



Palestinian Market
Development Programme

Gender Strategy

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ACRONYMS

ACAD	Arab Center for Agricultural Development
ASALA	Palestinian Business Women's Association
BSP	Business Service Providers
BWF	Business Women Forum
DAI	Development Alternatives Inc.
DFID	Department for International Development
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
GA	Gender Assessment
FNMD	Facility for New Market Development
IFC	International Finance Corporation of the World Bank Group
M4P	Making Markets work for the Poor
ICT	Information and communications technology
IT	Information technology
ILS	Israeli New Shekel
MIFTAH	The Palestinian Initiative for the promotion of Global Dialogue & Democracy
PCBS	Palestinian Central Bureau of Statistics
PITA	Palestinian Information Technology Association of Companies
PARC	Palestinian Agricultural Development Association
PMDP	Palestinian Market Development Programme
RWDS	The Rural Women's Development Society
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNMDG	United National Millennium Development Goals
USAID	United States Agency for International Development
WEE	Women's Economic Empowerment

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WGB

West Bank – Gaza

Source: USAID West Bank-Gaza Gender Analysis, 2013

I. BACKGROUND

As of 2013 real GDP growth in the Occupied Palestinian Territories (oPt) reached 2.6%¹, due to donor support to the public sector. This growth however, failed to address high unemployment and high poverty rates. By the end of 2013 the unemployment rate had reached 35% in the oPt, and the poverty level among Palestinian households was 20.7% in 2011 (14.5% in West Bank and 32.6 % in Gaza Strip).²

Sustained economic growth helps reduce high unemployment and poverty and is a key part of Palestinian state building objectives. Developing a sustainable economic base will depend largely upon the establishment of a dynamic and productive private sector; increasing GDP will in turn increase tax revenues for the Palestinian Authority (PA) promoting fiscal sustainability and reducing donor dependence. Restrictions imposed by the Government of Israel on the movement of people and access to resources, coupled with high cost and inadequate skills of the labour force has significantly reduced the competitiveness of Palestinian firms³.

The chance to start and run a business or enter into gainful employment is the inevitable hope for a way out of poverty for both men and women in developing countries. Realising this hope requires the creation of an environment where improvements shall take place in a broad range of areas, from infrastructure to education and policies. There is also a requirement for good business regulation, so that the opportunity to build a business or have a good job is dependent not on connections, wealth or power, but on an individual's initiative and ability. Additionally efforts should be made to increase female participation in the formal labour force and business ownership as traditionally this is lower in economies where there are greater restrictions on women's access to work..

The lack of legal parity for women as well as other gender related gaps are issues affecting the developing world, mainly for middle- and low-income households. The World Development Report 2012 - Gender Equality and Development argues that closing these gaps is a core development objective in its own right. It is also smart economics; better gender equality can enhance productivity, improve development outcomes for the next generation and make institutions more representative of the population. Yet in the oPt, women still face a lot of barriers on all levels for example, married women cannot get a job or pursue a trade without spouse approval⁴, high level jobs and wage gaps persist between women and men holding the same job, there is no legal quota for women on corporate boards, parliament or local government. Additionally women lack access to finance and assets such as land and property, and have a lack of market-relevant skills and mobility.

According to the Palestinian Central Bureau of Statistic (PCBS), women-owned enterprises are growing in size at all levels but still represent a minority of not more than 5%. There is a well-marked significant

¹ Palestinian Central Bureau of Statistics, Press Report, Preliminary Estimates of Quarterly National Accounts (Third Quarter 2013)

² Palestinian Central Bureau of Statistics

³ World Bank, 2012 West Bank and Gaza Towards Economic Sustainability of a Future Palestinian State: Promoting Private Sector - Led Growth

⁴ Women, Business and the law: <http://wbl.worldbank.org/data/exploreeconomies/west-bank-and-gaza/2013>

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dichotomy in the types of enterprises run by women, depending on the level of education. Home-based micro enterprises are run by women with secondary education or less, whereas women with high-school or university education who are exposed to modern business practices and approaches have a greater share in growth-oriented professional businesses. Female representation is persistently low in the chambers of commerce and almost absent on the boards of directors. Moreover, women's representation in the business support services, as well as in the private-sector organizations is lower than that of their male counterparts, although some females are members in the boards of directors in these institutions.

In order to achieve a more sustainable development economy and address the gender gaps, political reform is required whilst simultaneously involving more women in formal activities; such as training courses, market development activities and engaging in new niche markets/alternatives for women in non-traditional sectors.

As part of the Inception phase, PMDP engaged an International Gender Specialist (Emily Miller), to begin gathering relevant gender information from primary and secondary data sources during a two-week in-country Mission (November 24 – December 8 2013). These data from key informant interviews, secondary sources and visits to two rural women run cooperatives should be integrated into the Market Systems Analysis (MSA) process that, in turn, will inform and validate the design for PMDP program interventions.

This gender strategy aims to address gender issues within the scope of the PMDP programme. The strategy will aim to answer questions about how the programme three main outputs will enhance women participation in business, and provide market analysis with a gender focus when possible. It is crucial to highlight that this gender strategy is limited to mainstreaming gender within the PMDP activities. The intended audiences of this strategy are PMDP team, steering committee members, to provide guidance during the implementation of the programme.

II. RATIONALE FOR AN INTEGRATED GENDER STRATEGY

Over the next six years PMDP will be a comprehensive program to strengthen the competitiveness of the Palestinian private sector. It will provide matching grants and technical assistance to mostly small and medium sized enterprises as well as undertake market sector analyses to identify and address market failures and will aim to strengthen investment and private sector skills and knowledge. Activities will be implemented in Gaza, the West Bank and East Jerusalem/Area C.

PMDP interventions will be built on DFID's Making Markets Work for the Poor (M4P) theory of change approach that removes barriers to growth in the market system while ensuring that the poor of which

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constitutes 23% of the population in Palestine⁵, are active participants and beneficiaries. (Source: DFID Programme Document Summary, page 12) Any incentives to address identified market failures will be provided under the PMDP matching grant scheme. It is worth noting in the Programme Document that there is little evidence on how M4P principles can be applied with a matching grant scheme and the PMDP approach will be closely assessed as the program evolves.

