, social justice, and equal citizenship, and encouraging girls to engage in non-traditional studies that align with labor market needs.

9. Improve partners' responses to achieve food security for women-led households as a result of the consequences of aggression (combating the policy of starvation).

10. Collaborate with partners to ensure the availability of services, policies, and procedures for the protection, care, and shelter of abused women and elderly women.

In the political field:

Amending all regulations and systems in all state institutions to be gender-sensitive and promote gender equality through:

1. Enhancing and ensuring women's participation in leading relief efforts, humanitarian interventions, and national emergency committees, with a minimum target of 30% in the reconstruction of Gaza.

2. Implementing the decisions of the national and central councils of the Palestine Liberation Organization (PLO) to ensure a minimum representation of women at 30% in the circles and institutions of the PLO and all state structures.

3. Coordinating with the host countries for refugees through the Palestine Liberation Organization (PLO) and human rights institutions to address the situation of refugee women in order to improve their legal status, particularly regarding civil rights and services such as education and health.

In the legal field:

1. Work with the Ministry of Justice and the Legislative Alignment Committee to align laws with the international agreements that the State of Palestine has joined (across sectors).

2. Prohibit discrimination against women and include this in the provisions of the draft constitution.

3. Review laws, legislation, and interpretive memos from a gender perspective (at the ministry level).

Directions of the Ministry of Women's Affairs

In terms of plans and budgets

1. Incorporate women's issues and integrate them into the plans, policies, programs, and sectoral budgets of the main official institutions.

2. Enhance collaboration with international donors to ensure that funding and projects respond to national priorities and women's needs.

3. Coordinate and network with national mechanisms that support women's empowerment and promote gender equality issues.

4. Cooperation and partnerships between the government, civil society, and the private sector on gender issues, concepts of democracy, and human rights.

5. Providing information about the status of women through statistics, data, policies, studies, plans, and budgets, while developing the capacities of the personnel involved.

In the field of enhancing partnership and dialogue:

1. Open up to civil society organizations and establish a genuine partnership in policy-making, planning, implementation, and monitoring.

2. Involve women in the policy-making processes and the design of programs, laws, and legislation.

3. Enhance the participation of Palestinian women in various international and regional mechanisms and forums.

4. Enhance partnerships and constructive dialogue through national teams that include representatives from the government and civil society to shape policies, monitor progress, and address emerging issues (such as the National Team for the Implementation of Security Council Resolution 1325, the National Committee to Combat Violence, the National Team for Implementing the National Referral System, the Equal Pay Committee, the Women's Employment Committee, the National Team for Implementing the Convention on the Elimination of All Forms of Violence, and the Equal Pay Committee).

Institutional reform and improving the quality of policies and interventions:

1. Automating systems and digital transformation in areas such as monitoring, archiving, administrative affairs, follow-up and evaluation, and creating an electronic database for associations.

2. Improving the governance of the Ministry of Women's Affairs based on the administrative reform plan.

3. Leading the effort to analyze and evaluate complaints submitted by citizens regarding government services from a gender perspective and developing policies to address gaps based on the analysis results.

Areas of Support and Priorities for Bridging the Gender Gap in Palestine

Mentioned below are key proposals regarding the areas of support and priorities for the international community and donors in bridging the gender gap in Palestine, ensuring effective coordination among various stakeholders.

These strategies focus on targeted investments to reduce gender disparities in areas such as social protection, healthcare, employment, and access to justice, among others. They aim to support gender-sensitive economic recovery plans and strengthen coordination mechanisms. Additionally, ensuring the integration of gender equality policies across sectors and facilitating regional and global cooperation will enhance national efforts to achieve justice, equality, participation, empowerment, and protection for Palestinian women. It will also promote their involvement in public affairs and remove the political, legal, economic, and social barriers that hinder this participation.

1. Providing Financial and Technical Support to Address Gender Gaps

Providing sustainable funding and technical assistance to address disparities in key areas of discrimination, including social protection, employment, and access to services for women and girls, particularly in areas affected by occupation and those that are most marginalized.

2. Gender-Sensitive Humanitarian Assistance and Recovery Programs

Providing life-saving services and supporting the development and funding of humanitarian aid and recovery programs that address the specific needs of women, particularly those affected by the occupation, such as survivors of violence and displaced women. This includes safe shelters, legal assistance, psychological and

social support, maternal and reproductive health care, prevention services, protection, and integration.

3. **Supporting Women's Livelihoods and Economic Empowerment**

Creating income opportunities for women in areas affected by occupation, focusing on female-headed households, widows, and marginalized groups. This includes vocational training, funding and support for small businesses, and developing initiatives to increase women's participation in the economic sector.

