



**State of Palestine**

**National Action Plan- III (NAP- III)**

**Women, Peace and Security (WPS)**

**in Palestine**

**2026-2028**



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## NOTICE

The views and opinions expressed in this plan are those of the Joint Committee that prepared it and do not necessarily reflect the views or positions of the Government of Norway, UN Women, the United Nations, or any of its affiliated organizations.



## Opening Remarks by Her Excellency Ms. Mona Al-Khalili

The Third Generation of the National Action Plan to Implement UN Security Council Resolution 1325 on Women, Peace, and Security in Palestine (2026-2028-)

The launch of the third generation of the National Action Plan to implement UN Security Council Resolution 1325 on Women, Peace, and Security comes at a highly sensitive time, as our Palestinian people face ongoing aggression and a war of extermination that has left deep humanitarian and social impacts, particularly affecting women and girls. This plan represents a responsible national response to this exceptional reality and reaffirms our duty to protect women, uphold their dignity, and strengthen their central role in resilience, recovery, and future-building.

This difficult period has necessitated a reordering of national priorities and a conscious shift from traditional frameworks to a more realistic and flexible approach. The new generation of the

plan is based on an integrated system that positions relief and recovery as an urgent and life-saving entry point, without separating it from protection, prevention, and participation pathways. It is a comprehensive approach that addresses immediate needs while laying the foundation for fair and sustainable recovery.

This plan clearly emphasizes that Palestinian women are not merely recipients of humanitarian aid; they are key actors in crisis management, partners in planning, and central participants in recovery, reconstruction, and decision-making. The women who have borne the burdens of displacement, loss of breadwinners, and collapse of livelihoods are the same women capable of leading resilience pathways, provided they are afforded the necessary protection, resources, and opportunities.

This generation of the plan constitutes the highest national framework guiding government policies, executive plans, and the interventions of international partners. Its aim is to ensure that the issues facing women and girls are systematically and comprehensively integrated into humanitarian response, early recovery, and reconstruction, rather than being treated as secondary or deferred concerns.

At the core of this plan is the principle that protection cannot be separated from accountability, and that relief cannot replace justice. Accordingly, the third generation prioritizes international accountability within the Women, Peace, and Security agenda, through documenting gross violations committed against women and girls, activating national and international mechanisms to hold the occupation accountable for its crimes, ending impunity, and ensuring redress and justice for victims, in line with international humanitarian law and human rights law. Justice is the foundation of peace, and amplifying the voices of Palestinian women on international platforms is not a political choice, it is an essential part of our national responsibility.

Implementing this plan requires an unconditional collective commitment translated into practical steps, beginning with integrating its pillars into all government plans, coordinating partner interventions with national priorities, and providing sufficient and sustainable financial resources. Investing in women at this stage is a direct investment in the resilience of society, its recovery, and the building of a more just and equitable future.

The Ministry of Women’s Affairs reaffirms its commitment to leading this process and working with all national and international partners to transform the third generation of the National Action Plan into a practical tool that guarantees the protection of Palestinian women’s rights, enhances their participation, and contributes to achieving justice and peace.



Ms. Mona Al-Khalili

Minister of Women’s Affairs

Chairperson of the Higher Committee for the Implementation of UN Security Council Resolution 1325



# Terminology in the Palestinian Context



For the purposes of this Plan, the following definitions are adopted in alignment with UN Security Council Resolution 1325, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and General Recommendation No. 30, International Humanitarian Law (IHL), International Human Rights Law (IHRL), and humanitarian standards, including Sphere Standards and IASC Guidelines.

**I- Prevention<sup>1</sup>:** Prevention refers to the analysis of risks of violence and violations prior to their occurrence; the use of community-based early warning systems; the reform of laws and policies that restrict women’s safety; and the strengthening of institutional and community capacities to address tensions at an early stage.

**II- Protection<sup>2</sup>:** Protection refers to ensuring safe and enabling service environments; safeguarding confidentiality and safe referrals; activating legal pathways; securing transportation and shelter; and establishing independent, survivor-centered complaint mechanisms that are responsive to the needs of survivors.

**III- Participation<sup>3</sup>:** Participation means the meaningful and effective participation of Palestinian women and girls—including women and girls with disabilities and survivors—in decision-making, planning, implementation, and oversight at the local, national, regional, and international levels, on an equal and non-discriminatory basis. This includes:

- Institutional representation through clear quotas, not merely symbolic presence;
- Reasonable physical and digital accessibility and facilitation services (transportation, childcare);
- Appropriate time arrangements that ensure equality of outcomes;
- Binding partnerships with feminist organizations, community councils, municipalities, and universities;
- The systematic integration of women’s voices into contracts, procurement processes, reconstruction plans, and public policies.

**IV-Relief, Early Recovery, and Recovery<sup>4</sup>:** Relief, early recovery, and recovery refer to the provision of rapid, safe, and gender-responsive humanitarian assistance that guarantees dignified and non-discriminatory access to essential services for women and girls, including food, water, shelter, health care, protection, and information. Humanitarian response constitutes an initial phase that must be linked to early pathways of economic and social recovery, restoring women’s self-reliance and strengthening resilience through income-generation opportunities, re-connection to services, and dignified conditions for social reintegration. Humanitarian assistance is not a substitute for rights, but rather a bridge toward sustainable recovery. It is delivered in accordance with Accountability to Affected Populations (AAP) principles, including participation, transparency, respect, safe complaints and feedback mechanisms, and the commitment to do no harm.

**V- Accountability<sup>5</sup>:** Accountability refers to enabling affected persons to access justice and remedies, and to holding perpetrators—individuals or institutions—accountable for acts or omissions that violate the rights of Palestinian women and girls. This includes international accountability for grave violations committed in the context of occupation, ending impunity, and ensuring reparations. Based on the role of Palestinian governmental institutions, accountability entails pursuing appropriate international and legal mechanisms to hold the occupying power accountable for crimes and violations against Palestinian women and girls, ending the policy of impunity, and ensuring reparations and compensation for victims.

**VI- Sphere Standards<sup>6</sup>:** The Sphere Standards constitute an international rights-based and technical reference that defines minimum standards for the quality of humanitarian response and strengthens accountability to affected populations. They are issued in the Sphere Handbook, which is not a legally binding instrument per se, but a globally recognized benchmark used to demonstrate quality, accountability, and alignment of national plans with humanitarian best practices. Sphere includes:

- The Humanitarian Charter, affirming the rights of crisis-affected people to dignity, protection, and assistance;
- Protection Principles, including do no harm, protection from violence and exploitation, safe and equitable access to services, and support for individual rights;

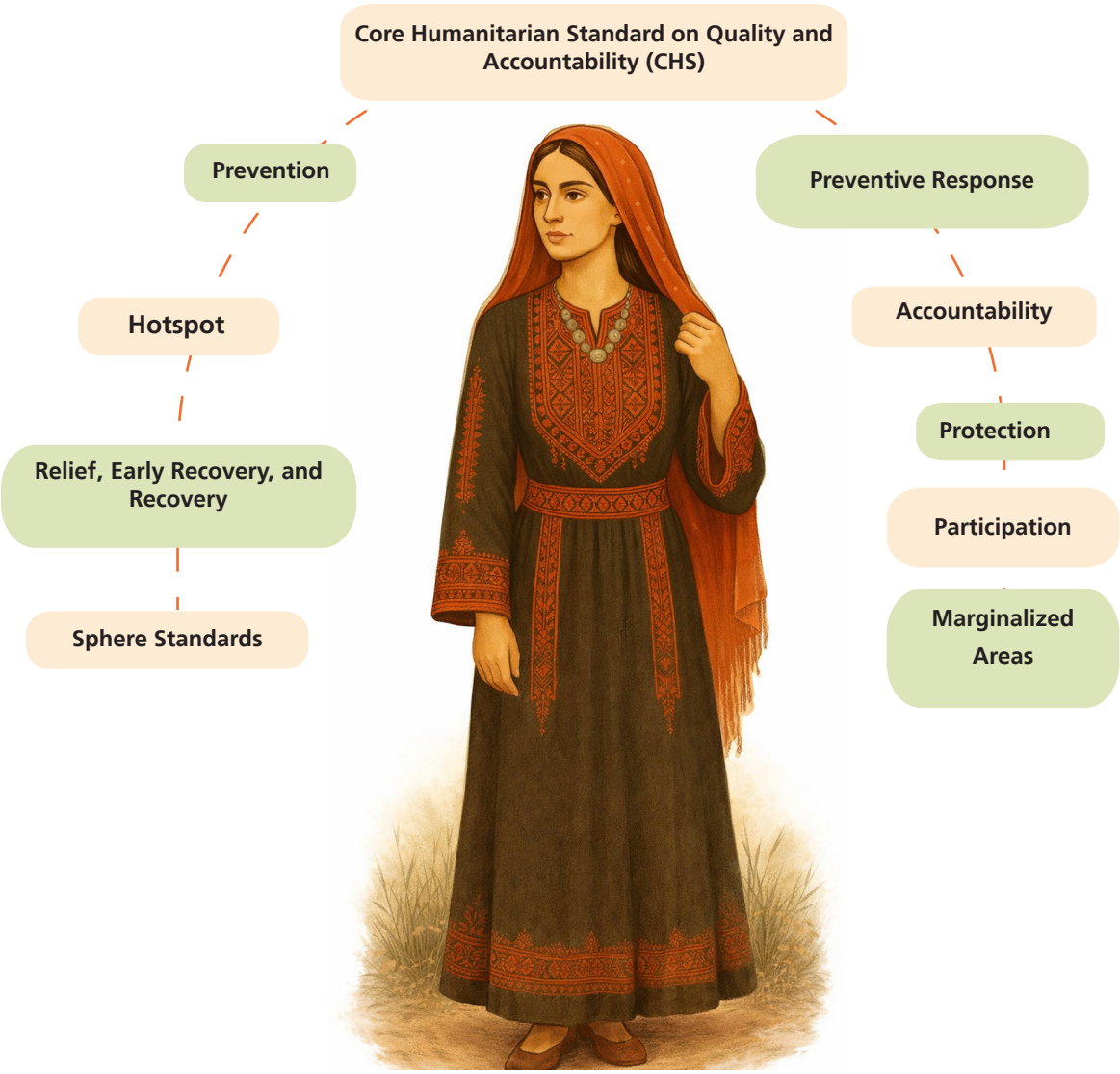
- Sectoral Minimum Standards, with key actions, indicators, and guidance in four main areas:
  1. Water, Sanitation and Hygiene (WASH);
  2. Food Security and Nutrition;
  3. Shelter and Safe, Dignified Temporary Housing Solutions that preserve privacy and meet the actual needs of all groups without causing harm;
  4. Health

**VII- Core Humanitarian Standard on Quality and Accountability (CHS)<sup>7</sup>:** The CHS is a global framework aligned with IHL and humanitarian principles, defining what people affected by crises can expect from humanitarian organizations in terms of quality and accountability. It comprises nine commitments, translated into practical indicators and institutional systems, and is used alongside the Sphere Handbook and other standards to ensure safe and equitable humanitarian response. Its objective is to improve programme quality and outcomes, ensure accountability to affected populations—not only to donors—and establish a shared language for monitoring, evaluation, and governance.

**VIII- Hotspot<sup>8</sup>:** A service location, shelter, or population cluster that exceeds a defined threshold of monthly incident reports or records a pattern of incidents within a 90-day period.

**IX- Preventive Response<sup>9</sup>:** An intervention aimed at reducing the likelihood of exposure to harm before it occurs (such as improving lighting, enhancing privacy, improving access routes, adjusting schedules or pathways, organizing gathering points). This does not include the detailed management of medical or legal cases.

**X- Marginalized Areas:** Areas located behind the Separation Wall and other isolated areas, including Bedouin communities.



1 UN Women (2015). “Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of UNSCR 1325.”

2 UNFPA & UN Women (2016). GBV Coordination Handbook

3 UN Women (2012). Women’s Participation in Peace Negotiations: Connections between Presence and Influence.

4 OCHA (2019). Humanitarian Response Plan — Protection & Early Recovery Sections.

5 IASC (Inter-Agency Standing Committee) (2017). Commitments on Accountability to Affected Populations (CAAP).

6 Sphere Association (2018). The Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response.

7 CHS Alliance, Sphere & Groupe URD (2014/2018/).

8 UNHCR (2021). Protection Incident Monitoring Toolkit.

9 WHO & UNICEF (2022). Inclusive Humanitarian Action Guidelines.



# Introduction



NAP- III is grounded in a critical reading of the Palestinian context, which reveals the interconnection of two structural factors that continuously produce risks for women and girls:

- 1. Institutional and social gender inequality, and
- 2. The Israeli occupation, with its production of organized violence, war of genocide, forced displacement, and chronic restrictions on access to services and resources.

Accordingly, the Plan has been developed with a primary focus on the **relief and recovery pillar** within the Women, Peace and Security agenda, as the most urgent entry point in the aftermath of the genocidal war committed by the Israeli Occupation, without neglecting its intersection with the pillars of prevention, protection, participation, and accountability.

Operationally, the Plan prioritizes the Gaza Strip as the epicentre of the humanitarian crisis, while extending to hotspots and areas of friction in the West Bank—particularly northern West Bank refugee camps, Bedouin communities, Area C of the occupied West Bank, East Jerusalem and its peripheries, and the Jordan Valley—as high-risk environments requiring context-specific and immediately actionable solutions.

NAP -III is based on a systematic review of the National Action Plan- I (2017–2019) and the National Action Plan- II (2020–2024) across the five pillars of Resolution 1325 (prevention, protection, participation, relief and recovery, and accountability), translating lessons learned into practical implementation options for the third generation (2025–2027). NAP- III adopts a unified reference framework linking every outcome, output, and activity to binding or interpretive legal and normative standards—including Resolution 1325, CEDAW General Recommendation No. 30, the Beijing Platform for Action, International Humanitarian Law, and other relevant treaties and resolutions—alongside a unified indicator system that facilitates monitoring and accountability. This ensures a shift from broad normative commitments to evidence-based, measurable, and adaptive design, capable of responding to the complexities of the context and the consequences of the genocidal war committed by the Israeli Occupation, particularly in Gaza, East Jerusalem, refugee camps, the Jordan Valley, and Bedouin communities.