As experience with the M4P approach is gained and investment made in a growing portfolio of projects, there is an increasing recognition of the need, potential and challenges in terms of scale and sustainability. The private sector development approaches of aid agencies have moved substantially in the last decade towards market-based economic engagement with the poor, and more recently, towards Women's Economic Empowerment (WEE) and gender equality. (Source: M4P and WEE Operating Guide, 2012). This movement recognizes unequal access of women and men to economic, social and political opportunities and aims to contribute to redressing this imbalance in gender access to productive assets and economic opportunities.

What is gender integration? Gender integration involves identifying and then addressing gender differences and inequalities during program and project planning, design, implementation, monitoring, and evaluation. Since the roles and relations of power between men and women affect how an activity is implemented, it is essential that program and intervention managers address these issues on an ongoing basis. Conducting a gender analysis and/or gender assessment is the first step for ensuring successful gender integration into programs and policies. (Source: USAID-WBG Gender Analysis, page 67, February 2013)

The M4P Hub's *Guidelines for Incorporating WEE into M4P Projects* (DFID, April 2012) lays out key factors for success. Listed below are design elements that if applied, will help ensure that gender is integrated into the PMDP inception and implementation phases.

1. It is important to integrate gender into the program cycle from the very start. Gender should be integrated into the results management system from the start as well.
2. Gender should therefore be included in the strategic framework and log frame and make explicit what the program gender objectives are within the broader context of how the program defines the "poor" and what the poverty reduction objectives are, and whether gender specific constraints will be addressed.
3. If gender integration is a priority, a market system should be selected with scope for women when trade-offs are understood with regard to growth potential of a sector and a market system that includes many women.

⁵ (Source: USAID-WBG page 7) According to PCBS, poverty and deep poverty lines for households of two adults and three children stood at ILS 2,237 (US\$ 609) and ILS 1,783 (US\$ 478) per month, respectively. PCBS. Poverty in the Palestinian Territory, 2009-2010/Main Findings. 2011 .

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4. As for all M4P interventions, it is important to be able to make a “business case” for those that contribute to gender integration, women’s economic empowerment and increased productivity and competitiveness in the marketplace.
5. Interventions that contribute to economic empowerment of women include those that target men and women, as well as those that specifically target women. The goal is equal opportunities in the market system.

III. SCOPE AND APPROACH

It is important to point out that this gender strategy was formulated to address gender issues within the scope of the programme. This is not intended to be a gender strategy to address all gender related issues in the Opt.

For example, in output 1, “Improving private sector competitiveness”, PMDP will ensure through its communication and outreach efforts, that the provision of technical assistance is equally available to women and youth by outreaching to women and try to encourage them to apply to the grant scheme. Moreover, PMDP has provided for an additional benefit to projects that are owned, managed by women, or can benefit women, in the evaluation criteria of proposed projects. It is not envisioned that the PMDP project will work under this output with the informal sector and home based businesses as one of the eligibility criteria for receiving grants under this output, is to be a registered company. Informal businesses are not part of the target group in PMDP. It is also worth mentioning, that this output is demand driven, and PMDP is not designing specific programs to address gender issues; such as exploring new income generating activities for women, or programs to support home based businesses. The programme will continuously monitor women participation and gender integration in all outputs of the programme and take corrective actions when needed in the implementation of the programme.

66% of the informal sector is women dominated

1.4% of all employed women are business owners.

19.5% of women workers are unpaid family workers

5% of women own or share ownership of a property (Azzouni, 2005)

Access to credit/finance for women is relatively easy in the West Bank, yet, more than 76.9% of women in the West Bank have never benefited from any financial services.

process during the evaluation of the different market systems. . Part of this analysis will include an analysis of any failures that impact women, youth and the poor. In addition, it will explore potential markets where women can be integrated, or have a good chance to compete. The main objective of this intervention is to address issues where the market system is failing, and suggest solutions when applicable.

In output 3, “improved trade and investment linkages” PMDP will work to build capacity of the Palestinian Investment Promotion Agency (PIPA), place commercial trade representatives in up to 10 overseas countries, and improve linkages with the Palestinian diaspora overseas. PMDP will endeavor

to address gender issues in this component through engaging women owned business to take advantage of the commercial trade representation to get benefit in reaching markets and potential investors. In addition, PMDP will explore options to connect the Palestinian diaspora with local women associations and businesses.

IV. GENDER ANALYSIS

1. Gender in the Palestine Market Economy (Labour Participation and Roles)

Total labour force participation for men and women fluctuates during the year in the West Bank (39-46%) and Gaza (34-39%), but on average remains low (44%) reflecting particularly low levels of participation of women and youth. The gap between women and men in participation is large, even in comparison with other countries in the region. (Source: USAID-WBG page 7). Women's economic empowerment relative to men is particularly weak along three dimensions: lack of access to the labour market, wage discrepancies, and women's overriding role as unpaid family workers in the care economy. (Source: *op cit.*) Two-thirds of all economically inactive women attributed their absence from the labour market to the urgency and priority of housekeeping duties; none of the men reported housekeeping as the cause of their own economic inactivity. (Source: *op cit.* page 8)

Women and men tend to be employed in different sectors of the economy. Women are concentrated in services and other branches, and in agriculture. Men dominate in plant and machine operation, crafts, services and sales, skilled agricultural and fishery workers, legislators, and managers, while women are better represented among technicians and clerical staff. Women are 53% of nurses, 45% of pharmacists, 17% of dentists, 12% of doctors, and 15% of practicing lawyers. For women, higher education does not reduce the likelihood for unemployment. (Source: *op cit.* page 8)

A UNFPA report⁶ on gender equality notes that the division of roles between men and women in Palestine varies widely by region, locality type and cultural and economic level and age group (page 6). Economic pressures are leading male family members to be more accepting of female family employment outside the home; at the same time, older women still expect younger women to perform a full workload of domestic chores. Younger women themselves still consider marriage as their primary familial obligation. (Source: *op cit.* page 11). A World Bank Report⁷ notes that marriage, family and children are viewed as highly important aspects of Palestinian culture. Family life is considered by many as the "only refuge from insecurity," and many women derive their sense of rights and entitlements from it.

