



PROMOTING THE ROLE OF WOMEN

in security and counterterrorism

GUIDELINES FOR THE CRIMINAL JUSTICE RESPONSE TO TERRORISM

ANNEX 7 - MAPPING OF KEY ORGANISATIONS AND DOCUMENTS

AUTHORS

Pauline Massart, Florence Ferrando

WIIS Brussels

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DISCLAIMER

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As the result of a contract between WIIS Brussels and the European Commission's Directorate General for Foreign Policy Instrument (FPI), it was developed in close cooperation with, guidance and reviews by FPI.

This report does not necessarily reflect the wide variety of views in the WIIS community, and instead aims to generate debate and discussion on the role of women in the criminal justice to terrorism.



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WIIS BRUSSELS

Women In International Security (WIIS - pronounced "wise") Brussels is an independent, non-partisan, non-for-profit organisation, registered under Belgian law. It belongs to the global family of WIIS chapters, which are dedicated to advancing the leadership and professional development of women in the field of international peace, security and defence. There are around 50 independent chapters around the world whose members include policymakers, military personnel, diplomats, legislative aides, scholars, students, journalists, entrepreneurs and business representatives at all stages of their careers.

"PROMOTING THE ROLE OF WOMEN IN SECURITY AND COUNTERTERRORISM"

The project was conducted by WIIS Brussels from January 2022 to June 2023 and included research, a broad consultation, including a survey, events in Europe, Africa and the Middle East, and interviews ([project webpage](#)).

The goals of this project were to **promote a strategic approach and understanding of the role of women in the criminal justice response to terrorism** and develop guidelines to **support women's participation in this response**.

The guidelines focus on the core fields of the criminal justice response to terrorism: law enforcement, the military, intelligence, the judiciary, as well as policy development and implementation. They are intended **as a reference for CT stakeholders**, supporting the **operationalisation of gender policies through capacity-building projects**. As such, this report aims to provide a practical guide for practitioners around the world rather than strictly academic research.

The scope of the report is **women's role in the criminal justice response to terrorism**, addressing both **participation** (i.e. number of women in the field) and **representation** (i.e. improvement of women's activities and responsibilities).



Mapping of key organisations & documents

This mapping aims to give a non-exhaustive overview of key organisations and documents related to gender notions, with a focus on those related to counter-terrorism or security more generally. While there is a plethora of initiatives and policies, not all are subject to impact assessment. It is important to note that policy-making organisations are not perfectly reflective of the populations they serve, meaning that the policies produces may not comprehensively address all inequalities, and even generate new ones.

EUROPEAN COMMISSION

KEY DOCUMENTS

— Gender Equality Strategy (2020-2025)

Adopted in March 2020 by Ursula von der Leyen's Commission, the Gender Equality Strategy 2020-2025 presents a wide range of policies and actions to be taken in order to move towards a gender-equal Europe. This document combines targeted measures with strengthened gender mainstreaming. In short, it states that a gender perspective will systematically be included "in all stages of policy design in all EU policy areas, internal and external". The key objectives are as follows; closing gender gaps in the labour market, reaching equal participation across the various sectors of the economy, addressing the gender pay and pension gaps, closing the gender care gap and achieving gender balance in decision-making and politics.

This document also explicitly mentions that: "EU institutions and bodies should not be exempt from ensuring gender balance in leadership positions" and that "the EU Commission will lead by example". This will be instrumental in reaching the objectives of this project. The strategy also indicates that "addressing violence against women and ideologies undermining women's right could also contribute to the prevention of radicalisation leading to violent extremism and terrorism".

– EU Gender Action Plan

Drawing from the 2020-2025 EU gender equality strategy and published in December 2020, the EU Gender Action Plan (GAP) III is “an ambitious agenda for gender equality and women’s empowerment in EU external action”. The document presents a comprehensive action plan to ensure that gender equality and women’s empowerment (GEWE) becomes integral part of EU external action and development policy. The overall approach is structured around five pillars: making EU engagement on gender equality more effective as a cross-cutting priority of EU external action in its policy programming and work; promoting EU engagement at multilateral, regional and country level; focusing on key area of development (advancing equal participation and leadership; implementing the Women, Peace and Security agenda); leading by example by establishing gender-responsive and gender-balanced leadership at top EU and management levels and reporting and communicating on results, by creating a quantitative, qualitative and inclusive monitoring system.

The following extract is directly relevant to the objectives of this project: “the EU objectives on WPS should be achieved, among others, through political and diplomatic engagement of EU leadership and by integrating a gender perspective and ensuring women’s participation and leadership in all peace and security-related contexts. It is also necessary to take specific measures, including targeted training for the military justice and security forces”.