NAP- III also introduces key developmental orientations for the third generation, most notably:

- Positioning Resolution 1325 as a tool for holding the Israeli occupation accountable and for international advocacy and pressure, not merely as a protection framework;
- Mainstreaming the Women, Peace and Security agenda into national sectoral policies and plans;
- Standardizing and systematizing the collection of disaggregated data in cooperation with the Palestinian Central Bureau of Statistics;
- Activating partnerships with civil society, feminist coalitions, and transparency and accountability mechanisms.

The Plan’s implementation framework follows a clear results chain



with documented normative references for each element and an indicator matrix that supports decision-making and establishes baselines for mid-term and final monitoring. This approach intersects with and complements national plans addressing gender-based violence and economic, political, and social empowerment, ensuring coherence of interventions at the local level and context-appropriate implementation in the contexts of occupation, blockade, and forced displacement.



# The Multi-Layered Legal Framework of the Women, Peace and Security Plan

UN Security Council Resolution 1325 and the subsequent resolutions under the Women, Peace and Security (WPS) agenda constitute the binding international framework upon which States and UN entities rely to address the situation of women and girls in contexts of armed conflict, occupation, and instability. The Plan explicitly refers to both “conflict” and “occupation” in line with definitions recognized within the United Nations system and International Humanitarian Law (IHL).

This framework enables States to develop national policies and action plans grounded in international standards. It goes beyond protection from violence to position women as active agents in prevention, participation, relief and recovery, and accountability. It also obliges the UN system and donors to integrate these dimensions into planning, financing, and reporting processes.

In addition, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), General Recommendation No. 30, and the Beijing Platform for Action provide a structural, rights-based dimension. CEDAW highlights gender-based discrimination in law and practice and mandates its elimination; General Recommendation No. 30 clarifies how State obligations toward women apply in situations of armed conflict, occupation, and displacement; and the Beijing Platform for Action offers thematic monitoring frameworks (violence, health, economy, media, etc.) that serve as analytical lenses for impact tracking.

These instruments intersect with International Humanitarian Law and International Human Rights Law, which together define the non-derogable minimum standards for the protection of civilians, continuity of essential services, and the prohibition of forced displacement and collective punishment. At the operational level, the Sphere Standards and the Core Humanitarian Standard on Quality and Accountability (CHS) provide a shared operational language among humanitarian actors—across shelter, water, sanitation and hygiene (WASH), health, protection, accountability to affected populations, and prevention of sexual exploitation and abuse—translating rights into measurable quality indicators.

Furthermore, the United Nations Economic and Social Council (ECOSOC) resolution on the “Situation of and Assistance to Palestinian Women” (2025) adds an important political-procedural layer. It annually documents the impact of the Israeli occupation on Palestinian women and girls, records structural restrictions on access, services, and livelihoods, and provides the UN system and Member States with an official evidentiary record to inform political dialogue and funding decisions.



At the national level, these international references are integrated with the Palestinian constitutional and legal framework and sectoral strategies (justice, social protection, health, labour, local governance, etc.), generating a normative value chain that extends from international principles to national instruments and ultimately to operational procedures at the service-provider level.

This alignment—between UNSCR 1325, CEDAW, the Beijing Platform for Action, IHL, IHRL, and humanitarian standards on the one hand, and national laws and strategies on the other—forms the foundation of the Third-Generation National Action Plan (NAP-III) as part of a coherent system. The international framework provides the normative ceiling, political leverage, and reporting obligations; the humanitarian operational framework supplies minimum standards and measurement tools; and the national framework ensures institutional legitimacy, implementation architecture, and data gateways.

In this sense, NAP- III serves as a convergence point between international accountability tracks and compliance reporting (UNSCR 1325, CEDAW, ECOSOC) and national planning, budgeting, and oversight cycles. The indicator language, national surveys produced by the Palestinian Central Bureau of Statistics, complaints mechanisms, and quality-assurance systems function as a “transmission mechanism” translating these principles into regular impact tracking across governorates, communities, and high-risk groups (the Gaza Strip, East Jerusalem, refugee camps, the Jordan Valley/Bedouin communities, women with disabilities, current and former detainees).

Accordingly, the Plan does not operate in isolation, but within a multi-layered reference framework that enables an internationally comparable, institutionally coherent, and locally grounded reading of the realities faced by Palestinian women.

# Methodology for Developing the National Strategy



To develop the third generation of the National Action Plan, the following steps were undertaken:

## A. Secondary Data Review

A comprehensive desk review was conducted of all relevant documentation, including:

1. National statistics produced by the Palestinian Central Bureau of Statistics (PCBS);
2. Documentation and evaluation reports of Nap-I and NAP-II;
3. National strategies and official government reports;
4. UN reports, studies, and evaluations related to the Women, Peace and Security agenda;
5. Academic research and civil society studies on gender, conflict, and war in Palestine.

As part of the desk review, a draft questionnaire was developed to guide both the capacity needs assessment and primary data collection processes. The questionnaire was informed by the findings and lessons learned from the NAP-I (2017–2019) and NAP-II (2020–2024), their evaluation reports, and relevant monitoring frameworks developed by the Ministry of Women’s Affairs, UN Women, and civil society partners on the implementation of UNSCR 1325 in Palestine. This ensured that the tool was context-appropriate, evidence-based, aligned with prior commitments, and responsive to emerging challenges in the current humanitarian and political context.

## B. Primary Data Collection

Despite the importance of secondary data as a baseline, the rapid evolution of the humanitarian and political context necessitated the collection of primary data to capture the lived realities of women in the West Bank, including occupied East Jerusalem, and the Gaza Strip.

Data collection methods included:

- **Focus Group Discussions (FGDs):** Two discussions were held with the Higher National Committee for UNSCR 1325 and the National Committee to Combat Violence against Women and Girls.
- **Key Informant Interviews (KIIs):** Eight interviews were conducted across four main stakeholder groups:
  1. Members of the Higher National Committee (HNC), including government ministries mandated to implement UNSCR 1325;
  2. Women’s rights institutions and feminist coalitions involved in monitoring the implementation of the NAP-II;
  3. Civil society actors working directly with marginalized groups (young women, women with disabilities, women in Gaza, refugee camps, and rural areas);
  4. Technical institutions such as the Palestinian Central Bureau of Statistics and academic/research bodies providing expertise on data and monitoring.

This approach ensured the inclusion of both institutional leadership and community-based perspectives.

## C. Quantitative and Qualitative Data Analysis

- **Data coding:** Interview and focus group data were systematically coded and analysed;
- **Quantitative analysis:** Descriptive analyses and disaggregated comparisons (by location, age, disability, displacement status) were conducted, with baseline indicators and trend analysis (pre-/during/post-crisis) highlighting gender-based disparities;
- **Qualitative analysis:** Interviews and focus groups were analysed to explore lived experiences, access constraints under unlawful military barriers imposed by the occupation, and pathways to protection and empowerment.

## D. Initial Drafting and Consultative Review

- **First draft:** A draft comprising a context analysis, logical framework, and results matrix was prepared based on analytical outputs, with annexes and data sources attached;
- **Partner consultation:** The draft was presented to the Ministry of Women’s Affairs, the Higher National Committee (HNC), the National Coalition to Combat Violence, and partner agencies (UN entities, feminist and sectoral organizations);
- **Revision:** Feedback was consolidated and integrated in line with the overall framework of the Plan.

## E. Final Draft and Endorsement

- **Pre-final version:** A near-final draft was circulated among partners for final validation;
- **Endorsement:** The final version was formally endorsed by the National Coalition.



## Target Groups, Rationale for Selection, and Intervention Focus

Based on community consultations and a review of available evidence, the Plan prioritizes specific groups, including: internally displaced women, female-headed households, refugee women in camps, women in Bedouin and eviction-threatened communities, women and persons with disabilities, young women, older women, women in East Jerusalem and its periphery, and current and former women detainees. These groups face compounded risks that significantly constrain access to services, safety, and resources.

The prioritization of these groups does not imply the exclusion of other women—particularly in the Gaza Strip, where vulnerability is widespread—but rather serves as a temporal and geographic prioritization mechanism to maximize impact under limited resources.

Endorsement: The final version was formally endorsed by the National Coalition.



## Why This Focus Enhances Effectiveness and Impact

- **Vulnerability-based prioritization:** These groups experience intersecting risks (displacement, loss of shelter or breadwinner, disability, mobility and legal restrictions, social stigma), requiring immediate harm-reduction interventions.
- **Resource efficiency:** Concentrating services in high-intensity locations (refugee camps, the Jordan Valley, collective shelters, East Jerusalem neighborhoods) reduces access costs and expands coverage within shorter timeframes.
- **Measurability and monitoring:** Clearly defined groups and locations enable the development of precise indicators (referral and response time, accessibility and accommodation rates, service-package completion), supporting continuous improvement.
- **Intersectionality:** Combining gender with other factors (disability, age, legal and geographic status, prior detention) reveals hidden gaps often overlooked by generalized programming.
- **Harm reduction and safety:** Context-sensitive interventions (privacy, safe transportation, disability accommodations, legal alternatives in East Jerusalem) reduce the risk of re-victimization.
- **Scalability and replication:** Piloting interventions in high-risk groups and locations generates operational models that can later be scaled as funding and capacity increase.
- **Alignment with national and international frameworks:** This focus is consistent with UNSCR 1325, CEDAW, and GBV protection standards, facilitating alignment among partners and donors.

All women—particularly in the Gaza Strip—remain within the scope of humanitarian response. This prioritization is applied as a phased approach, not an exclusionary mechanism. As resources expand, coverage will progressively extend to additional groups and areas while maintaining the same quality standards and safeguards.



# Context: The Situation of the Groups Covered by the National Plan



This section examines the situation of Palestinian women within the social, political, and economic landscape of the occupied Palestinian territory (oPt), with particular focus on the Gaza Strip, refugee camps in the West Bank, Bedouin/herding communities in the so-called Area C of the occupied West Bank, and East Jerusalem. It illustrates how chronic structural constraints—such as entrenched patriarchal norms, unlawful Israeli military checkpoints, restrictions on movement, and unequal access to services—intersect with the current war of genocide and a severely deteriorated protection environment to produce layered and intersecting vulnerabilities that affect women and girls in differentiated ways.

The analysis adopts an intersectional lens, assessing differential impacts on women and girls by age, legal status, disability, forced displacement, and detention, with particular attention to the compounding effects of unpaid care burdens, loss of livelihoods, and disruption of essential services in heightening risks of gender-based violence (GBV).

This section draws on official statistics and humanitarian reporting—particularly from the Palestinian Central Bureau of Statistics (PCBS), OCHA, UN Women, UNFPA, UNICEF, and UNRWA—to distil key evidence on socio-economic exclusion, access to services, forced displacement dynamics, and protection risks. It also integrates data on women with disabilities and women formerly and currently detained in Israeli prisons, and provides an in-depth analysis of the West Bank, including occupied East Jerusalem, based on data from refugee camps and Area C of the occupied West Bank. The purpose is to establish a clear, data-driven baseline to inform both the analysis and the results framework of the National Plan.

## Gaza Strip: Layers of Structural Barriers Intensified by the War of Genocide

Prior to 7 October, women in the Gaza Strip were already confronting deeply rooted patriarchal norms, a protracted and suffocating blockade, and persistent socio-economic exclusion. Restrictions on movement severely limited access to sexual and reproductive health services, education, and formal employment, reinforcing women’s confinement to unpaid care work and the informal economy (UN Women, 2020; OCHA, 2020). On the eve of the genocide committed by the Israeli Occupation, women’s labour force participation in Gaza stood at 17 per cent, female unemployment reached 41 per cent, and 52.2 per cent of female-headed households were living below the poverty line, compared with 10.2 per cent in the West Bank (PCBS, 2023).

The genocidal war, committed by the Israeli Occupation, has precipitated a sharp collapse in women’s incomes and economic security. Approximately 28,524 women out of 35,200 wage-earning women lost their jobs, while 4,213 women entrepreneurs and self-employed workers saw their businesses damaged within the first three months of the war, accounting for 16.4 per cent of total job losses (Ministry of Women’s Affairs, 2024). The number of newly widowed women has been estimated at over 12,000, many of whom have assumed sole responsibility for household provision and care amid massive infrastructure destruction and market collapse (Ministry of Women’s Affairs, 2024).

UN reports document severe overcrowding in shelters, lack of privacy, and widespread disruption of sexual and reproductive health (SRH) and mental health and psychosocial support (MHPSS) services. Displaced women reported being compelled to remain fully veiled at all times, reducing food and water intake to avoid unsafe sanitation facilities, and severely restricting movement to prevent harassment (UN Women, 2024; UNICEF, 2024/2025).

The destruction of the health system has been a critical driver of marginalisation and declining quality of care. According to WHO (August 2024), 53 per cent of hospitals and 56 per cent of primary health care facilities in Gaza had ceased functioning, critically undermining the system’s capacity to provide maternal and neonatal care, manage cases of sexual violence, and ensure continuity of treatment for chronic illnesses. Acute food insecurity and price inflation further increased women’s unpaid care and food provisioning burdens. In addition, aid registration practices that prioritise male heads of household frequently prevented women from accessing assistance directly, often requiring proof of widowhood or divorce (UN Women, 2024).

## Gender-Based Violence (GBV)

Rapid assessments indicate heightened risks of sexual violence, domestic violence, and exploitation, particularly in overcrowded shelters. An assessment by UN Women found that 56 per cent of women reporting violence during displacement identified the perpetrator as a stranger within shelter environments. At the same time, GBV referral pathways and specialised services have largely collapsed, severely constraining survivors’ ability to seek support (UN Women, 2023–2024; UNFPA/GBV AoR, 2023–2024).

Where feasible, the distribution of dignity kits and menstrual hygiene management supplies has constituted a critical protection, dignity, and mobility intervention (UNFPA, 2024). These kits reduce the need for women and girls to leave shelters at night or travel long distances to dark and unsafe facilities, thereby lowering exposure to harassment and violence. They enable safe and dignified menstrual management in overcrowded settings, reducing stigma and embarrassment. Regular access to these supplies also mitigates self-imposed mobility restrictions and increases women’s ability to attend school, work, or collect assistance, as many women refrain from participation during menstruation in the absence of such items. Moreover, dignity kits contribute to reducing skin infections, urinary tract infections, and other health complications associated with poor hygiene in conditions of severe water scarcity.