Women in the 25 – 34 age group account for the majority of female business owners/managers. The majority of women entrepreneurs has some or has completed secondary school education (24% and 18% respectively), 12% have completed college or a technical training program, and 18% have university degrees. Most of the businesses are very small one-person businesses, consumer goods oriented, and geared principally toward the domestic market. Women owned businesses are largely informal and the number and size of informal enterprises is lacking.

⁶ UNFPA, Engaging Men in Gender Equality in the Occupied Palestinian Territory, December 2011

⁷ World Bank Checkpoints and Barriers. Gender Dimensions of Economic Collapse, 2011 (no page noted).

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From the PALTRADE gender strategy⁸ earlier surveys indicate that the majority of women labour falls within the services sector⁹: 61.8%, followed by 21.4% in agriculture, and 8.1% in commerce and hotels. 91% of Palestinian enterprises are considered to be micro enterprises consisting of 1-4 employees. 34% of these micro enterprises are dominated by women. Since women are largely concentrated in the informal sector much of women's labour is unaccounted for in the formal labour statistics.

Women's Formal Labour Participation by Major Economic Sector (2011)

Services sector	Agriculture	Commerce
61.8%	21.4%	8.1%

Registered women owned businesses (2007):

Trade	Manufacturing	education	healthcare	Entertainment	tourism	Engineering	Consultancy	IT
41%	11%	11%	6.8%	6.8%	4.8%	4.1%	4.1%	1%

2. Business Enabling Environment Constraints to Women and Men in the Marketplace

The International Finance Corporation (IFC) doing Business indicators for 2014¹⁰ rank the West Bank and Gaza at 143 out of 189 countries in terms of starting a new business, at 165 in terms of getting credit, and in last place at 189 for resolving insolvency. Although the indicator is not gender-specific, women report that they face gender discrimination, especially when applying for loans from banks that require male guarantors and additional collateral.

The legal framework – commercial and banking laws and regulations – is not conducive to business expansion, in particular for women-owned businesses. Some of the legal impediments to women's business development are due to family law rather than commercial law. Women-owned businesses are largely informal and the disadvantages of entering the formal business sector often prevail. (USAID-WBG, *op.cit.*, page 16).

3. Gender Issues within the PMDP

Agriculture

Although rural women constitute the majority of the agricultural labour force (mostly in low skilled production and processing), they are living in poverty due to unpaid work at family farms and a minimal hourly rate (5 ILS per hour). The pay remains low even if they are members and work at a rural cooperative (source: PMDP fieldwork, December 3, 2013). According to PARC, women make up 60% of farm production workers but they are not landowners. Women are estimated to account for 30% of the labour in agro processing and 10% in product marketing. There are no (or few) women in wholesale trade. More than 90% of women in agriculture production are not paid but working as part of the family farm. (PARC, interview on December 1, 2013). The poverty rate among females in the Gaza Strip was more than twice that of females in the West Bank.¹¹

⁸ PALTRADE, Gender Strategy: The Export Development for Palestinian Businesses Project, January 2013 (UNDP and the ITC are co-implementing partners)

⁹ PCBS "Women and Men in Palestine" 2011

¹⁰ International Finance Corporation, Doing Business 2014: Smarter Regulations for Small and Medium – Sized Enterprises, <http://www.doingbusiness.org/data/exploreeconomies/west-bank-and-gaza/>

¹¹ Palestinian Central Bureau of Statistics, Women and Men in Palestine, Issues and Statistics 2012, page 66.

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The major gender related constraints for women in the agricultural sector are:

1. Household responsibilities and child rearing that limit the time women can spend for income producing activities (Source: USAID WBG GA). The absence of support services such as childcare.
2. Limitations on mobility and access to larger markets (op.cit.)
3. Low skill base in rural business development (Source: PMDP GA fieldwork)
4. Limited access to, and control over, productive resources and assets (Source: USAID WBG GA)
5. Limited access to higher value business networks (e.g., wholesale and exports) (Source: Advance Consulting Services)
6. Aging of the agricultural labour force as younger more educated women are moving to urban centers for economic opportunities within the formal sector, primarily public institutions. (Source: Bisan Mousa)

These in turn lead to issues and constraints that are not gender specific but come from the gender-based constraint (Source: PMDP GA fieldwork):

7. Poor product quality standards including questionable hygiene of processed foods
8. Small, if any, cash reserves for business expansion, required matches for donor support, business certification/registration and product innovation
9. Limited local markets (often village level) for women's agricultural products which are often identical among producer groups (e.g., pickles, chilli sauce, honey, zatar, jams, cous cous, etc.)
10. Production and value addition is supply driven not demand driven.

Cooperatives and Agricultural Development

The PMDP gender research clearly revealed that Palestinian agricultural cooperatives and women's clubs¹² are the primary business organizations in which rural women engage in the local market economy. Historically, cooperatives were used to benefit only a few families and had poor governance and low transparency. They were usually politicized. PARC reports that over its 30+ year history in working with women -focused cooperatives only about ten percent have been successful and well-functioning.

The number of cooperatives registered in the West Bank (2012) was 1340¹³; of which only 39% were operative. It is also estimated that only 16% of all cooperatives are women cooperatives, despite the fact that almost 60% of the productive and reproductive activities are carried out by women, especially in rural areas. Due to the high number of registered but nonfunctioning cooperatives, the Ministry of Labour General Directorate of Cooperatives has set high registration fees for new cooperatives (\$500 and up) which is a deterrent to new cooperatives that are trying to shift to a business model. Despite

¹² Women's Clubs are usually not registered and are formed at the rural community level to address the needs of women to engage with one another to share and solve common problems including income generation activities, group savings and credit needs and child care. Donors and NGOs typically form cooperatives from participants of the women's clubs who are willing and able to pay the cooperative initiation fees which can cost \$75 and upwards.

¹³ Makhool, Basem. 2012. Analytical study "the socio-economic impact of cooperatives in the West Bank". Palestinian National Authority Ministry of Labour, General Directorate of Cooperatives.

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this PARC feels that cooperatives hold the highest potential for scaling up in value addition agro-processing and marketing. Agricultural cooperatives make up the largest portion in the oPt at 47% with housing cooperatives the second largest (35%). (Source: PALTRADE Gender Analysis).