– European Consensus on Development

Adopted in June 2017, this document was jointly signed by the President of the European Parliament, the President of the Council of the European Union, the President of the European Commission and the High Representative of the Union for Foreign Affairs and Security Policy. It proposes a shared vision and a European global framework for action in the field of development cooperation. A specific part is dedicated to gender equality. It states that the EU and its Member States will “accelerate their efforts to achieve gender equality and the empowerment of women by deepening multi-stakeholder partnerships, strengthening the capacity for gender-responsive budgeting, planning and ensuring the active participation of women and women’s organisations in decision-making”.

– Directorate General for International Partnerships (DG INTPA)

This entity is responsible for the elaboration of the EU’s international partnership and development policy. Its key objectives are reducing poverty, ensuring sustainable development, promoting democracy human rights and the rule of law at the global level. DG INTPA also is responsible for leading the European Commission’s policies pertaining to gender equality in EU external action. The relevant Unit is G1 “Gender Equality, Human Rights and Democratic Governance” under Directorate G for “Human Development, Migration, Governance and Peace”. It should also be noted that the gender team within DG INTPA are providing training sessions for gender focal points in EU Delegations.

COUNCIL OF THE EUROPEAN UNION COMMISSION

KEY DOCUMENTS

— **Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on Women, Peace and Security**

Adopted in December 2008, the “Comprehensive approach to the EU implementation of the United Nations Security Resolutions 1325 and 1820 on Women, Peace and Security” has three main objectives: ensuring that a gender perspective informs EU external actions so as to achieve a comprehensive response to the threats faced by civilian population in times of conflict and its aftermath; setting out a common EU approach to the implementation of the UNSC resolutions 1325 and 1820 and to outline common definitions, principles and specific measures to be implemented. The proposed measures include consolidated training on gender issues and the exchange of best practices.

— **Revised indicators for the Comprehensive approach to the EU implementation of the UN Security Council Resolutions 1325 and 1820 on Women, Peace and Security**

In 2010, the Council of the European Union adopted a set of indicators in order to monitor the implementation of UNSC Resolution 1325. These 17 indicators aimed to strengthen EU accountability in this field and were updated in a 2016 document entitled “Revised Indicators for the Comprehensive Approach to the EU implementation of the UN Security Council Resolutions 1325 and 1820 on Women, Peace and Security”.

This document includes a chapter dedicated to “gender-sensitive policies countering violent extremism”. Progress in this field is measured by 5 indicators including the “number and proportion of staff in the EU and its Member States’ counterterrorism bodies that have gender expertise” and the “participation of women’s organisations in the development of strategies to counter violent extremism”.

— **Adoption of Women, Peace and Security Conclusions by the EU Council**

On December 2018, the Council recalls on the core value given to gender equality and human rights as “stand-alone priorities mainstreamed across all European Union policies”, including the integration of gender perspective to security field.

Regarding the EU Strategic Approach to WPS, the Council affirmed that “political and diplomatic engagement of EU leadership, enabling women’s equitable and meaningful participation in all EU external action, not only on topics of women’s rights, but all action including on peace and security”. The responsibility for the implementation of WPS Agenda lies both Member States and EU actors (EEAS, EU delegations, Commission, EU Special Representative, CSDP mission and operations), and the EU Strategic Approach to WPS is considered as complementary with the EU Gender Action Plan (GAP II).

Available at: <https://www.consilium.europa.eu/media/37412/st15086-en18.pdf>

COUNCIL CONCLUSIONS ON WOMEN, PEACE AND SECURITY

10 DECEMBER 2018

In this document, the Council recalls that “Gender equality and Human Rights are at the core of European values and constitute stand-alone priorities mainstreamed across all European Union policies”. In particular, it is stated that the Women, Peace and Security Agenda “is to be given effect in all EU external actions and as such is an important element of the Integrated Approach to external conflicts and crises”. Preventing and countering violent extremism and terrorism are explicitly mentioned as key areas to mainstream gender perspectives and to conduct “specific actions to achieve gender equality and women’s empowerment”.

– United Nations Working Party (CONUN)

The role of this working group is to develop a common EU policy on issues pertaining to the United Nations. It provides recommendations on thematic issues at the UN, including on United Nations Security Council Resolution 1325.

– Political and Security Committee (PSC)

The PSC gathers ambassadors from EU Member States to exchange and decide on policies on the field of the Common Foreign and Security Policy (CFSP). The EEAS principal advisor on gender regularly reports to this body.