According to PCBS data for Q4 2024, youth female unemployment (ages 15–29) in Gaza reached 80.3 per cent, while the proportion of young women not in education, employment, or training (NEET) rose to 73.8 per cent during November–December 2024. UNFPA reported escalating psychological distress and increased community and domestic violence affecting adolescent girls and married girls under 18, alongside intensifying pressures for child marriage (UNFPA, 2024). For older women, UNRWA estimated that more than 100,000 elderly women experienced forced displacement in Gaza, facing acute shortages of medication and age-appropriate facilities. Elderly women—often widows—also experienced heightened social isolation and increased caregiving burdens (UNRWA, 2024; OCHA, 2023; Ministry of Health, 2023).

## The West Bank: Refugee Camps, Displacement Dynamics, and Bedouin/Herding Communities

Since October 2023, Israeli forces have intensified military incursions in and around refugee camps, including Jenin, Tulkarm, and Balata, causing extensive damage to homes, schools, roads, and public infrastructure. Women and girls have been subjected to prolonged curfews, electricity and water outages, and severe disruption to health referrals and GBV services. Testimonies from camp committees and humanitarian actors indicate impeded access to antenatal care, disruption of girls’ education, and prolonged suspension of MHPSS services and safe spaces following repeated incursions—further increasing unpaid care workloads and exposure to violence during movement to access services (OCHA, 2023–2025).

In Area C (Jordan Valley/central West Bank), Bedouin and herding communities face demolition orders, confiscation of tents and solar energy units, restrictions on access to grazing lands and markets, and widespread settler violence, including theft of livestock and crops and physical assaults. These practices have driven the forcible displacement of multiple communities. Within this context, women bear increased time burdens to secure water and food, face unsafe roads and checkpoints, and experience reduced access to antenatal care and psychosocial support.

Girls’ educational continuity is under serious threat due to long distances to schools, seasonal mobility linked to herding, and heightened security risks along travel routes. Women and girls with disabilities in camps and Area C face “multiple and intersecting discrimination,” exacerbated during raids and demolitions by the lack of accessible transport, facilities, and services (OCHA West Bank and Area C of the occupied West Bank Updates, 2023–2025; PCBS, 2019/2023/).

## East Jerusalem: Layered Legal and Administrative Exclusion

Women in East Jerusalem live under the precariousness of residency status, restrictive building permit regimes, demolition policies, and policing practices that impede access to education, health care, justice, and formal employment. Jurisdictional fragmentation results in the dispersal and fragmentation of GBV and legal services. Girls and young women experience recurrent educational disruption due to raids and policing measures by Israeli occupation forces, while older women face growing isolation and barriers to continuous care. Significant accessibility gaps persist for persons with disabilities within municipal and civil society services (OCHA West Bank Updates, 2023–2025; UNFPA GBV Briefs, 2024).



Persons with Disabilities

Persons with disabilities are among the most marginalised groups in education, employment, and access to basic services in the oPt, with women and girls experiencing compounded discrimination. Pre-genocide national data indicated a disability prevalence of 2.4 per cent in the Gaza Strip, with 21 per cent of households including at least one person with a disability. Only 53 per cent of children with disabilities were enrolled in school, with wider gaps for girls due to stigma, lack of reasonable accommodation, and inadequate access to safe sanitation facilities (PCBS, 2019; UNICEF, 2022).

In the West Bank, structural barriers imposed by unlawful Israeli military checkpoints—including inaccessible transport, lack of adapted learning materials, absence of sign language in classrooms, and insufficient teacher training—have constrained enrollment and retention, particularly for girls with disabilities, who exhibit higher rates of early dropout.

In the labour market, pre-war unemployment among persons with disabilities in Gaza exceeded 90 per cent, with pronounced gender disparities: unemployment among women with disabilities surpassed 93 per cent in some governorates, compared with 86 per cent for men. This reflected limited access to vocational and technical training, absence of workplace accommodations, and lack of safe and accessible transport (PCBS Labour Force Survey, 2022–2023). In the West Bank, despite lower overall unemployment, women with disabilities’ labour force participation remained below 7 per cent—the lowest in the Arab region—due to social and familial constraints, weak support for entrepreneurship, and lack of assistive technologies.

Following the onset of the war of genocide in Gaza after October 2023, both the education and labour sectors collapsed. Over 80 per cent of schools and universities were partially or fully destroyed, depriving more than 625,000 children of education, including a growing number of children with newly acquired disabilities resulting from mass injuries and amputations (OCHA, March 2024; UNICEF, January 2024). Large-scale forced displacement resulted in the near-total suspension of inclusive education services and the absence of accessible materials (Braille, sign language, assistive devices), further marginalising children with disabilities—especially girls, who are often excluded from temporary or informal learning spaces.

Regarding employment, the war of genocide led to the near-total shutdown of Gaza’s economy and the collapse of home-based micro-enterprises that constitute a primary income source for women with disabilities. Estimates for 2024–2025 indicate that more than 95 per cent of persons with disabilities lost their livelihoods, while thousands of assistive devices (wheelchairs, prosthetics) were damaged or lost during displacement, rendering access to work virtually impossible (UNFPA, 2024; ESCWA, 2024). Women with disabilities were disproportionately affected due to the loss of caregivers, disrupted transport, and residence in non-accessible shelters.

In the West Bank, the escalation of Israeli military incursions since 2023 has disrupted access to schools, interrupted teaching and learning, and reduced women with disabilities’ participation in economic life due to movement restrictions, road closures, and fear of travel. This has further widened socio-economic gaps, underscoring the urgent need for inclusive policies that integrate support for inclusive education, economic empowerment, and protection services responsive to both gender and disability.

Palestinian Women Prisoners and Former Detainees

The experience of Palestinian women prisoners unfolds as a continuous chain of violations that begins at the moment of arrest and does not end with release. Arrest operations are often conducted at night and with excessive force, involving handcuffing, blindfolding, and home invasions in the presence of children. In the Gaza Strip—particularly following military incursions—field arrests of women have been documented during displacement or at unlawful Israeli military checkpoints. Some women were transferred to temporary or undisclosed detention sites without their families being informed of their whereabouts for extended periods (OHCHR, Updates 2023–2025; Addameer Prisoner Support and Human Rights Association, Annual Reports 2023–2025; B’Tselem, 2024).

During transfer and initial detention, recurrent complaints include verbal abuse, humiliating body searches, denial of access to water and sanitation facilities, painful prolonged shackling, and sleep deprivation. Interrogation phases frequently involve psychological pressure, threats against family members or children, prolonged solitary confinement, denial of access to legal counsel, and stress-inducing interrogation positions (HaMoked – Center for the Defence of the Individual, Briefings 2023–2025; Human Rights Watch, 2023–2024).

Inside detention facilities, violations intersect across living conditions, health, and dignity. Chronic overcrowding, poor-quality food, inadequate heating and cooling, water interruptions, and limited access to personal hygiene supplies—including menstrual hygiene materials—are widely reported, alongside restrictions on clothing and books (Addameer, 2024–2025; Physicians for Human Rights–Israel, Medical

Neglect in Prisons, 2023–2024). In terms of health care, reports consistently cite delays and neglect, limited access to gynecological services, postponed examinations and surgeries, and, in some cases, shackling during medical transfers or cancellation of appointments on the grounds of “security considerations.” These practices prolong treatment gaps and exacerbate the psychological impact on women detainees and their children (ICRC Statements, 2023–2024; OCHA, 2024–2025).

Violations often assume an explicitly gendered dimension. Women detainees are subjected to humiliating physical searches, verbal sexual harassment, and threats of social stigma, alongside breaches of privacy during searches or medical examinations (CEDAW Committee, Concluding Observations on the Occupying Power, 2017 and Follow-up Updates 2022; Amnesty International, 2024; Addameer, Women in Detention, 2023).

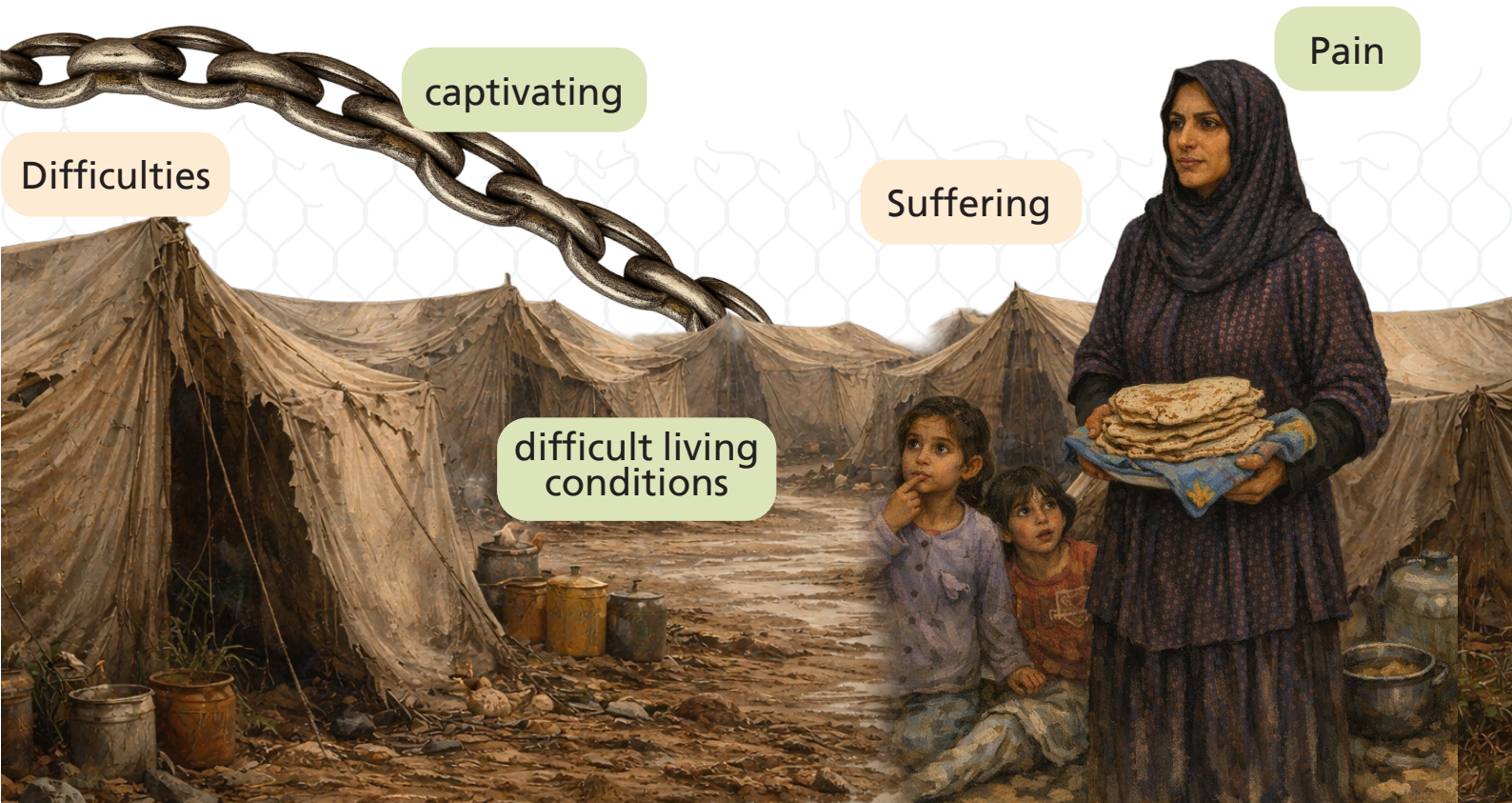
Compound vulnerabilities are particularly acute among specific groups: mothers, adolescent girls and young women, and women with disabilities or injuries who face non-adapted detention environments and a lack of assistive devices. This also includes women from the Gaza Strip subjected to field or secret temporary detention, whose names were delayed in appearing on official lists, resulting in days of enforced disappearance and complete communication blackout prior to transfer to prisons inside Israel (UNFPA, Gender Analyses in the Gaza Context 2023–2024; OHCHR).

In the context of widespread destruction, repeated displacement, and loss of breadwinners in Gaza, the detention of a female head of household often precipitates a sharp deterioration in family well-being, affecting children, older persons, and persons with disabilities. Movement restrictions and aid access constraints further limit families’ ability to conduct prison visits or pursue legal follow-up (OCHA, Displacement and Access Constraint Reports 2024–2025; UNRWA, Refugee Situation Briefs 2024).

At the procedural and legal levels, the expanded use of administrative detention without charge or effective judicial challenge has been accompanied by growing barriers to access to justice, including language barriers, permit regimes, financial costs, procedural delays, and the increasing reliance on video-link court hearings that undermine the effectiveness of defence representation (HaMoked, Administrative Detention Reports 2023–2025; Addameer, Statistics and Position Papers 2024–2025; ACRI, Monitoring of Remote Court Hearings 2024). Documentation and follow-up are further impeded by restricted access to medical records and limitations or bans on independent experts’ entry, constraining the professional substantiation of violations (Barriers to Accessing Medical Records, 2023; UN Special Rapporteur on Torture, Communications 2024).

Upon release, gaps and harms persist. Many formerly detained women experience post-traumatic stress symptoms, insomnia, anxiety, and depression, alongside difficulties in resuming education or employment. Some face social stigma, while the resolution of civil and legal matters—ranging from the recovery of personal documents to outstanding fines, pending orders, and family reunification—remains a protracted and obstacle-laden process (UN Women, Updates on the Situation of Former Women Prisoners 2024; Addameer, Post-Release Follow-Up Files 2023–2025).

Taken together, the experience of Palestinian women prisoners constitutes a prolonged coercive trajectory extending from arrest through detention and into the post-release phase, driven by a multilayered regime of constraints and intersecting social, gendered, and geographic vulnerabilities.





# National Action Plan 2026–2028

## Women, Peace and Security



### Strategic Directions and Theory of Change

The Plan is grounded in a comprehensive humanitarian–recovery approach that positions “life-saving rapid response that enables income-generating recovery” as the overarching framework within which the pillars of prevention, protection, participation, and accountability are integrated. In the highest-risk contexts—particularly the Gaza Strip, refugee camps in the northern West Bank, the Jordan Valley, Bedouin communities, and East Jerusalem—the Plan advances through four interlinked tracks, operationalised according to the principle of “humanitarian response first, followed by early recovery, and then institutional anchoring.”

#### Track One: Minimum Protection Package

This track institutionalises a minimum protection package through safe, equitable, and timely access for women and girls—especially female-headed households and women and girls with disabilities. This is achieved through multiple, low-threshold service delivery channels; mobile service points; and referral pathways activated within 72 hours, alongside safety adaptations in shelters and basic services.