Although the agricultural cooperative have scale up potential the gender and non-gender constraints of poor product quality, limited markets, rudimentary business skills and limited cash reserves for business development.

Best Practices and Lessons Learned from the Agricultural Sector Stakeholders

The best practices and lessons learned in the PMDP agricultural sector gender analysis reflect findings from interviews with 12 stakeholders in rural development including women focused NGOs (The Rural Women's Development Society, ASALA, Arab Center for Agricultural Development, Business Women Forum-Palestine, and the Agricultural Development Association (PARC) as well as service providers (Advance Consulting Services) the United Nations Development Programme Poverty Reduction Unit and a private sector social enterprise, New Farm, that is packaging, marketing and exporting cooperative produced food items.

Recommendations and new interventions are:

1. For cooperatives to be sustainable the gaps and deficiencies in governance, technical and sanitary areas must be removed (PARC). Efforts to facilitate the formalization from an informal to a registered cooperative or association must continue as part of the business support services. (Business Women Forum is committed and allotting BSP resources to this task). In addition, it is highly recommended to coordinate with MoL, since they can provide assistance to targeted cooperatives in regard to governance.
2. Facilitate new or expansion of marketing and trading companies such as New Farm Processing and Marketing Company who can act as an honest broker, prescribe and improved product and quality standards and thereby provide access to larger domestic and international markets. Prerequisites for becoming a supplier are meeting the product standards, reliable supplies in the quantity specified, as well as displaying entrepreneurial mind set and skills. A wholesale marketing company, as being proposed, may also lead in the packaging design and Fair Trade certification. Women who are stakeholders should be part of the decision making processes. It is recommended to coordinate with New Farm or other potential companies to understand their capacity to implement such activities, and who should pay for it.

The UNDP, FAO, the Ministry of Agriculture and AL REEF, a private sector marketing/trading company, are collaborating in a new program to upgrade the capacity of 28 prescreened women's cooperatives to meet the product standards of larger buyers such as Ramallah and West Bank area supermarkets, hotels and restaurants. One of the two leading edge cooperatives has a mixed gender membership; the cooperative has also gotten support for the last 15 years from Oxfam, demonstrating that cooperative capacity building is a long term process.

3. Consider allowing some portion of the required match of grantees, which is typically set as a 25% match by donors, to be paid in installments over a pre-negotiated timeframe rather than 100% upfront. (Rural Women's Development Society)

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4. Focus on longer term marketing plans and strategies and ensure that the enterprise members are capable of implementation (in one of the cooperatives visited by PMDP the members did not seem to grasp the market vision and strategies that were developed “by” them).
5. On skills development the preferred method is “coaching enterprises” on site rather than conducting class room trainings. Nevertheless, women business owners still need better access to knowledge and improved access to market information.
6. Creating women leaders and decision makers is a long term process that requires access to productive assets and resources (e.g., own bank account), and in decision making. (CEO of MIFTAH)
7. Conduct a thorough mapping of registered women focused agricultural cooperatives using a diagnostic organizational assessment framework. There is no need for PMDP to reinvent the wheel but it can use the internet for organizational diagnostic frameworks used by leading development organizations. (i.e., USAID)
8. There are some women business development consultants especially in training and communications (Source: PALTRADE, Advance Consulting Services). Universities and vocational institutions can be targeted for reaching out to women who may be interested in part-time consultancies. Marketing and product design are major constraints and women consultants with this expertise can provide a much needed service.
9. Initiate dialogues with donors engaged in women focused rural economic development to leverage resources, swap leads and share their knowledge. Several stakeholders said that the lack of coordination is causing market distortions and product saturation and some donors are offering trainings that are more intent on reaching beneficiary targets rather than the real needs of the cooperative/business enterprise.
10. Outreach and communication channels that were most recommended in ranking order include personal onsite presentations, radio, village councils, NGOs, working in the districts, Ministry of Women’s Affairs, and local TV spots.
11. Sustainability of donor efforts and resources has been low. To counteract this, longer range business and marketing plans and exit strategies are needed. These tools must be clearly understood, agreed upon, and able to be implemented by the beneficiary groups.
12. Exploring new income generating activities and innovative financing mechanisms that ensure diversity, for example, introducing new skills training for women on renewable energy, and recycling. In addition, improving women access to agricultural resources, education, and financial services.

Information and Communications Technology (ICT)

Gender Context: Unlike the agricultural sector there are no known NGOs or donor programs specifically supporting women’s increased participation in and economic benefits from the ICT market sector. Only one interview could be arranged with an ICT focused organization, the Palestinian Information Technology Association of Companies (PITA).

The participation of women in the ICT sector is small but growing. In 2011 PALTRADE conducted a survey of 363 of its members and found that the most prevalent women-owned service companies are ICT firms although this only amounted to five enterprises. Of all registered women owned business in

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2007 only 1% was in ITC as compared to 41% in trade. There are no women serving on the six PITA committees made up of senior level managers and perhaps a “few” PITA members with women managers. According to PITA’s Advocacy and Policy Officer Amani Muady, women employees of ICT companies are in administrative roles. Women also are employed as professors and teachers of ICT curriculum at the university and vocational school levels. The underlying causes for this low participation rate in the ICT were not clearly identified. One probable reason is that technology is generally considered to be ‘men’s work’. (This gender labeling of technology applies to many countries and cultures and is not unique to Palestine.)

PITA says that there is good potential for women in ICT—there are about 1,500 yearly graduates of IT university programs, with women comprising 55%, and most are unemployed in their specialization. Nahed Freij, a local consultant working for Advance Consulting, says that ICT offers stay at home women the potential to work from home virtually with more flexible hours. When asked about this potential for home based work, PITA’s advocacy officer said that the ICT industry in Palestine is not yet moving towards a more flexible home based option for men or for women. If such an option was made available it could significantly increase the participation of women in the labour force including the ICT sector (USAID-WBG, page 17, E. Miller).

During the implementation phase of the programme, PMDP will look at the ICT sector and identify certain market systems within the sector to be analysed. The identification process will include gender participation in the market system and the growth potential for women owned and or managed business. Once the market system has been identified the market system analysis will include gender related constraints within that system and potential interventions to unblock the potential of women participation.