– Working Party on Terrorism (TWP)

The role of the Working Party on Terrorism is to lead and manage the Council’s general agenda on counter-terrorism. Its key responsibilities are as follows: exchanging information and assessment of terrorist threats, supporting the efforts in countering radicalisation and recruitment of potential terrorists and conducting the evaluation of Member States best practices in the fight against terrorism. The TWP operates in close cooperation with the EU counter-terrorism coordinator and Europol. In practice, the work is shared with the Working Party on Terrorism - International Aspects (COTER) in many areas.

Source: <https://www.consilium.europa.eu/en/council-eu/preparatory-bodies/working-party-terrorism/>

– Working Party on Terrorism - International Aspects (COTER)

The key responsibility of the Working Party on Terrorism (International Aspects) is the coordination of the Member States’ respective positions pertaining to the international aspects of the fight against terrorism. On a day-to-day basis this body conducts threat analysis in non-EU countries. The end goal is to then improve cooperation with the said countries in the field of counter-terrorism. The COTER is composed of high-level experts stemming from each Member State and the meetings are chaired by the representative of the country holding the rotating presidency of the Council.

Source: <https://www.eumonitor.eu/9353000/1/j9vvik7m1c3gyxp/vh7ej5swx01s>

— Working Party on Social Questions

The Working Party on Social Questions is in charge of all legislative work pertaining to employment and social policy, including the financing instruments relevant to these policy areas. As such, the prerogatives of this body also include gender equality as well as anti-discrimination issues.

Source: <https://www.eumonitor.eu/9353000/1/j9vvik7m1c3gyxp/vh7ej5swx01i>

EUROPEAN EXTERNAL ACTION SERVICE (EEAS)

KEY DOCUMENTS

— EU Strategic Approach to Women, Peace and Security

The Council conclusions of December 2018 reaffirm the commitment of the European Union and its Member States to the full implementation of the Women, Peace and Security Agenda, detailed in UNSCR 1325 and follow-up resolutions. They also indicate that the 2008 Comprehensive Approach to the implementation of UNSCRs 1325 and 1820 on Women, Peace and Security is replaced by the new EU Strategic Approach to Women, Peace and Security (EU Strategic Approach to WPS).

The text underlines “the importance of women’s leadership and agency in all areas of policy and programming related to peace and security”. Its executive summary clearly states that “gender equality is a key objective of all EU external action, including, but not limited to, development, preventing and countering violent extremism [and] counterterrorism”. The first part of the document sets out the basic principles of the EU strategic approach to WPS. The second

identifies the specific areas where enhanced implementation of the WPS is required.

— EU Action Plan on Women, Peace and Security (WPS) 2019-2024

The EU Action Plan on Women, Peace and Security was adopted in July 2019 in the wake of the first-ever Conclusions on Women Peace and Security. It is structured around the priority areas defined in UNSCR 1325, namely prevention, protection, relief and recovery as well as the three overarching and cross-cutting principles of participation, gender mainstreaming and leading by example. In the framework of objective 1 – Participation, terrorism is explicitly mentioned as an area in which it is necessary “to help increase women’s leadership and participation in all policy-making decisions/processes”.

— Gender Equal Opportunities Strategy 2018-2023

The EEAS Strategy on gender and equal opportunities for the period 2018-2023 is structured around 3 main priorities: gender equality, an open and inclusive working environment and result-oriented, flexible working conditions incorporating work-life balance. The document recommends the appointment of an Equal Opportunity Officer supported by a network of volunteering colleagues.

— Civilian Operations Commander Operational Guidelines for Mission Management and Staff on Gender Mainstreaming (8 October 2018)

This document is particularly remarkable in that it provides guidelines to systematically mainstream a gender perspective and to adopt gender equality policies in the conduct of CSDP civilian missions. In his foreword, then Civilian Operations Commander Kenneth Deane acknowledged the existing challenges such as the limited number of internal staff

with knowledge and/or training in this area. Nonetheless, and as he put it: “we need to start somewhere and we need to do it now”.

The document clearly states that this policy is implemented not only because it is the right thing to do but also because “it is the smart thing to do financially and operationally. It is also indicated that every member of a CSDP mission has a personal responsibility [...] to integrate a gender perspective”. The necessity to collect sex disaggregated data to inform decisions is underlined. Also, it is clearly mentioned that gender mainstreaming needs to be included in all phases of the cycle of the operations, namely analysis, planning, implementation, reporting, monitoring and evaluation, and review. Examples pertaining to gender analysis processes are provided in order to facilitate understanding. Different tools and best practices corresponding to the various steps of the operation cycle are presented.