#### Track Two: Community–Institutional Prevention System

This track builds a community–institutional prevention system anchored in women-led early warning mechanisms at the local level and “service safety checklists,” combined with rapid and medium-term structural adjustments through gender-responsive reconstruction and rehabilitation designs. These include improved lighting, enhanced privacy, accessible pathways, and safe transportation, alongside simplified justice pathways that enable the issuance of protection orders within seven days, and field-based training programmes for police, prosecutors, and civil and Sharia/family courts.

#### Track Three: Participation and Decision-Making

This track expands the base of participation and decision-making through binding quota regulations, ensuring no less than 40 per cent women’s representation in committee membership and 30 per cent in decision-making positions, including within judicial and prosecutorial bodies involved in local committees, emergency committees, and shelter management. It further links reconstruction value chains to a requirement of at least 20 per cent women’s participation in supervision, monitoring, and urban planning processes. In parallel, it raises registration in women’s names within humanitarian and economic registries to 50 per cent, and establishes user councils composed of women—particularly female heads of household—in the majority of targeted municipalities.

#### Track Four: Accountability, Advocacy, and Pressure

This track centres on accountability, advocacy, and pressure through a unified national monitoring and documentation system that issues public quarterly reports; an independent, safe complaints mechanism with rapid response times and multi-sectoral referral pathways; and a legal–diplomatic track aimed at holding the Israeli occupation accountable for violations committed against Palestinian women and girls.

The Theory of Change is based on a straightforward premise: if there is simultaneous investment in (1) enabling institutional inputs (binding quota regulations, protection and referral protocols, alternative payment channels, and disaggregated data tools with participatory analysis); (2) enabling community infrastructure (women’s committees, user councils, and safe local support networks); and (3) critical service infrastructure (accessible, safe shelters and services capable of functioning amid disruption), then operational interventions will translate into measurable humanitarian and recovery outputs.

These outputs include: coverage of most “hotspots” through 24/7 effective early warning systems with shorter response times; systematic closure of complaints and cases within defined timelines; a tangible increase in women’s representation within decision-making structures and reconstruction chains; and rapid cash–service flows that reduce the vulnerability of female-headed households.

These outputs generate intermediate outcomes, most notably reduced exposure to violence and occupation-related risks, improved resilience and income levels, and strengthened representative voice for women in local decision-making. Through quarterly cycles of monitoring, learning, and adaptive improvement, and through the adoption of transparent feedback and accountability channels vis-à-vis communities and donors, the final outcome takes shape: a more just, inclusive, and resilient system of protection, prevention, participation, and recovery, capable of responding to protracted crises. Access, disruption, and stigma risks are managed through

offline alternatives, safe transportation, and finely tuned, context-specific adaptations—such as tailored legal arrangements in East Jerusalem; mitigation of distance and unlawful military checkpoint barriers in the Jordan Valley; and responses to material restrictions and service outages in the Gaza Strip. The data pillar—implemented in partnership with universities and the national statistical system—ensures improved evidence quality, progress measurement against agreed indicators, and the feeding of legal and diplomatic advocacy tracks with verified quantitative data and documented narratives. In this way, humanitarian response and recovery remain the unifying framework and driving force across all pillars of the Plan.

### Protection Pillar

#### Strategic Objective

By Q4 2027, ensure safe, equitable, and timely access for women and girls—particularly female-headed households and women and girls with disabilities—to a Minimum Protection Package in high-risk areas (the Gaza Strip, northern West Bank refugee camps, the Jordan Valley, Bedouin communities, and East Jerusalem), through:

**Reducing the time to restore the integrated package** (safe shelter with privacy; adapted WASH services; functional primary health care; and an operational complaints/referral channel) to ≤30 days in the Gaza Strip and ≤45 days in the West Bank/East Jerusalem/Jordan Valley/Bedouin communities.

- 1. Institutionalisation of protection systems:** mainstreaming **PSEA Codes of Conduct<sup>1</sup>** and **complaints mechanisms** across ≥90 per cent of partner institutions.
- 2. Access to justice and legal aid:** provision of free legal counselling and representation for ≥20,000 priority cases.
- 3. Expanded accessibility and inclusive accommodation:** ensuring participation and enjoyment of rights by persons with disabilities, with ≥15 per cent participation in core protection services.

#### Strategic Rationale and Theory of Change

This objective operationalises Palestine’s commitments under **UN Security Council Resolution 1325** (Protection, Relief, and Recovery pillar), **CEDAW General Recommendation No. 30** (access to justice and temporary special measures), and **International Humanitarian Law** (protection of civilians, medical care, and respect for human dignity), translating them into a measurable, women-centred result.

It links **place-based safety** (shelter, privacy, WASH, and safe transport), **institutional and relational safety** (codes of conduct and complaints mechanisms), and **legal safety** (security of tenure, guardianship, inheritance), ensuring that protection is delivered not as fragmented activities but as an **integrated package** with defined delivery timelines, subject to monthly **monitoring and quarterly public reporting**.

In practical terms, the strategic outcome is achieved through the **results-level objectives** outlined in the table below (including shelter adaptation, psychosocial support, legal aid, PSEA activation, safe transport, disability inclusion, women’s committees, and direct registration of women as beneficiaries, among others). Each row of the table represents an **implementation lever** contributing to the achievement of the strategic indicators.

#### Strategic Rationale and Theory of Change

1. Percentage of institutions compliant with PSEA Codes of Conduct, and percentage of complaints closed within ≤15 days.
2. Number and proportion of legal cases submitted and resolved, average adjudication time, and rates of equitable outcomes in housing, guardianship, and inheritance.

3. Percentage of sites meeting protection and safety standards (privacy, adapted WASH, lighting, locks, and safe pathways) based on joint checklists.
4. Participation rate of persons with disabilities in core protection services and level of accessibility (adapted facilities, assistive devices, sign language, and simplified materials).

<sup>1</sup>“A mandatory framework adopted by the United Nations system and international and humanitarian organizations to ensure the prevention of any form of sexual exploitation or sexual abuse.”



Executive Objectives and Operational Interventions

Results-Based Target by End-2027	Operational Interventions	Gaza Strip Context Specificities	High-Risk Areas / Geographic & Target Groups	Timeframe	Indicators / Measurement	Lead Entity	Key Partners	Legal / Normative Reference
Ensure rapid and effective access to specialized legal aid for women and at-risk families in targeted areas, covering ≥80% of cases with early legal representation within ≤14 days, and completing multi-sectoral protection referrals within ≤72 hours	Mobile “Women First” legal clinics; early, free legal representation; integrated legal–protection–MHPSS referral pathway; safe non-digital referral points; cash-for-protection for temporary rent; field follow-up with the most vulnerable households; legal awareness for women to pursue cases	Full non-digital alternatives during communications outages (stamped paper forms, field intake points); field-based archiving of damage and ownership evidence; alternative identification pathways for women who lost documents; priority cash-for-protection/ temporary rent with legal support for shelter contracts; lawyer mobility to shelters with safety and secure file-storage protocols	East Jerusalem; West Bank (Bedouin communities, Area C, Jordan Valley, Northern WB camps); Gaza Strip	Q12025/ preparation; Q22025–Q42026/ implementation with semi-annual reviews	% eviction/demolition/ confiscation/camp evacuation cases receiving legal representation within ≤14 days; % orders deferred/ suspended/annulled; time to issue replacement documents; % completed protection referrals within ≤72 hours	Ministry of Justice + Wall & Settlement Resistance Commission	Legal aid centres, Bar Association, women's organizations, UNRWA/OCHA, human rights organizations	IHL (Protection of Civilians & Prevention of Forcible Transfer); CEDAW GR-30; CHS
Improve readiness and response of the GBV protection system in ≥80% of service sites; strengthen multi-sectoral referral effectiveness (≥70% within ≤7 days); ensure timely access to MHPSS and SRH services for women and girls, including a specialized pathway for released detainees with risk screening within ≤72 hours	Mobile early-warning cells with ≤72-hour escalation protocol; offline helplines; trauma-informed, survivor-centred case management; integrated legal–protection–MHPSS pathway prioritizing released detainees; safe support groups; safe transport and childcare during sessions	Deployment of mobile, offline women-led “early warning cells”; safe rooms within schools/shelters; nearby referral points to minimize movement; use of SMS/landlines when apps fail; dedicated pathway for released detainees including risk screening within ≤72 hours and immediate legal-psychosocial support; “one-stop visit” service packages	Gaza Strip: women survivors, released detainees and families; West Bank (Northern camps & Area C): women/girls; East Jerusalem: women survivors of violence	Q12025/ design; Q22025–Q42026/ implementation	% sites delivering full case management within ≤72 hours; median time to first contact; % referrals completed within ≤7 days; beneficiary satisfaction (≥60100); % survivors receiving appropriate SRH services within ≤72 hours; % files with updated comprehensive risk assessment	Ministry of Social Development + Ministry of Health + Ministry of Detainees & Ex-Detainees Affairs	UNFPA, Ministry of Health, women's organizations, shelters, Bar Association, MHPSS service providers	IASC-GBV; CEDAW GR-30; Do No Harm Principles
Operate comprehensive mobile service teams providing integrated protection, health, and legal-psychosocial support, covering ≥80% of targeted communities and delivering core services within ≤14 days of request	Weekly integrated protection–health teams; risk maps; short safe pathways; emergency transport fund	Weekly integrated protection/ health/legal teams with manually updated risk maps during network outages; dedicated fuel/ transport budgets and community escorts; temporary service points near communities to reduce women’s movement	Gaza Strip; Jordan Valley & Bedouin communities (women/ girls; women with disabilities)	Q22025/ implementation; semi-annual review	# mobile service points per week; service access time; % women receiving replacement documents/family legal support	Ministry of Health + Ministry of Social Development	Mobile clinics, Bedouin councils, protection NGOs, Palestinian Alimony Fund	IHL; CEDAW GR-30; RPD; IASC-GBV
Enable support and empowerment pathways for ≥1,000 survivors of occupation-related violence, achieving ≥40% economic reintegration within six months	Conditional short-term livelihood support linked to reintegration plans (cash vouchers tied to session attendance and work-readiness steps); short, market-oriented training (home-based/digital, agri-food micro-activities); financial literacy; payment accounts in beneficiaries’ names; pre-linkage with vetted employers; safe-work standards (PSEA codes, offline grievance channels); supported job-matching or small grants/ equipment; monthly coaching and post-disbursement visits	-	All targeted areas; released female detainees / survivors of detention	Q12025/ preparation; Q22025–Q42026/ implementation	# individualized reintegration plans; % economic reintegration after 6 months	Ministry of Social Development + Ministries of Justice, Labour, Women's Affairs, Economy; Palestinian Alimony Fund	Human rights & women’s organizations, Bar Association, MHPSS providers	IHL (Humane Treatment); CEDAW GR-30; Istanbul Principles; IASC
Reduce repeat reports of domestic violence/child marriage by ≥20%	Participatory community awareness packages; engagement of men/boys; rapid family referral pathways	Culturally sensitive messaging via local radio and schools during internet outages; small-group shelter sessions at women-friendly times; engagement of men and boys to reduce resistance; rapid family referral pathways upon suspicion of violence	Gaza Strip camps; Jordan Valley (men & boys; parents)	Q22025–Q42026/ (quarterly campaigns)	Rate of repeat reports; # referrals; change in community attitudes	Ministry of Social Development + Ministries of Awqaf & Education	Family counselling centres, religious institutions, schools, media	IASC-GBV; Child Protection; CHS-AAP
PSEA codes of conduct applied in ≥90% of partner plans	PSEA codes of conduct; PSEA focal points; safe complaint mechanisms; annual audits	Mandatory PSEA code-of-conduct clauses in all Gaza partner contracts; PSEA focal points in shelters; safe offline complaint pathways; annual field audits; short, repeated trainings due to staff turnover and connectivity constraints	All areas – service providers (female staff/young women)	Q12025/ adoption; Q22025–Q42026/ implementation	# institutions PSEA-compliant; % complaints resolved; audit results	Ministry of Social Development + Ministries of Awqaf & Education	Line ministries, municipalities, implementing partners, donors	UNSCR 1325 (Protection); CEDAW GR-30; UN/PSEA Standards; Labour Law
Achieve ≥40% women's representation in protection management within shelter sites	Facilitation of women's committees with safe access procedures and suitable hours	Mandatory representation quotas with suitable meeting times; temporary childcare; short-distance transport support within camps; clear mandates for women; public posting of committee decisions to strengthen legitimacy	Gaza Strip shelters; Northern WB camps (women's committees; mothers; women with disabilities)	Q1–Q22025/ formation; Q32025–Q42026/ operation	% women's representation; # decisions taken; satisfaction level	Ministry of Local Government + Ministry of Social Development	UNRWA, municipalities, women's organizations, community committees	UNSCR 1325 (Participation/ Protection); Beijing Platform

Results-Based Target by End-2027	Operational Interventions	Gaza Strip Context Specificities	High-Risk Areas / Geographic & Target Groups	Timeframe
Reduce exploitation and economic violence risks by covering ≥90% of cash/ income programmes with mandatory protection safeguards; close ≥80% of complaints within ≤15 days; conduct ≥70% post-disbursement follow-ups	Protection safeguards within economic programmes	GBV risk screening pre/post-disbursement; short legal/financial awareness at entitlement sessions; offline grievance mechanisms (sealed boxes/mobile intake points); home/community follow-ups within ≤30 days; mandatory supplier codes of conduct and PSEA clauses; cash-plus-services (legal/protection/MHPSS)	Gaza Strip, camps, Jordan Valley; female heads of households, young women, women with disabilities, released detainees	Q22025/ safeguards integration; Q32025–Q42027/ quarterly follow-up
Stabilize protection teams with ≥85% vacancy coverage in high-risk areas, reduce turnover to ≤20%, and maintain supervision ratios that ensure quality response	Workforce sustainability package	Longer contracts and risk incentives in hotspots; regular clinical supervision (individual/ group); staff MHPSS support packages; accredited GBV/MHPSS case-management training pathways; fixed supervision ratios; reserve rosters; offline tools (standardized paper forms/ offline apps); emergency surge & substitution plans	Gaza Strip, Northern WB camps, Jordan Valley/Bedouin areas, East Jerusalem; mobile & shelter teams	Q22025/ framework; Q32025–Q42027/ implementation & tracking

Indicators / Measurement	Lead Entity	Key Partners	Legal / Normative Reference
% cash/income programmes with GBV risk screening; % exploitation complaints closed within ≤15 days; % post-disbursement follow-up visits within ≤30 days	Ministry of Social Development + Ministry of Labour + Palestinian Alimony Fund	Ministries of Social Development & Labour, UNFPA/UN Women, economic empowerment NGOs, payment providers, legal institutions	CEDAW GR-30 (Social Protection/Do No Harm); IASC; Istanbul Principles; CHS-AAP
% positions filled ≥85% in “hotspots”; annual staff turnover ≤20%; supervisor-to-case-manager ratio	Ministry of Social Development (technical lead) + Civil Service	Ministries (Social Dev./ Health/Interior), universities, professional unions, UN agencies, local women's organizations	IASC-MHPSS; IASC-GBV; CHS; Case Management Training Standards

### Protection Pillar

#### Strategic Objective

- By Q4 2027, establish and operationalize a community–institutional prevention system that reduces the exposure of women and vulnerable groups to violence and occupation-related risks by:
- Covering ≥80% of hotspots with a 24/7 Early Warning System (EWS);
  - Reducing response time to ≤72 hours;
  - Ensuring ≥90% of service delivery sites comply with prevention and safety checklists;
  - Enabling rapid access to protection orders and ensuring their enforcement; and
  - Mitigating economic stressors that fuel risk through cash-plus-services reaching women-headed households within ≤30 days.