Best Practices and Lessons Learned from the ICT Sector Stakeholders

PITA is engaged in the USAID-funded DAI- implemented “Compete” project to address issues around the skills gap between business needs and what the national universities are teaching. They conducted a survey in 2013 of Palestinian ICT companies to assess their technical skill needs which were then compared against the ICT curriculum of the five primary universities to identify gaps and opportunities for filling them.

A training and internship program was designed around the labour needs of the ICT companies and marketed to ICT university students. Fifty slots were to be filled for two-months’ training and skills development followed by a three month internship with an ICT company. In principle, the participating companies agree to hire the students following successful completion of the program.

170 CVs and applications were submitted and reviewed for the 50 openings. The successful applicants were those with the closest qualifications and abilities for the skills desired by the ICT companies. Twenty women (42%) were selected among the 170 applicants. These 20 women have been “faster learners, more committed and harder working” than their male counterparts according to PITA. These women lack the confidence and support to start their own ICT enterprise.

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PITA's Amani believes that support to women ICT graduates through small grants could provide the bridge for bringing up women in ICT enterprises. She also added that "We have to work more closely with the private sector to put women in their strategy and vision."

PMDP could consider:

1. Technical assistance to a select number of IT women -owned business startups (PMDP matching grant) to offer services that the ICT companies require (based on Compete survey results) and could outsource.
2. Pilot women focused trainings on the business side of ICT sector in cooperation with PITA, Compete and/or the Ministry of Telecommunications which has integrated gender into its strategic plan.
3. Provide communications and marketing of these opportunities through PITA and its linkages with the ICT university departments and their students.
4. Design and assign additional points in the selection criteria for ICT companies seeking PMDP matching grants to those companies that have integrated gender into their strategy and can demonstrate that they are actively recruiting women for their technical vacancies.

Tourism

The Palestinian tourism industry has the necessary infrastructure, facilities and attractions to become a viable and independent destination. The industry is not yet fully developed across the value chain. More than 2 million foreign tourists visited Palestine in 2010 and that number continued to increase in 2011 and 2012. Total overnight stays in Palestinian hotels increased by 40% in 2010 reaching a record high 1,400,000 (including both foreign and domestic overnight stays and staying in East Jerusalem overnights). Overnight stays by foreign visitors to the West Bank increased by 51%, however, about 76% of overnight stays were in the Bethlehem area and not geographically spread throughout the West Bank. Between 2000 and 2009 the private sector re-invested close to USD 300 million into the sector. Rural areas did not benefit from the recent growth, and were excluded from the mainstream tourism routes.¹⁴

The Palestinian tourism sector has two main formalized subsectors-- the travel agency industry and the accommodation industry. The value chain players are tour operators and carriers, accommodation, retail, food and beverage suppliers and business support services.

Tourism also creates a ripple effect on other sectors notably agriculture (food processing), handicrafts, and construction. Many of the women dominated jobs in food processing and handicrafts are in the informal sector. Tourism is a package or bundle of services whether formally packaged by a tour operator or individually sourced. Enterprises that are included in the support services are handicrafts and souvenirs, retail shops, restaurants, taxi services and visitor assistance services. The support services are essential to the tourism sector. According to data from the Palestinian Central Bureau of Statistics (PCBS) these auxiliary support services represent more than 4,735 enterprises employing

¹⁴ World Bank Knowledge and Learning Quick Notes Series, by Ali H. Abukumail, "Experiential Tourism in Palestinian Rural Communities: Abraham's Path" Number 82, February 2013.

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approximately 50,000 people.¹⁵ Despite these impressive sounding statistics, tourism only directly employs 2% of total Palestinian employment in the formal sector.¹⁶ Women make up six percent of total employment in the formal sector of tourism with the greatest numbers in restaurants (466) and lodging (427) and the highest percentage concentration as tour operators (34%).

Number of Persons Employed in Palestinian Tourism Enterprises in 2012

Activity	No. of employed persons	Males	Females	% Females
Mfg. of wooden antiques	670	657	13	.02
Retail sales of souvenirs	795	752	43	.05
Bus services	556	554	2	-
Accommodation activities	3,074	2647	427	14
Restaurants	10,649	10,183	466	.04
Beverage services	2,828	2,817	11	-
Rental car services	735	700	35	.05
Travel agency services	250	210	40	16
Tour operators	242	160	82	34
Haj and omra operator activities	347	282	65	19
Creative arts & entertainment	361	300	61	17
Other amusement	2,461	2,262	199	8
Other tourism	41	33	8	20
Total	23,009	21,557	1,452	6

Source: Palestinian Bureau of Central Statistics,
<http://www.pcbs.gov.ps/Portals/Rainbow/Documents/TourAct-2012-E-02.htm>

Tourism creates a range of jobs across skill levels ranging from facilities maintenance to curators. In rural areas women are the main hosts who manage and prepare lodging and food. According to the World Bank report there is an acute shortage of labour with the necessary language and customer service skills required for a vibrant and growing tourism sector. (Source: *op. cit.*) The 2013 tourism strategic plan notes that while there are a number of courses in services related to tourism in Palestine there are relatively few graduates and limited practical training.¹⁷

Donors such as UNESCO and the UN MDG Achievement Fund are using local implementation partners including the Ministries of Culture, Tourism and Antiquities, Women's Affairs and Agriculture; women

¹⁵ "Tourism Services Sector Export Strategy" prepared with assistance from the International Trade Centre , Final Draft, September 2013, page 13.

¹⁶ *Op. Cit.* page 15.

¹⁷ *Op. Cit.* page 16.

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focused NGOs and village councils and municipalities to improve livelihoods of Palestinians by developing their rich cultural heritage. For example, near the historic site of Sebastiya seven home-hospitality women run enterprises were opened.¹⁸

The soon to be released *Tourism Services Sector Export Strategy* is surprisingly gender blind and does not include the number, roles or emerging opportunities for women in the tourism sector. Policy support networks cited in the Strategy include the Ministries of Tourism and Antiquities, National Economy, and Health but not the Ministry of Women's Affairs. As previously mentioned women in rural areas make up the bulk of labour in the informal sector, as domestic workers, unpaid labour in family businesses, and in handicrafts.