4. **Enhancing the Quality of Public Health Services, Reproductive and Sexual Health, and Mental Health**

Addressing the impacts of war on women's physical, mental, sexual, and reproductive health, especially for those who have experienced injuries or life-altering situations that require rehabilitation services.

5. **Promoting Women's Leadership in International and Local Peace and Security Processes**

Ensuring women's participation in the peace and security agenda, conflict resolution, and security planning at both national and international levels. This includes leadership training for women, participation in dialogues to end the occupation and resolve conflicts, enhancing involvement in national reconciliation and transitional justice teams, reconstruction efforts, and platforms that influence security and development policies.

6. **Collecting Data and Conducting Gender Analysis**

Investing in gender-disaggregated data collection to inform policies and services that meet women's needs across sectors. This includes conducting national surveys and monitoring systems that track gender disparities.

7. **Gender-Responsive Governance**

Enhancing governance frameworks that ensure accountability for gender equality commitments at the national level, supporting gender-responsive budgeting, monitoring frameworks, and accountability mechanisms that engage civil society.

Areas of support from international institutions and donors to strengthen and enhance the institutional capacities of the Ministry of Women's Affairs to meet these priorities:

International organizations and donors will play a key role in supporting the empowerment of the Ministry of Women's Affairs, aimed at implementing the Ministry's strategy for the years 2025-2027 and ensuring its responsiveness to the

rights and needs of Palestinian women. They will also contribute effectively to supporting the Ministry's role in leading national efforts to bridge the gender gap and coordinate services that meet the diverse needs of women in Palestine, particularly in the context of occupation and its specific impact on women.

1. **Building the capacities for strategic leadership** to lead gender equality initiatives and coordinate with other governmental entities to ensure the effective delivery of services to women:

- Area of support**:** Providing financial and technical assistance to enhance the role and leadership of the Ministry of Women's Affairs in developing strategies and national action plans to achieve gender equality. Investing in technical and administrative training for the staff of the Ministry of Women's Affairs to lead national efforts in gender mainstreaming, advocacy, and policy development to create a tangible impact on the classification of the State of Palestine according to international indicators (Women, Business and Law; Women, Peace and Security; the Regional Violence Index).

2. **Enhancing the Coordinating Role of the Ministry of Women's Affairs** to coordinate the provision of services and action plans related to equality, ensuring comprehensive support for women across all sectors.

- Area of support**:** Supporting the central efforts of the Ministry of Women's Affairs to coordinate and facilitate cooperation among government ministries, UN agencies, international organizations, civil society, and the private sector through the Gender-Specific Sector Working Group and the Aid Coordination Program (AIMS), as well as the national committees chaired by the ministry. This includes establishing multimedia platforms for multiple stakeholders to ensure the integration of gender-sensitive services in sectors such as social protection, health, education, and security.

3. **Mobilization and Advocacy** to enhance the status of women in the international and regional system and to provide avenues for their redress (accountability, justice, reparation, and compensation), enabling women to hold positions in international and regional bodies, and issuing resolutions under the special procedures of the main UN bodies.

- Area of support**:** Advocating for and mobilizing support for these measures from the governments of countries.

4. **Enhance data collection** and monitoring capabilities to track progress in closing the gender gap and adjust national action plans based on evidence and data.

- Area of support: Invest in systems that enable the Ministry of Women's Affairs to collect gender-disaggregated data and monitor cases of violence against women from the community and the occupation through the national observatory.

Additionally, develop a centralized monitoring and evaluation system to track progress in implementing strategies and national plans.

5. **Enhance the participation of the Ministry of Women's Affairs in regional and global networks** to increase its influence and ability to advocate for the needs of Palestinian women on both regional and international stages.

- Area of support: Facilitate the participation of the Ministry of Women's Affairs in regional and international platforms, particularly its role in leading the Women's Committee at the Arab League and engaging in spaces related to human rights law and international humanitarian law, specifically the Convention on the Elimination of All Forms of Discrimination Against Women, the International Covenant on Economic, Social and Cultural Rights, the International Covenant on Civil and Political Rights, and the Security Council resolution on the Women, Peace, and Security agenda, as well as the Women Development Organization of the Organization of Islamic Cooperation and the Human Rights Council / special briefings on the Fourth Geneva Convention, and the United Nations Economic and Social Commission for Western Asia / ESCWA. This includes providing funding for the Ministry of Women's Affairs and active women's organizations to participate in global forums, highlighting the realities of Palestinian women and girls, and showcasing the ongoing repercussions of the continuous aggression against them.