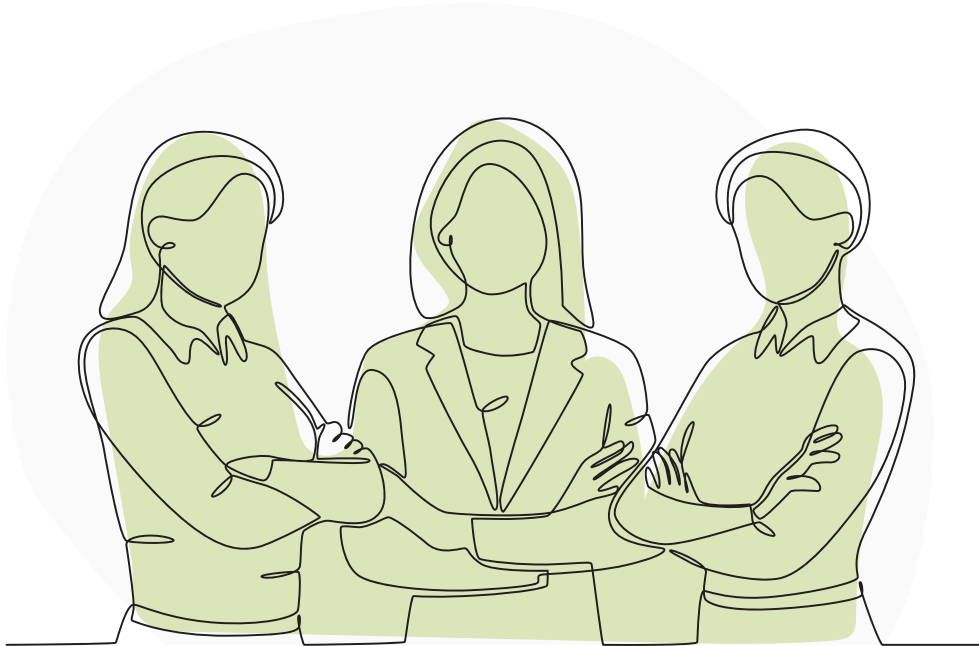
#### Strategic Rationale and Theory of Change

The objective is anchored in four mutually reinforcing prevention pillars: (i) rapid early warning and alert mechanisms; (ii) safe, risk-informed service delivery environments; (iii) effective and enforceable legal protection measures; and (iv) socio-economic prevention that addresses underlying drivers of risk and vulnerability. Together, these pillars operationalize Palestine’s commitments under UN Security Council Resolution 1325 (Prevention Pillar); CEDAW General Recommendation No. 30 (preventive measures and positive State obligations to prevent and respond to harm by non-State actors); and the Beijing Platform for Action – Women and Armed Conflict (prevention and women’s participation), while upholding Humanitarian Protection Principles of safety, dignity, and Do No Harm.

The approach moves beyond stand-alone or fragmented interventions. It establishes a single, integrated prevention pathway that systematically links reporting and early warning with timely response, coordinated referrals, safe and survivor-centred services, enforceable legal protection, and socio-economic risk mitigation, ensuring coherence, speed, and accountability across the Women, Peace and Security (WPS) prevention continuum.

#### Strategic Rationale and Theory of Change

1. Percentage of hotspot areas covered by Early Warning Systems (EWS), and average/ median response time (in hours).
2. Percentage of service delivery sites compliant with prevention and safety checklists.
3. Time required to issue protection orders, and percentage of protection orders effectively enforced.





Results-Based Target by End-2027	Operational Interventions	Gaza Strip Context Specificities	High-Risk Areas / Geographic & Target Groups	Timeframe
≥80% of hotspots covered by operational 247/ early warning systems, with median response time ≤72 hours, most alerts resolved through preventive action, trained frontline capacities, and meaningful women's participation in local decision-making	Low-tech, community-based early warning systems led by women's committees; multi-channel reporting lines; "rapid preventive action logbook" (temporary lighting, route adjustments, redistribution of water points); formal representation of women committee members in local security/emergency committees; mandatory short trainings for police and service teams; quarterly disaggregated dashboards (sex/age/disability/ location)	Dual online/offline reporting during connectivity disruptions (local radio, loudspeakers; paper-based reporting points in shelters)	Gaza Strip, East Jerusalem, Northern West Bank camps, Jordan Valley, Bedouin communities. Target groups: Women and girls, women-headed households, older women, persons with disabilities, young women and men	Pilot Q22025/ → phased scale-up through Q42027/
≥90% compliance of women's protection service sites—including GBV centres and displacement shelters—with prevention checklists, and ≥20% reduction in repeat reports through rapid, low-cost risk mitigation, regular training, and a transparent accountability system	Safety-by-design approach: sites do not open without meeting prevention criteria (lighting, privacy, locks, accessible WASH, safe pathways, clear signage, offline complaint points, PSEA code of conduct, on-site protection focal point); quarterly inspections; mandatory staff training; quarterly dashboards; fast-track legal pathway for protection orders when risks are identified on-site	Low-cost, rapid solutions (solar lighting, privacy partitions, locks, short safe pathways, accessible latrines); well-lit, nearby water points to reduce night-time movement	Gaza Strip, East Jerusalem, camps, Jordan Valley/Bedouin communities. Target groups: Women and girls on-site, women-headed households, persons with disabilities, older persons	Checklist adoption Q22025/ → quarterly audits through Q42027/
Establish a community–police prevention and early de-escalation system that reduces repeat incidents, accelerates the transition from alert to de-escalation action, and ensures activated and tested community peace plans in most hotspots	Community de-escalation rooms bringing together police and women/youth committees; live risk mapping and short reporting lines; non-violent mediation and dispute resolution protocols; pre-implemented "service safety" guidelines (lighting, privacy, safe pathways, safe transport); life-skills and school-based mediation curricula; quarterly response simulations	-	Gaza Strip, East Jerusalem, Northern West Bank camps, Jordan Valley, Bedouin communities	Design & capacity building Q22025/; operations & quarterly drills Q32025–Q42027/

### Participation Pillar

#### Strategic Objective

By Q4 2027, increase women’s meaningful participation—including women heads of households and women with disabilities—in local decision-making structures and shelter/emergency management committees in high-risk areas to at least 40% membership, with a minimum of 30% representation in senior decision-making positions. Women’s participation will be institutionalized across reconstruction value chains (oversight, monitoring, and urban planning) at no less than 20%. In parallel, women-headed households will be actively engaged in service planning in at least 80% of targeted municipalities, and at least 50% of humanitarian and economic registrations will be issued in women’s names where women manage household expenditure.



Indicator(s)	Lead Entity	Key Partners	Legal / Normative Reference
Coverage: ≥80% of identified hotspots have functional 247/ reporting channels. Timeliness: Median response time ≤72 hours. Effectiveness: ≥60% of alerts closed with a preventive action. Capacity: ≥90% of police/service points complete accredited short training (GBV/PSEA/Do No Harm). Governance: Monthly formal coordination meetings between women-led early warning cells and local security/emergency committees (with approved minutes).	Ministry of Interior / Police + Ministry of Women's Affairs + Ministry of Culture	Women's and community committees; municipalities/ village councils; police; UNRWA (in camps); local radio stations	UNSCR 1325 (Prevention – Pillar I); CEDAW GR-30; Humanitarian Protection Principles (Safety, Dignity, Do No Harm)
Pre-deployment compliance: ≥90% of service/shelter sites pass a 10-item prevention checklist prior to operation. Gap closure: 100% of identified gaps addressed within ≤30 days. Risk recurrence: ≥20% reduction in repeat reports. Capacity: ≥90% of site teams complete accredited short training (Do No Harm/GBV/ PSEA). Transparency: Quarterly, site-level compliance dashboards published.	Ministry of Public Works & Housing + Ministry of Social Development + Ministry of Local Government	UNFPA/UNICEF/UNRWA; WASH service providers; women's organizations; Civil Defence; municipalities; Ministry of Culture; Palestinian Alimony Fund	UNSCR 1325 (Protection/ Prevention); CEDAW GR-30; Sphere Standards; IASC-GBV (Prevention)
Reduction in incidents/repeat reports against an agreed baseline; average time from alert to de-escalation action; % of hotspots with an activated and quarterly tested community peace/de-escalation plan	Ministry of Local Government in partnership with Ministry of Interior/Police, Ministry of Women's Affairs, and Ministry of Culture	Local women's and youth committees; community police; municipalities; camp committees; civil society organizations; local media	UNSCR 1325 (Prevention); Beijing Platform for Action – Women and Armed Conflict; CHS-AAP; Do No Harm Principles

#### Strategic Rationale and Theory of Change

This objective integrates three complementary participation pathways:

1. Local Councils and Committees: Strengthening the legitimacy of representation and ensuring women’s voice and influence in local decision-making, including emergency and shelter governance.
2. Reconstruction and Procurement Pathways: Enhancing women’s economic and planning leverage by requiring their participation in reconstruction oversight, monitoring, procurement, and urban planning, thereby shaping priorities, standards, and resource allocation.
3. Empowerment of Women-Headed Households and Named Access to Resources: Moving beyond symbolic inclusion to measurable agency, by ensuring women’s formal registration, decision-making authority, and control over assistance and services.

If mandatory quotas are applied and committees are reconstituted in line with by-laws, alongside enabling access measures—including safe transportation, suitable meeting times, childcare services, and disability accommodations—and if women’s participation is required in tenders, supported by simplified grant windows and the institutionalization of user councils including women heads of households, women’s participation will shift from tokenistic representation to decision-making power. This will translate into more inclusive reconstruction and service plans, a redistribution of resources and authority, reduced exclusion, and improved responsiveness to the needs of women and other vulnerable groups.