Gender Context in Tourism:

The Presidents of the Arab Tour Operators and the Arab Hotel Association say that women are mostly found in the administrative back office functions of hotels, tour companies and travel agents—an estimated 20% in hotels and 40% in travel agencies. There are some women managers and owners of family inherited businesses but these are limited in number.

Due to the political instability there are fewer women workers in the formal tourism sector today than a decade ago. This is due largely to issues around mobility—the time to cross borders and concerns of personal safety. Women are more open and able to seek employment in hotels, tour operations, and restaurants if the place of employment is close to their homes and if they are from a less conservative household and community. The restrictions on mobility and the 'fragmentation of Palestinian society' are causing Palestinians to harden and be less customer friendly according to the Association Presidents. The handicrafts subsector is highly seasonal and connected to religious holidays. Product innovation and diversification is needed as well as more competitive pricing. Graphic design for handicrafts and the hospitality industry could hold promise for artistically inclined women and could even be home based according to the interviewees.

The tourism sector, the interviewees assert, does not discriminate against women. However, women applicants must have the necessary skills for the position that they seek and must be available to work evening or weekend shifts. Some women are not able or willing to work outside of the 8 to 4 day shift and for practical reasons the employers must hire applicants who are able and willing. They believe that women would make better tour guides than many men but some tours may last for a week and workers must be away from home which is a deterrent for some females.

A new 120 room hotel and hospitality school will open in Jericho at the end of 2014 to address the skill deficiencies in the tourism sector. These include language skills, customer service, cultural training and hygienic practices. The school is aiming to recruit 100 trainees from the Jericho area for a two year program that includes classroom training and on the job internships in hotels and restaurants. Although they expect to get applicants already working in hospitality (mostly men) they are going to recruit new

¹⁸ "Culture and Development Joint Programme Implemented in oPt"
[http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CLT/images/PALESTINE_JP_web_fiche -
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high school graduates. The President of the Hotel Association would like to enroll 50% women from the young graduates group.

PMDP Gender Integration Strategies for the Tourism Sector:

1. Consider preference to women focused agricultural cooperatives that also produce high quality handicrafts which are already represented in Fair Trade marketing organizations such as Sunbula. Since 1996 Sunbula has supported economic empowerment of marginalized groups through the promotion of traditional but contemporary in design handicrafts. Sunbula represents 19 cooperatives in its retail store in Jerusalem. The Sunbula marketed artisan products, packaging, and promotional materials are of very high quality.
2. Consider facilitating, through a BMO or industry association, the recruitment and training of female applicants to hotel and hospitality programs such as that under development in Jericho. The unemployment of young women graduates is a growing concern.
3. Support a needs assessment of skills and training resources needed in the Palestinian tourism sector with a focus on women's increased participation and emerging IT based opportunities for women such as in graphic design and developing marketing materials.

4. Gender Issues within the Matching Grants and Business Service Providers

1. Matching Grants

The matching grants scheme where PMDP acts as a facilitator will assist firms to overcome market failures that limit innovation and risk taking. Open grants will be offered to formal private sector enterprises as well as to 40 registered women's cooperatives¹⁹ in the West Bank. Targeted grants developed in collaboration with universities, BMOs and other institutions will be designed to stimulate joint efforts by industry members to address market systems identified by PMDP.

Gender context:

The 2011 FNMD Final Evaluation notes that it would be worthwhile to give gender targeting greater focus and for considering preferential treatment to female applicants or where enterprises can demonstrate above average shares of female workers in terms of placement in the queue not in softening any criteria of support. The FNMD evaluator recommends developing an internal mechanism for "discrete, back office fast lane" to increase women's participation. The pros and cons of giving preferential treatment to female through internal *procedures* should be carefully considered in light of the overall objectives of M4P programs to prioritize market sectors that are pro-poor and support women's economic empowerment.

The following recommendations are made for stronger integration of gender into the PMDP program:

1. On the Panel Evaluation Score sheet it is recommended that one of the criteria be women owned or managed, and/or > 50% of employees are women. This women focused criteria could be further expanded to include interventions that will benefit women and other marginalized groups. Five to ten points are suggested.

¹⁹ Source: Women Business Forum, interview on November 26, 2013.

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2. In due diligence of enterprises (applicants) consider the # and % of women in the enterprise and those at management levels. Review the enterprise's recruitment tools and if they encourage women to apply if this is a rapidly growing firm.
3. On the Partnership Grants Eligibility Checklist add "registered cooperative with a focus on women".
4. The interviews with key informants and two women cooperatives noted the difficulty for some agricultural cooperatives to come up with 100% of the match upfront. One option is to allow meritorious applicants to pay its match in installments over a mutually agreeable timeframe. (Sources: The Rural Women's Development Society, the Cooperative "Hakyrh" in Nablus).
5. Consider targeted grants developed in collaboration with university ICT departments and PITA to encourage women providers of ICT outsourcing and grow the potential of trained and educated women in the ICT market sector.

2. Business Service Providers

PMDP will organize a pool of business service providers (BSPs) who may themselves become grantees if they apply for grants to develop new service markets. BSPs will work with applying firms for matching grants and could include strategic planning, market demand for products and services, long term financing planning and removing or mitigating constraints.

Gender context:

The key informant interviews conducted over the course of this mission provided different viewpoints as to the extent that women are engaged as BSPs. For example Advance Consulting Services has a woman as its senior consultant and half of their consultants' pool is comprised of women. Women Business Forum uses few women consultants and it is unclear of the reason for this. PALTRADE has business services as one of its core functions and is proactively recruiting more female BSPs. Female university professors of business are recommended as a source of consultants who are looking for part time or short term assignments. The time bound nature of donor programs means that women may see starting a BSP as too risky without supplemental income.

The following recommendations are made for stronger integration of gender into the BSPs roster:

1. Communications and outreach to known women owned/managed/focused consultancies about the PMDP including the PMDP launching.
2. Informal and ongoing communications with women focused NGOs and donors with a strong gender commitment (e.g., UNDP) that have used and are familiar with women BSPs about opportunities with the PMDP.
3. Consider a targeted grant to provide a professional training on best practices for starting and sustaining a women owned/managed/focused BSP.