#### Strategic Rationale and Theory of Change

1. Percentage of women members in local committees and governance bodies.

2. Percentage of leadership and senior decision-making positions held by women within these structures.

3. Percentage of reconstruction oversight and monitoring teams that include women.

## Executive Objectives and Operational Interventions

Results-Based Target (by End 2026)	Operational Interventions	Sector-Specific Considerations	High-Risk Areas / Geographic & Target Groups	Timeframe	Indicator / Measurement	Lead Entity	Key Partners	Legal / Normative Reference
Increase women's representation (including women heads of households and women with disabilities) in local decision-making bodies and shelter management committees to ≥40%, with ≥30% in senior decision-making positions	Binding quota by-laws; reconstitution of committees; leadership and facilitation training; transport support; disability-access accommodations	Daytime meetings near shelters/ neighbourhoods; safe transport; on-site childcare; women-led outreach teams for IDPs in schools/ tents; alternative participation channels (paper forms, local radio, SMS where available); strengthened legitimacy through linkage with existing camp/ neighbourhood committees and UNRWA	West Bank (Northern camps, Jordan Valley, East Jerusalem, Bedouin communities); Gaza Strip. Target groups: Women, women heads of households, women with disabilities	Q1–Q22025/ approval of by-laws and committee formation; Q32025–Q42027/ operation with quarterly review	% women/persons with disabilities in committees and leadership positions; # of by-laws adopted	Ministry of Women's Affairs + Ministry of Local Government	Municipalities, women's unions, Organizations of Persons with Disabilities (OPDs), UN Women, UNDP	UNSCR 1325: OP 1, 2, 8, 15; CEDAW GR-30; Beijing PfA Section E; IHL (Guarantees for Civil Participation)
Integrate women into reconstruction pathways by ensuring ≥20% participation in supervision, monitoring, and urban planning teams	Women's participation clauses in tender documents; rapid skills training for women engineers; inclusion of women representatives in procurement committees	Short-term field supervision combined with remote alternatives (geo-tagged photos/ videos); PPE and nearby safe assembly points for women engineers; flexible scheduling due to supply disruptions; alternative training venues (schools/ community centres)	Jordan Valley, Bedouin/mobile communities, Area C; Gaza Strip	Q22025/ integration of clauses; Q32025–Q42027/ quarterly monitoring	% of tenders including women's participation clauses; % women in supervision teams	Ministry of Public Works & Housing + Ministry of Women's Affairs	Ministry of Local Government, Engineers' Syndicate, municipalities, UN-Habitat, World Bank	UNSCR 1325: OP 1, 2; CEDAW GR-30; Beijing PfA Section E; IHL (Occupation obligations re access to services)
Increase women's registration as principal rights-holders in humanitarian and economic registries to ≥50% among households where women manage expenditure or lost the provider	Mobile and fixed registration helpdesks; revised registration procedures; community legal awareness on women's right to register as principal rights-holders	Connectivity and cash liquidity disruptions; loss of documentation; limited disbursement points. Mobile teams for paper-based updates with later synchronization; acceptance of alternative IDs (camp/mukhtar certificates, loss affidavits); alternative delivery channels (vouchers, prepaid cards, local agents); simplified legal awareness campaigns	West Bank (camps and East Jerusalem); Gaza Strip	Q22025/ procedural amendments; Q32025–Q42027/ implementation with semi-annual review	% registrations issued in women's names; average time to update registry; % women registered as principal rights-holders among households where women manage expenditure or lost the male provider	Ministry of Social Development	UNRWA, Ministry of National Economy, humanitarian organizations, municipalities	UNSCR 1325: OP 8; CEDAW GR-30; Beijing PfA Section E
Expand participation of young women in community response programmes to ≥10,000 participants	"Young Women for Recovery" programme; rapid skills training; transport stipends; safe supervision and clearly defined field assignments	Mobile safe spaces in schools/ community centres; flexible schedules accommodating care responsibilities and curfews; transport stipends; data coverage where connectivity allows; basic psychosocial support; short, practical training (home-based/ digital low-data work); nearby volunteer tasks to enhance retention	All identified high-risk areas	Q12025/ programme design; Q22025–Q42027/ phased implementation	# active young women participants; retention rate after 6 months	Ministry of Women's Affairs + Ministry of Youth	Youth centres, universities, CSOs, UNICEF, UNDP	UNSCR 1325: OP 1, 2; CEDAW GR-30; Beijing PfA Section E
Ensure participation of persons with disabilities—particularly women—with ≥15% representation in local platforms, supported by full accessibility accommodations	Assistive devices; sign-language interpretation; accessible venues; facilitated transport	Short, accessible routes; adapted entrances; wheelchairs and basic lifts; local sign-language interpreters; audio/Braille materials; charging points and spare batteries for assistive devices in shelters; facilitated transport to meetings; prioritized access to service providers on-site	Jordan Valley & Bedouin communities (movement barriers); Gaza Strip (mobility and security risks); East Jerusalem	Q22025/ accessibility preparations; Q32025–Q42027/ compliance monitoring	% accessible meetings; % participation of persons with disabilities	Ministry of Social Development	Ministry of Local Government, OPDs, municipalities, UNFPA	UNSCR 1325: OP 1, 8; CEDAW GR-30; CRPD
Increase women's representation in family and community dispute resolution mechanisms to ≥40%, and institutionalize gender-responsive mediation protocols	Training of mediators; confidential complaint tools; referral linkages with police and social protection	Reliance on trusted community mediation within shelters/ camps with private, safe rooms; SMS/short-call hotlines where connectivity permits; confidential paper-based complaint forms; protected referrals to health and social protection services within ≤72 hours, ensuring confidentiality and stigma-sensitive handling	Camps, Gaza Strip, East Jerusalem	Q1–Q22025/ protocol development; Q32025–Q42027/ operation and evaluation	% women members in mediation committees; # disputes resolved; satisfaction of parties	Ministry of Justice + Ministry of Interior/Police + Ministry of Women's Affairs	Family counselling centres, Bar Association, women's organizations, UN Women	UNSCR 1325: OP 1, 8; CEDAW GR-30; Beijing PfA Section E
Increase the share of women-led community initiatives funded to ≥30% of all local small grants	Simplified grant window; technical accompaniment; transparent selection and publication of results	Liquidity volatility and transfer constraints; prioritization of vouchers, phased payments, and collective procurement; acceptance of alternative documentation; simplified licensing for home-based work with rapid legal support; focus on low-input/low-energy activities; local marketing via shelter/ neighbourhood outlets	East Jerusalem (legal/banking restrictions); Gaza Strip; Jordan Valley	Q22025/ launch; quarterly calls through Q42027/	% grants awarded to women-led entities; # initiatives implemented	Ministry of Women's Affairs	Ministry of Finance, local financing funds, donors, women's organizations	UNSCR 1325: OP 1, 2; CEDAW GR-30; Beijing PfA Section E
Integrate women staff into field monitoring and data teams at ≥50% representation across all governorates	Training on standardized tools; monitoring contracts; transport allowances; quality supervision	Deployment of local women enumerators for safe access to women respondents; field safety protocols (companions, nearby locations, daytime hours); low-data entry channels with centralized post-collection quality assurance	All high-risk areas	Q12025/ tool adoption; Q22025–Q42027/ quarterly data collection and publication	% women researchers; completeness and quality of disaggregated data (sex/age/ disability/location)	Palestinian Central Bureau of Statistics	Ministries of Women's Affairs, Health, Social Development, Interior/Police; UN agencies	UNSCR 1325: OP 15 (Data); OP 8; CEDAW GR-30; Beijing PfA Section E



Accountability and Advocacy Pillar

Strategic Objective

By Q4 2027, Palestine operates an integrated accountability and advocacy system within the Women, Peace and Security (WPS) agenda, covering high-risk areas, such that:

- (a) a unified national monitoring and documentation system is operational and publishes public quarterly reports covering the majority of identified “hotspots”;
- (b) an independent, safe complaints mechanism for women and survivors is operational, with rapid response times and multi-sectoral referrals; and
- (c) legal and diplomatic pathways are activated through the regular submission of briefings and reports to United Nations mechanisms, ensuring that a clear portion of their recommendations is reflected in public policies and national financing agreements.

Objective Rationale and Theory of Change:

The core assumption is that accountability requires an integrated data infrastructure, a secure and time-bound complaints pathway, and an effective international/legal voice. When documentation templates are standardized, complaints are managed confidentially within defined timelines, and evidence is translated into legal memoranda and shadow reports submitted to UN mechanisms—and subsequently reflected in funding provisions and domestic policies—evidence moves beyond archival accumulation to influence decision-making and resource allocation.

Implementation tools underpinning this logic include: a national, gender- and location-disaggregated data hub; referral protocols within 72 hours; third-party quality assurance; quarterly advocacy campaigns; and periodic legal memoranda compliant with protection and witness-safeguarding standards. These are further strengthened through partnerships with universities and an ethical AI platform for monitoring and analysis.

Strategic Rationale and Theory of Change

1. Quarterly reporting coverage: Regular public quarterly reports covering ≥90% of identified “hotspots” (East Jerusalem, Gaza Strip, northern camps, the Jordan Valley, and Bedouin communities), using standardized and validated templates.
2. Effectiveness of the complaints mechanism: ≥70% of complaints closed within ≤15 days of submission, with documented multi-sectoral referrals in case files.
3. UN submissions: ≥12 cumulative formal submissions (shadow reports/briefings) to UN mechanisms by Q4 2027.

Below is the Professional English translation using UN terminology, presented in a table format consistent with UN programme and results-based management language.

Executive Objectives and Operational Interventions

Results-Based Target by End of 2027	Operational Interventions	Gaza-Specific Considerations	High-Risk Areas / Geographic & Target Groups	Timeframe	Indicator / Measurement	Lead Entity	Key Partners	Legal / Normative Reference
Effective international and regional mobilization to hold the occupation accountable for crimes against women and girls	Activation of UN accountability mechanisms (HRC, Special Procedures, Treaty Bodies) and international judicial pathways; preparation and submission of formal legal memoranda; regular briefings; chain-of-custody documentation; witness risk management; targeted legal advocacy campaigns for decision-makers	Alternative access and communication arrangements; witness protection; coordination with UNRWA and shelters	All oPt, with focus on East Jerusalem, Gaza Strip, northern camps, Jordan Valley, Bedouin communities	Q12025/–Q42027/	≥4 diplomatic briefings/year; ≥12 cumulative formal actions (communications/requests/legal submissions) to UN mechanisms, Treaty Bodies and Special Procedures; Official response time ≤30 days for priority cases; ≥50% of relevant UN recommendations on women integrated into policies/financing agreements	Ministry of Foreign Affairs and Expatriates	Ministry of Women's Affairs; National legal teams; Diplomatic missions; OHCHR; Feminist coalitions (information & support); Bar Association	-
A unified, operational national system for monitoring, documentation and accountability of violations against women, with public quarterly reporting	Standardization of documentation tools; training of mixed monitoring teams; third-party verification protocol; quarterly public dashboards	Offline data entry channels (coded paper forms with later sync); mobile documentation points in/near UNRWA shelters; low-risk secure evidence storage; local women monitoring teams; strict data protection protocols	West Bank, northern camps, Jordan Valley, East Jerusalem, Bedouin communities, Gaza Strip	Q1–Q22025/ design & approval; Q32025/–Q42027/ operation & quarterly publication	System operational; number of trainings; number and quality of published reports; complaint response time	Ministry of Women's Affairs + Palestinian Central Bureau of Statistics	Legal aid centers; women's organizations; Bar Association; OHCHR	UNSCR 1325: paras. 8, 15, 16   CEDAW GR 30: Monitoring & Accountability   Beijing PfA E   IHL: Protection of Civilians
An independent, safe complaints mechanism for women and survivors of violence, including violence linked to occupation policies, ensuring response time ≤15 days and multi-sectoral referrals (legal, psychosocial, health, protection) within ≤72 hours	Digital portal and field centers; hotlines; confidential referral protocol within 72 hours	Protection measures: mobile safe points; alternative communication during outages; enhanced data security	Camps, Gaza Strip, East Jerusalem	Q22025/ launch; monthly follow-up until Q42027/	% of complaints closed within 15 days; beneficiary satisfaction; referral coverage	Ministry of Justice + Ministry of Women's Affairs	Police / Family Protection Units; shelters; hotlines; UNFPA; UN Women; Palestinian Alimony Fund	UNSCR 1325: para. 8   CEDAW GR 30: Access to Justice   Istanbul Protocol Principles
By Q4 2027, civil society coalitions lead an integrated international accountability and pressure framework producing ≥15 human rights files (shadow reports/legal briefs/ briefings), ≥10 diplomatic briefings annually, effective witness protection and chain of custody, adoption of ≥50% of relevant recommendations, and initiation/follow-up of ≥5 legal accountability tracks	Mapping of UN mechanisms calendar; preparation of joint shadow reports; cooperation between CSOs without ECOSOC status and Palestinian/regional/ international organizations holding such status to submit information on violence against Palestinian women and girls under occupation	International advocacy: documented case studies from all areas; witness protection; legal translation	Jordan Valley, Bedouin communities, East Jerusalem, Gaza Strip, camps	Q12025/–Q42027/ per UN mechanism calendars	Number of reports submitted; number of recommendations adopted and followed up; number of briefing meetings held	-	Feminist coalitions; human rights organizations; diplomatic missions; OHCHR	UNSCR 1325: paras. 15, 16   CEDAW GR 30: Reporting & Compliance   HRC Mechanisms

Results-Based Target by End of 2027	Operational Interventions	Gaza-Specific Considerations	High-Risk Areas / Geographic & Target Groups	Timeframe
Launch of quarterly national advocacy campaigns shifting attitudes toward women's participation and opposing violence, with cumulative reach ≥2 million	Unified messaging; multi-platform content production; field events; crisis media units	Local radio during internet shutdowns; short messages in local dialects; community broadcasting in shelters/schools; daytime scheduling; women presenters; media codes of conduct against stigma and image exploitation	Gaza Strip, East Jerusalem, northern camps, Jordan Valley	Q22025/–Q42027/ (quarterly)
Establishment of a national–regional feminist coalition on recovery and reconstruction policies with a shared agenda and annual position paper	Stakeholder mapping; annual summit; thematic working groups (reconstruction/ protection/livelihoods); joint position paper	Coalition/policy work: secure communication channels; shared language; donor mobilization	Palestine with regional linkages (Jordan, Egypt, Lebanon)	Q32025/ launch; annual update 2026
Protection of women and human rights defenders through security protocols and legal/psychosocial support, including a dedicated emergency fund	Risk assessment; helplines; legal representation; psychosocial referrals; small emergency grants	Safety/protection: digital and field security training; small emergency grants for safe mobility/shelter; rapid legal representation; psychosocial referrals; temporary internal relocation when threatened	East Jerusalem, Gaza Strip, camps	Q12025/ launch of fund & protocol; monthly follow-up
Tracking implementation of UN recommendations related to women through a national dashboard achieving ≥60% completion	Public tracking dashboard; designation of focal points in each ministry; quarterly meetings; progress reports	Governance/coordination: public accountability; sectoral indicators; Arabic/English reporting	All areas	Q12025/ dashboard development; Q22025/–Q42026/ operation
Activation of international legal advocacy through periodic legal memoranda on gender-based violations under Israeli occupation	Preparation of quarterly legal memoranda; briefing sessions; evidence archiving per chain-of-custody standards	Legal advocacy: witness protection; legal translation; compliance with international standards	East Jerusalem, Gaza Strip, Jordan Valley, camps	Q22025/ start; quarterly until Q42026/
Establishment of an AI platform in partnership with universities to analyze disaggregated data, detect trends, and monitor hate speech/misinformation in support of accountability and advocacy	Secure data repository; classification and pattern-recognition models; interactive dashboards; data protection protocol; training modules; joint university–government lab	Offline functionality during outages; local computing; dialect-aware language models; ethics and privacy protocols	Gaza Strip, East Jerusalem, northern camps, Jordan Valley, Bedouin communities	Q22025/ design & partnerships; Q32025/ prototype; Q42025/–Q42026/ operation & scale-up

## Operational Modality and Institutional Interface for Implementing the Third-Generation UNSCR 1325 Plan

### 1. Institutional Alignment

Implementation begins with aligning the mandates of each ministry and institution with the four pillars of the Plan—Prevention, Protection, Participation, Relief and Recovery, as well as Accountability—and defining clear, measurable responsibilities. The Plan’s operational interventions—such as early warning, multi-sectoral protection, participation in local decision-making, protection from violence, accessibility and inclusion, and legal pathways—are mainstreamed into:

- Sectoral plans (health, social development, local governance, education, interior, etc.)
- Internal regulations, inspection tools, and response checklists
- Complaints and referral mechanisms
- Emergency and multi-sectoral response plans

Through this process, Plan interventions become part of each institution’s legal and functional mandate, rather than ad hoc initiatives linked to emergency funding or externally driven projects.

### 2. Integration into Planning and Budgeting

Interventions are translated into concrete programmes and activities within annual budgets, becoming:

- Permanent budget lines** within operational budgets (e.g. safe transportation, family protection units, facility accessibility, staff training, disaggregated data collection)
- Mandatory performance indicators** within the governmental financial and administrative system
- Recurring operational costs**, including response teams, legal and psychosocial referrals, site lighting and accessibility upgrades, and advocacy and awareness campaigns

This transition moves the Plan from a limited “project framework” to a **sustainable national policy**, supported by stable financial and human resources.

### 3. Inter-Institutional Coordination and Sectoral Integration

Indicator / Measurement	Lead Entity	Key Partners	Legal / Normative Reference
Reach/impressions; change in knowledge/attitudes (pre/post surveys); digital engagement	Palestinian Broadcasting Corporation + Ministry of Information	Municipalities; universities; influencers; professional unions; UN agencies	UNSCR 1325: paras. 1, 2   CEDAW GR 30: Temporary Special Measures   Beijing PfA E
Summit convened; position paper published; number of policies influenced	Ministry of Women’s Affairs	Palestinian feminist networks; Arab Women’s Union; regional organizations; LAS; ESCWA	UNSCR 1325: paras. 1, 8   CEDAW GR 30: International Cooperation   League of Arab States / Arab Charter
Number of beneficiaries; response time; case/safety outcomes	Independent Commission for Human Rights + Ministry of Justice	Bar Association; psychosocial support institutions; donors; Front Line Defenders (as appropriate)	UN Declaration on HRDs   UNSCR 1325: Protection   CEDAW GR 30
% completion rate; number of completed actions; quarterly meetings held	Council of Ministers Secretariat	Line ministries; civil society organizations; UN agencies	UNSCR 1325: para. 16   CEDAW GR 30   UPR
Number of memoranda; number of recipient entities; subsequent formal referrals	Ministry of Foreign Affairs + national legal teams	International legal organizations; academics; diplomatic missions	UNSCR 1325: Protection   IHL   Rome Statute (documentation/ advocacy)
Model accuracy/recall ≥85%; number of analytical reports; number of university partnerships; alert issuance time	Ministry of Telecommunications & IT + Ministry of Women’s Affairs	Palestinian universities (data/ AI research centers); PCBS; UNESCO; UN agencies; innovation labs	UNSCR 1325: paras. 15, 16   CEDAW GR 30: Data & Accountability   UNESCO AI Ethics Principles   Data Protection

Plan implementation relies on the establishment of a joint operational coordination loop connecting ministries, municipalities, police, and civil society, whereby each actor operates within its mandate without duplication or service gaps. Coordination mechanisms include:

- A Joint National Committee**, emanating from the Higher National Committee, to oversee implementation and follow-up
- Designated Focal Points** within each ministry and institution
- Quarterly coordination meetings** to review progress and identify gaps
- A unified inter-sectoral referral system** (health, protection, police, judiciary, municipalities)
- Harmonized data and accountability tools and information exchange through a **National Observatory**

This institutional interface produces an **integrated response system** that ensures the protection of women and girls and strengthens their participation—particularly in the context of Israeli occupation and the ongoing, escalating violations of international law and norms against the Palestinian people, including women and girls.

### Why Must UNSCR 1325 Be Integrated into Institutional Policies Rather Than Implemented as a Standalone Project?

- Because protection, participation, and prevention are not optional add-ons, but national and international obligations.
- Because sustainability is achieved only when activities become part of institutions’ core functions.
- Because external funding is volatile, while national resources ensure continuity of essential services.
- Because policy integration enhances accountability and prevents duplication and fragmentation.
- Because it strengthens institutional capacity to respond effectively during emergencies.

The success of the Third-Generation UNSCR 1325 Plan fundamentally depends on transforming it from a “document” into an **institutionalized operational system**, in which interventions and objectives are embedded within sectoral plans and supported by allocated resources. This approach ensures effective prevention, protection, participation, and recovery within the context of prolonged occupation and recurring crises in Palestine.

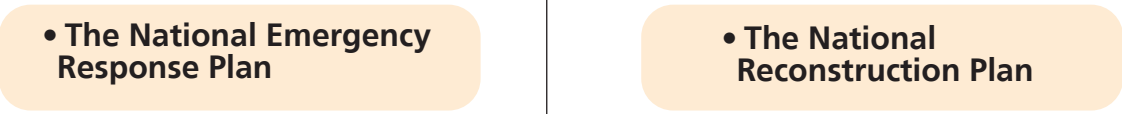


Budget Framework

This indicative budget forms part of the implementation framework of the **Third-Generation Women, Peace and Security (UNSCR 1325) Agenda**, and has been developed to cover the **first year of implementation (2026–2027)**. The budget for the second year (2027–2028) will be reviewed and adjusted based on achieved progress, lessons learned, and gaps identified during the first year.

The budget adopts a **phased and prioritized approach**, focusing on critical protection, prevention, accountability, participation, and early recovery interventions, while ensuring the inclusion of a minimum package of feasible actions within the current operating environment. This approach supports sustainability and allows for gradual scale-up in the subsequent year.

Given that a significant portion of required interventions relates to **reconstruction, infrastructure, and basic services**—which require large-scale financing beyond the scope of the current operational plan—reconstruction-related interventions have been integrated into:



This ensures harmonization of financing efforts, avoids duplication, and achieves coherence across government-led response pathways, while maintaining WPS components as a **core pillar of the comprehensive national response**.

Accordingly, this budget represents a **flexible and incremental framework for the first year**, expandable and adjustable in the second year to ensure tangible and sustainable impact in protecting women, enhancing their participation, holding perpetrators accountable, and supporting recovery across all areas.

Indicative Proposed Budget for the Implementation of the Women, Peace and Security (WPS) Agenda



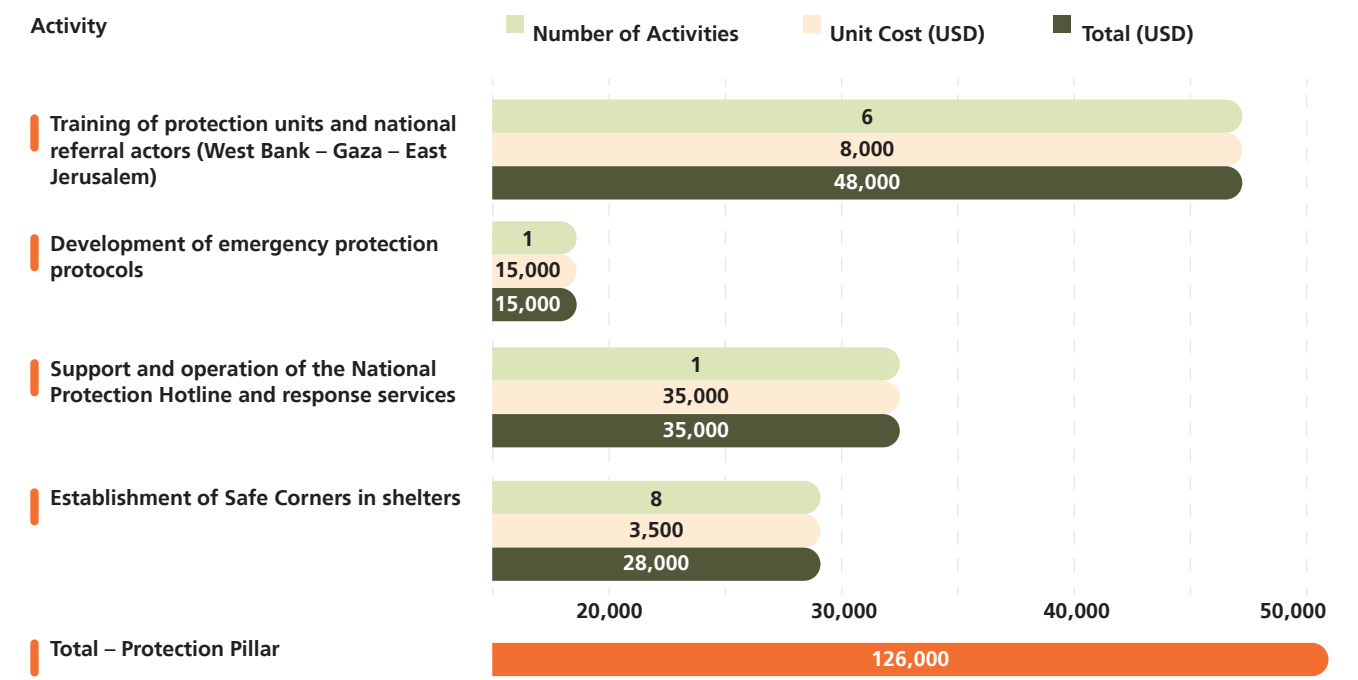
I. Priority Intervention Areas

- In line with the Third-Generation UNSCR 1325 Plan, priority areas include:
- 1. **Protection** – Protection of women during armed conflict and military aggression
  - 2. **Prevention** – Policies, legislation, and early warning systems
  - 3. **Accountability** – Documentation, reporting, and legal action
  - 4. **Participation** – Women’s participation in leadership and decision-making
  - 5. **Relief and Recovery** – Support to women in Gaza, the West Bank, and East Jerusalem

II. Indicative Budget by Pillar

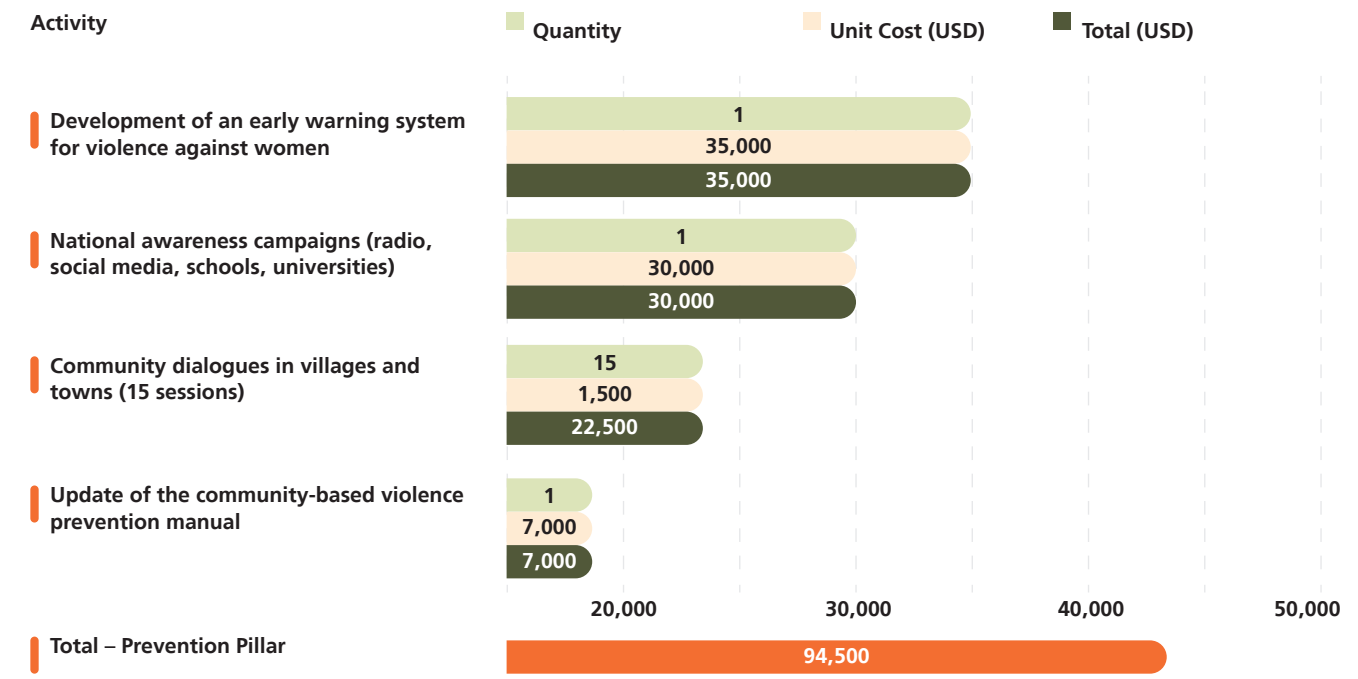
1. Protection Pillar

**Scope:** Development of protection protocols, support to shelters and response teams, GBV services, and strengthening the National Referral System (SOP 28).



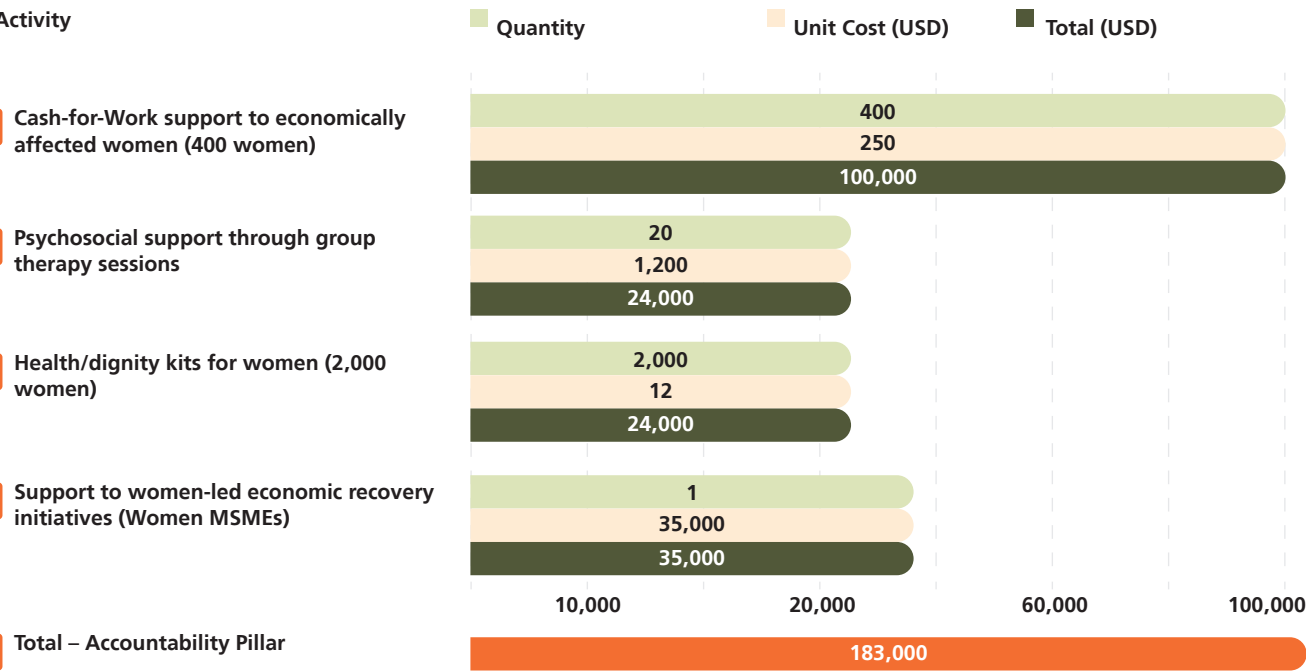
2. Prevention Pillar

**Scope:** Early warning systems, violence prevention campaigns, strengthening legal frameworks, and community awareness.