5. Gender Issues within Output 3: Strengthening Trade and Investment Linkages and Promotion

PMDP will focus on the provision of information on business opportunities and investment and export processes to potential investors and buyers. The program will also facilitate commercial representatives to generate global interest among investor in its target markets.

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Gender Context and Possible Strategies for the PMDP:

1. With respect to the facilitation of commercial representatives to Palestine there is an opportunity to encourage the application by women candidates for the PMDP commercial attaché training and job placement through women Ambassadors to the EU, Germany, Chile, Bulgaria and Italy. The female Palestinian Ambassadors are likely to be supportive of this women's economic empowerment initiative and as diplomats these women are likely to have the networks to share about this opportunity.
2. Continue to dialogue and share with PALTRADE on complimentary activities to encourage women in trade, investment and exporting. PALTRADE has made a clear commitment to gender inclusion in its mission and activities and has already expressed its willingness to support PMDP in its inception phase data needs.

IV. CROSS SECTORAL GENDER COMMUNICATIONS AND OUTREACH STRATEGY

The PMDP Communications and Outreach Strategy that incorporates gender equality is the foundation for facilitating women's engagement and access to PMDP resources and, in the end, increasing women's economic empowerment. In all interviews with key informants, they were asked about the best and most effective communications channels to reach women beneficiaries. Below are the recommendations.

Area C: All stakeholders who work in Area C economic development say that it is difficult environment and that constraints include cultural issues, poverty and mobility constraints as well as water shortage issues. Each village has a women's society as well as an agricultural union that is mostly made up of men.

1. It is best to work through the cooperatives and the Ministry of Women's Affairs has offered to assist in the PMDP outreach.
2. Contact the Ministry of Labour's Directorate on Cooperatives for reaching the 40 *registered* cooperatives in the West Bank.
3. Many of the Rural Women's Development Society's women's clubs and cooperatives operate in Area C and they offered to support in the PMDP outreach.
4. Village Councils are a recommended contact point for communications.
5. With regard to the Area C and the agricultural sector, outreach and communication channels that were most recommended, in ranking order, include onsite presentations, radio, village councils, leading NGOs, Ministry of Women's Affairs, and local TV spots.
6. Since PMDP is a demand driven programme, Information sessions will be held in marginalized areas as well as city centres to ensure access and participation – the programme will utilize the Business Women Forum networks to help facilitate these events.

Areas A and B: The ICT and tourism sectors are concentrated in the urban centers of Ramallah, Jerusalem and Bethlehem. The demographic profile of the women in these sectors is likely to differ

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from the rural based women in Area C in terms of higher levels of education, labour participation in the formal sector, and income levels. Media channels and strategies could include:

1. Radio NISAA FM 96 for paid spots on the women's voices program that is presented 7 to 10 AM daily. It is the only commercial women owned and focused radio station in the Middle East. Its market penetration rate has risen since its inception in June 2010 from 2% to 9% market share. The owner/manager says that they get middle and low income listeners from the urban centers as well as in some more rural areas.
2. Liaise with leading vocational colleges and universities with programs in business management regarding opportunities for women as BSPs to PMDP and in the ICT market sector.
3. Facebook and other social media.
4. Co-sponsor events and trainings with leading public and private women's advocacy groups such as the Women Business Forum, FAO, the Ministry of Women's Affairs and/ or UN Women.

V. GENDER INDICATORS

Gender indicators and outputs are a management tool to keep the PMDP gender sensitive. Targets and outputs are just that, and should incentivize the PMDP staff in its design of program tools and resources that will attract and give equal opportunities to women. The numeric values and ranges suggested here, in the PMDP Strategy, reflect ranges and values of M4P market development programs that the Consultant has worked with previously or has familiarity with. The realities of the Palestinian business environment and the lower women's economic participation rate may require that the gender indicators and ranges suggested in the strategy are modified or relaxed. They are not meant to be prescriptive but as a discussion starting point.

Outcome indicators

1. 300 enterprises reporting improved annual performance due to PMDP by 2019
 - a. Add sub target of women owned or managed (20%)
2. 120 firms now exporting or increase in exports
 - a. Add sub target of women owned or managed (5%)
3. 120 firms using own funds to pay for BDS
 - a. Add sub target of women owned or managed (10%)
4. 1000 Jobs created by PMDP
 - a. Disaggregate new jobs by sex
 - b. Number and % of woman owned/managed firms creating new jobs (10 to 15%)
5. 100 million GBP additional sales attributable to PMDP
 - a. Disaggregate sales created by male or female enterprises
 - b. Number and % of woman owned/managed firms creating additional sales (10 to 15%)

Existing:

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Output 1: Strengthening market enterprises

1. Number of enterprises assisted with 600 DAI target (20% women owned/managed)

Proposed:

1. Target for women focused or managed cooperatives (X%)
2. Target for women focused or managed business associations (X%)
3. Market Sector specific gender focused targets (agriculture X%, X%, tourism X%)
4. Trainings events for women focused enterprises, coops etc. Number of training or coaching events and # of participants (to be determined during intervention design)
5. Job creation for women (% increase over baseline-no value suggested)
6. Increase in income in women owned/managed firms (% increase over baseline- no value suggested)

Output 2: BSPs

1. None that are gender specific but have 45 BSPs getting certification

Proposed:

1. Target set on women owned/managed BSPs getting certification (e.g., 5 to 10% since we are starting from a very small base)
2. Target on number of women becoming BSPs (this would be working through –communications and outreach with women’s associations, universities (e.g., 5 to 10% since we are starting from a very small base)

Output 3: Trade and Investment

* None but have 30 people as commercial attaches

Proposed:

* Target set on women owned/managed enterprises being trained as commercial attaches (a modest target would be 3 women)

Potential difficulties

The following table is a summary of potential difficulties which PMDP may be faced with during the implementation of the programme.

Description	Programme activities affected	Risk impact and probability			Mitigation Measures
		Likelihood	Impact	level	
Resistance from society/family	This will affect all of programme activities, as fewer	High	High	High	Involve men and women in interventions: when

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	woman will be involved, difficulties in carrying out some of activities will be had				including men in the interventions they will feel that they are part of the decision making.
Women cannot control their earnings (economic empowerment of women)	This will affect all of programme activities, as women will not be able to compete or enter new markets	High	Medium	Medium	A better explanation to men of both genders role, impact of women economic empowerment in the livelihood of the family
Access to VET, or benefiting from available VET courses	This will affect all of programme activities, especially outputs 2 and 3, as women won't be able to start new income generating activities (innovative), or benefit from PMDP grants	High	Medium	Medium	Coordinate with donors/NGOs providing VET services for more appropriate and tailored courses for women

VII. CONCLUDING REMARKS AND OBSERVATIONS

Integrating gender into the PMDP inception, design and implementation phases at the outset is foremost. As PMDP develops its operating manual(s) best practices are that gender is integrated from the inception. An effective gender strategy is a collaborative process within PMDP and with inputs from strategic partners like the Women Business Forum, PARC, ASALA, PITA and the Rural Women's Development Society. This gender strategy is a starting point on the road map for ongoing gender integration and must be evolving and opportunities in its women focused design and targets.

A detailed mapping of the three PMDP market sectors is recommended to identify women focused enterprises, their capabilities and constraints. This mapping should be done as part of the general mapping process for analyzing selected market sectors and include engagement of all PMDP market leaders and perhaps strategic partners. Creating a business enabling environment that is more supportive of women in the economy is a long term process and requires changes in policies, regulations and mindset towards greater gender inclusion and economic equity. Although PMDP is not a gender focused programme it will assist in achieving private sector development goals through technical assistance and market analysis for exploring new potential markets for women.

Once the programme is in its implementation phase, PMDP could consider organizing an internal gender integration and awareness workshop on an annual basis where a market focused Gender Advisor is

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invited to present gender integration and women's economic empowerment best practices, reviews PMDP progress with the PMDP team members, troubleshoots implementation challenges in gender focused initiatives and reviews and advises on programmatic gender indicators and outcomes with the PMDP market sector leads and the results management officer.

Knowledge sharing with other donor programs in women focused market development has been sorely lacking. It needs to be ensured that priority is given not only to reaching high numbers of beneficiaries but on appropriate and quality support to develop a business enterprise. . Given the high number of donors and implementing partners working in Palestine improved knowledge sharing is crucial to reaching sustainable market sector development and relaying clear messages to beneficiaries. Formalized donor coordination groups do not have a strong record of sustaining and being effective. Knowledge sharing can happen naturally and informally among colleagues when they stay committed to their original mission of making markets work for the poor.

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Number and Percentage of Employed Persons in Palestine by Economic Activity and Region, 2012

Economic Activity and sex	region							
	West Bank including		Gaza Strip		Area C		Palestine	
Total	#	%	#	%	#	%	#	%
Agriculture without forsting and	76,700	100	300	100	6,700	100	97,000	100
Stones and Marble	1,200	100	100	100	-	100	1,300	100
Tourism	16,700	100	3300	100	300	100	20,000	100
ICT	6,600	100	1800	100	100	100	8,400	100
Total of all economic activity	601,900	100	256300	100	27,700	100	858,200	100
Males								
Agriculture without forsting and	47,600	62.0	14,400	71.0	3,900	58.6	62,000	63.9
Stone and Marble	1,200	100	100	100	-	100	1,300	100
Tourism	15,600	93.2	3,300	100	300	87.7	18,900	94.3
ICT	5,400	82.0	1,600	89.8	100	100	7,000	83.7
Total of all economic activity	488,100	81.1	222,600	86.9	21,400	77.3	710,700	82.8
Females								
Agriculture without forsting and	29,100	38.0	5900	29.0	2,800	41.4	35,000	36.1
Stone and Marble	0	0	0	0	0	0	0	0
Tourism	1,100	6.8	0	0	-	12.3	1,100	5.7
ICT	1,200	18.0	200	10.2	0	0	1,400	16.3
Total of all economic activity	113,800	18.9	33,700	13.1	6,300	22.7	147,500	17.2

Source: Palestinian Central Bureau of Statistics, 2013. Labor Force Survey: 2012. Ramallah, Palestine.

(-): means there are no enough observations in this section

Number and Percentage of Employed Persons in Palestine in Agriculture Sector by Level of Skills and Region, 2012

Economic Activity and Sex		egion							
		West Bank including Area C		Gaza Strip		Area C		Palestine	
Total		#	%	#	%	#	%	#	%
Agriculture without forsting and hunting	Skilled	65,782	100	12,411	100	34,039	100	78,193	100
	Unskilled	23,959	100	7,779	100	2,656	100	31,738	100
Males									
Agriculture without forsting and hunting	Skilled	28,916	44.0	6,527	52.6	24,482	71.9	35,443	45.3
	Unskilled	19,141	79.9	7,765	99.8	1,964	74.0	26,906	84.8
Females									
Agriculture without forsting and hunting	Skilled	36,866	56.0	5,884	47.4	9,55	28.1	42,750	54.7
	Unskilled	4,818	20.1	-	0.2	692	26.0	4,832	15.2

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Number and Percentage of Employed Persons in Palestine by Occupation and Region, 2012

Occupation and Sex		region							
		West Bank including		Gaza Strip		Area C		Palestine	
Total		#	%	#	%	#	%	#	%
Occupation	Legislators, Senior Officials & Managers	35,700	100	6,800	100	1,200	100	42,500	100
	Other Occupation	566,300	100	249,500	100	26,500	100	815,800	100
Males									
Occupation	Legislators, Senior Officials & Managers	31,200	87.5	5,100	75.3	1,000	81.2	36,300	85.6
	Other Occupation Managers	456,900	80.7	217,500	87.2	20,400	77.1	674,400	82.7
Females									
Occupation	Legislators, Senior Officials & Managers	4,500	12.5	1700	24.7	200	18.8	6,200	14.4
	Other Occupation	109,400	19.3	32000	12.8	6100	22.9	141,400	17.3

Number and Percentage for Employed Women in Informal Sector in Palestine, 2012

Female's employment in informal sector	number	Percentage
In Main Job	34,300	23.3
In Secondary Job	2,600	1.7