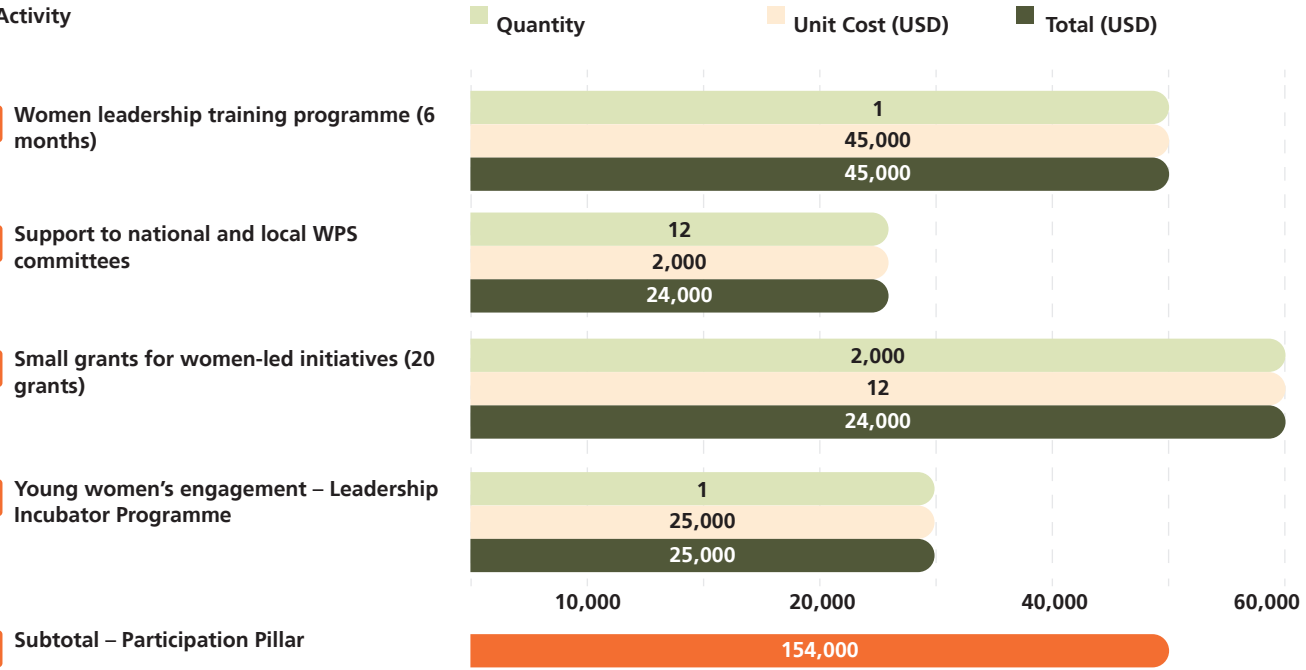
3. Accountability Pillar

Scope: Documentation, international reporting, litigation support, and training on International Humanitarian Law.



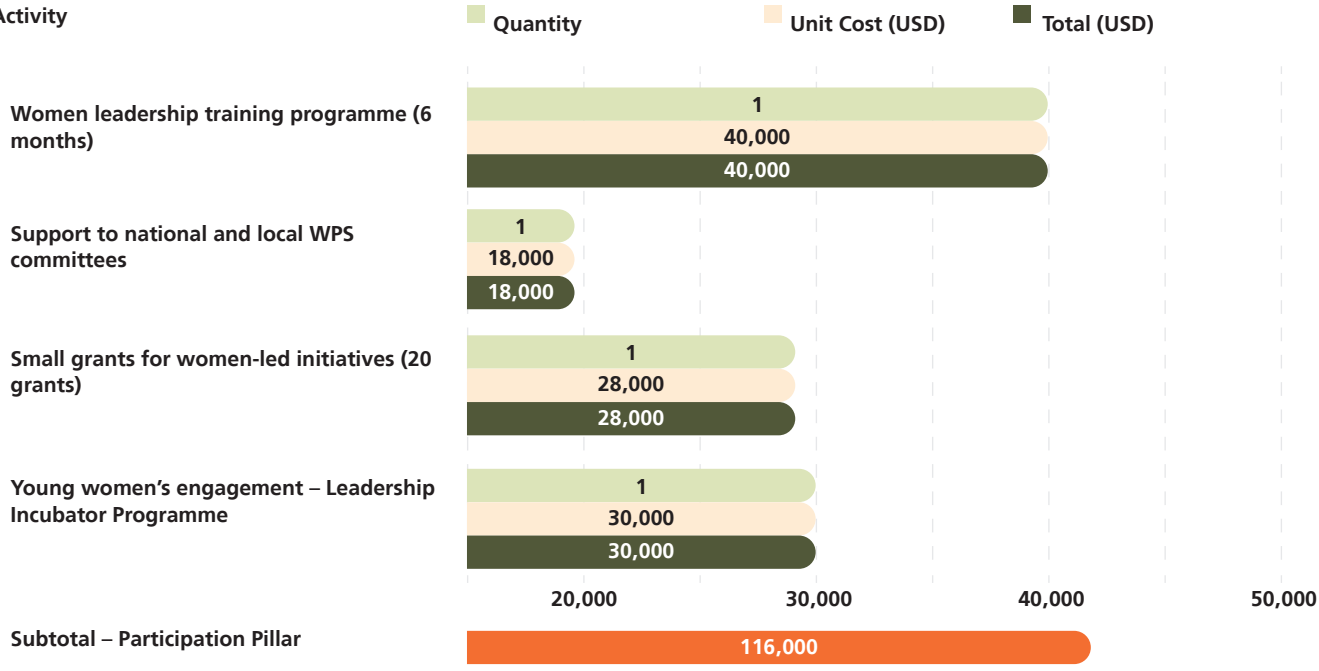
4. Participation Pillar

Scope: Enhancing women’s participation in decision-making, leadership, national committees, and local governance.



5. Participation Pillar

Scope: Support to women affected by the Gaza aggression, economic recovery, and mental health..



Subtotal (before administrative costs):

706,000 USD

Administrative costs (5%):

706,000 × 5% 35,300 USD

Total Indicative Budget:

741,300 USD





## Monitoring and Evaluation (M&E) Framework for the Third-Generation UNSCR 1325 Plan

The M&E system is based on a **unified national methodology** ensuring transparency, data accuracy, traceability, and alignment with international standards. It is designed to enable **periodic assessment and continuous learning**, with clear delineation of roles among government institutions, international partners, and civil society.

### I. National Monitoring Architecture

The **Ministry of Women’s Affairs** leads the M&E system as the national focal point for UNSCR 1325, while the **National Women, Peace and Security Committee** performs the coordination function across government, civil society, and the private sector. Monitoring is conducted across **three interlinked levels**:

#### 1. Institutional Monitoring

Each ministry and government entity monitors its respective indicators and submits **quarterly reports** to the national focal point at the Ministry of Women’s Affairs. This includes:

- Updating administrative records
- Tracking progress of interventions
- Measuring completion rates for short- and medium-term actions
- Identifying challenges, constraints, and technical needs

#### 2. Statistical and Data Monitoring

The **Palestinian Central Bureau of Statistics (PCBS)** serves as the authoritative data reference by:

- Producing official, gender-responsive data aligned with Plan indicators, particularly on violence, political participation, employment, education, protection, displacement, forced transfer, and military aggression
- Developing new qualitative–quantitative surveys tailored to the occupation context
- Documenting gendered impacts of occupation and the Gaza war using standardized statistical tools
- Reviewing indicators for methodological coherence (baselines, measurement methods, and Means of Verification)
- Leading periodic data harmonization with ministries to avoid duplication and ensure integration of administrative and statistical sources
- Publishing annual analytical reports informing the national Plan report and international reporting (CEDAW, SDGs, UNSCR 1325)

This ensures that data are:

harmonized

comparable

internationally

compliant, and  
evidence-based.

### 3. Community-Based Monitoring

Implemented through:

- The **National Observatory on Violence against Women**
- Civil society organizations, particularly women’s protection actors
- Local platforms linked to emergency committees and community participation structures

Community monitoring captures violations not reflected in official data and adds a critical **qualitative perspective** reflecting women’s lived experiences.

## II. Unified National Monitoring Tools

### 1. National Results Framework, including:

- Outputs and indicators
- Baselines and targets
- Means of verification
- Responsible entities

### 2. Quarterly Progress Reports, submitted via the centralized M&E platform

### 3. Digital Monitoring Dashboard, jointly managed by the Ministry of Women’s Affairs and PCBS, displaying:

- Progress rates
- Gender-responsive early warning indicators
- Indicators of occupation-related violations and their impact on women
- Protection and accountability indicators

## III. National and International Reporting

The annual national report of the Third-Generation UNSCR 1325 Plan is developed based on:

- Official PCBS data
- Ministry reports
- Civil society reports
- Data from the National Observatory on Violence
- UN and specialized agency reports

The report contributes to:

- Palestine’s CEDAW reporting**
- Sustainable Development Goals (SDGs) reporting**
- International advocacy documents** on the impact of Israeli occupation on Palestinian women

# Annexes



## Annex No. (1): Legal Accountability Annex Supporting UNSCR 1325

Instrument	Relevant Articles / Paragraphs	What It Obligates (Brief Summary)	How It Is Used in the National Action Plan	Available Accountability Mechanisms
UN Security Council Resolution 1325 (2000)	OP1, OP2–5, OP8–13, OP15–17	Increasing women’s representation; integrating a gender perspective in agreements and missions; protection from sexual violence; ending impunity; addressing women’s needs in DDR and shelter.	Linking each action to the relevant operative paragraph, e.g. representation quotas based on OP1; protection protocols from violence based on OP10–11.	Periodic reports of the Secretary-General; Security Council missions (OP15); linking implementation to national action plans; reference to the Rome Statute to address impunity.
Subsequent WPS Resolutions: 1820 (2008), 1888 (2009), 1960 (2010), 2106 (2013), 2242 (2015), 2467 (2019)	1820: recognition of sexual violence as a threat to peace; 1888: SRSG and expert mechanisms; 1960: monitoring and listing; 2106: strengthened accountability; 2242: expanded participation and human rights compliance; 2467: survivor-centred approach	Expanding monitoring and accountability tools for armed conflict-related sexual violence; strengthening women’s participation and parties’ compliance with international law.	Incorporating an early warning, documentation, and periodic shadow reporting system based on 19602467/2106; participation pillar grounded in 2242.	Reporting and listing of perpetrators (1960 listing mechanism); regular briefings; mandates of expert mechanisms.
CEDAW + General Recommendation No. 30	CEDAW/C/GC/30 (obligations across the armed conflict continuum: prevention–conflict–post-conflict)	Binding State obligations: non-discrimination; due diligence regarding acts of non-State actors; access to justice and temporary special measures; duty to collect disaggregated data.	Aligning indicators and budgets with GR30 (e.g. allocating resources for litigation and legal aid; integrating temporary special measures in employment and services).	CEDAW Committee (periodic reporting, individual communications under the Optional Protocol, concluding observations).
International Covenant on Civil and Political Rights (ICCPR)	Arts. 2, 3 (non-discrimination and equality); Art. 7 (prohibition of torture); Art. 9 (liberty and security); Art. 14 (fair trial); Art. 26 (equality before the law)	Immediate obligations to respect, protect and ensure remedies; effective measures to investigate violations and prosecute those responsible.	Establishing effective complaint pathways and training police, prosecutors, and judiciary on gender-sensitive procedural standards.	Human Rights Committee (periodic reports; individual communications for States parties to the Optional Protocol).
Convention Against Torture (CAT)	Arts. 2, 12, 13, 16	Prohibition of torture and ill-treatment; prompt and impartial investigation; redress for victims.	Survivor interview protocols; protection of medico-legal data; safe referral mechanisms.	Committee Against Torture; complaints procedures.
Convention on the Rights of Persons with Disabilities (CRPD)	Art. 6 (women with disabilities); Art. 9 (accessibility); Art. 16 (exploitation, violence and abuse)	Special measures to protect women with disabilities and ensure accessibility and safe services.	Accessibility standards in shelters and services; participation/access indicators for women and men with disabilities.	Committee on the Rights of Persons with Disabilities.
Geneva Conventions (notably the Fourth Geneva Convention) and Additional Protocols	GC IV Art. 27 (special protection for women against rape, enforced prostitution...); Art. 76 (separate detention and special treatment for women); AP I Art. 76 (special respect and protection); AP II Art. 4(2)(e) (outrages upon personal dignity)	Protection of civilians under occupation; special protection for women; obligations of the occupying power. (ICRC IHL Databases)	Substantiating accountability arguments in cases of gender-based violence under occupation; designing shelter/ detention standards.	International Humanitarian Law enforcement mechanisms (ICRC, individual criminal responsibility, national and international prosecutions).

Instrument	Relevant Articles / Paragraphs	What It Obligates (Brief Summary)	How It Is Used in the National Action Plan	Available Accountability Mechanisms
Rome Statute of the International Criminal Court	Arts. 7(1)(g) & 7(2)(f) (crimes against humanity: rape, sexual slavery, forced pregnancy...); Arts. 8(2)(b)(xxii) & 8(2)(e)(vi) (war crimes); Art. 68(1) (protection of victims and witnesses); Art. 21(3) (non-discrimination)	Criminalizes sexual and gender-based violence as genocide/war crimes/ crimes against humanity; ensures victim- and witness-protective measures and procedures. (International Criminal Court)	Building chains of custody; standardized documentation templates aligned with the Elements of Crimes; strategic referrals.	National/international referrals; judicial cooperation; evidence preservation in line with the “Elements of Crimes”.
Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)	Core provisions (Arts. 1–5, 7–16)	Elimination of discrimination in law and practice; ensuring political and public participation; combating gender-based violence.	Reviewing domestic laws and policies; linking participation and protection indicators to CEDAW provisions.	CEDAW Committee (reports, individual communications); politically binding concluding observations.
Convention on the Rights of the Child and its Optional Protocols	CRC generally; Optional Protocol on the Sale of Children/sexual exploitation; Optional Protocol on the involvement of children in armed conflict	Protection of girls from exploitation and violence; prevention of child recruitment and involvement in armed conflict.	Protection pathways for adolescent girls and integration of dedicated indicators.	Committee on the Rights of the Child.
Technical principles and standards supporting accountability	Istanbul Principles for safe documentation; IASC Guidelines on Gender-Based Violence; Humanitarian Charter / Sphere Standards	Safe, survivor-centred documentation protocols; referral and accountability arrangements for humanitarian actors.	Development of operational guidance for monitoring and referral; codes of conduct and beneficiary accountability.	Internal complaint/ accountability mechanisms within agencies; external reviews.



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