– **EEAS Principal Advisor on Gender and UNSCR 1325**

In 2015, the EU High Representative appointed a Gender Advisor for the first time. Her main tasks are as follows: supporting coordination with international and national actors on gender policies and coordinate internal EU gender-related initiatives within EU Delegations and in EU crisis management missions and operations.

– **EU Informal Task Force on UNSCR 1325**

Created in 2009, the aim of this task force is to “share information relevant for UNSCR 1325”. It is chaired by the EEAS and gathers officials from the European Commission and EU Member states on a regular basis to facilitate the exchange of information. Representatives from NATO, UN Women, OSCE and civil society are often invited to take part in the discussions.

EUROPEAN PARLIAMENT

KEY DOCUMENTS

Resolution of 12 March 2019 on building EU capacity on conflict prevention and mediation (2018/2159(INI))

A specific chapter of this resolution is dedicated to the issue of Women, Peace and Security. In particular, it calls for “all exercises in cooperation training and intervention to be gender sensitive” and “for the inclusion of expertise on gender [...] in all stages of conflict prevention, mediation and peacebuilding”.

– **Resolution of 23 October 2020 on Gender Equality in EU foreign and security policy (2019/2167(INI))**

In this resolution, the European Parliament supports the efforts conducting by the EU in the field of Women, Peace and Security. It also insists on the fact that: “women’s participation in CSDP missions contributes to the effectiveness of the mission and is a driver of the EU’s credibility as a proponent of equal rights for men and women worldwide”. In this regard, it “welcomes the fact that all civilian CSDP missions have now appointed a gender adviser and calls on the military CSDP missions to do the same”.

– **Study on women in CSDP missions**

A chapter of this study conducted by WIIS Brussels for the European Parliament is dedicated to the effects of women’s participation in CSDP missions and operations.

It notes that women can act as role models in the security sector, that diverse teams have an increased operational effectiveness and that women's participation is also crucial to strengthen the credibility of EU forces in the host nation. Steps to be taken in this field are identified, such as making it a priority at the leadership level, tackling prejudice, adapting job descriptions and family policies, strengthening recruitment and retention strategies as well as collecting sex-disaggregated data.

KEY ORGANISATIONS

— Committee on Women's Rights and Gender Equality (FEMM)

This Committee is among other things in charge of the definition and promotion of women's rights within the EU, the promotion of women's rights in third countries, the implementation and further development of gender mainstreaming in all policy sectors as well as the follow-up and implementation of international agreements and conventions pertaining to the rights of women.

UNITED NATIONS

KEY DOCUMENTS

— United Nations Security Council Resolution 1325 (2000)

United Nations resolution 1325 (UNSCR 1325) is considered as the cornerstone of the global Women Peace and Security global agenda. In their critical examination of this document Nicola Pratt and Sophie Richter-Devroey remind that it is considered as historic "since it marked the first time that the UN Security Council dealt specifically with gender issues and women's [...] contribution to conflict resolution and prevention".

Objectives of UNSCR 1325 include:

- Achieving increased representation of women at all decision-making levels in national, regional, and international institutions and mechanisms for the prevention, management and resolution of conflict
- Expanding the role and contribution of women in United Nations field-based operations, especially among military observers and police forces
- Increasing financial, technical and logistical training for support to gender-sensitive training efforts

A series of follow-up resolutions were adopted to complement UNSCR 1325. The most relevant ones for this project are listed below in chronological order. Key elements are highlighted.

— United Nations Security Council Resolution 1820 (2008)

Objectives of UNSCR 1820 include:

- Affirming that sexual violence can constitute a war crime
- Providing appropriate training programmes for deployed UN personnel so as to prevent and address sexual violence
- Increasing wherever possible the deployment of more women peacekeepers or police

— United Nations Security Council Resolution 1888 (2009)

Objectives of UNSCR 1888 include:

- Reaffirming that sexual violence as a tactic of war can significantly exacerbate situations of armed conflict and impede the restoration of international peace and security

- Urging relevant parties to take measures to increase the representation of women in mediation processes and decision-making processes with regard to conflict resolution and peacebuilding
- Encouraging Member States to deploy greater numbers of female military and police personnel to United Nations peacekeeping operations

— United Nations Security Council Resolution 1889 (2009)

Objectives of UNSCR 1889 include:

- Urging all relevant actors to improve women's participation during all stages of peace processes
- Requesting the development of a set of indicators to measure progress in the implementation of UNSCR 1325

— United Nations Security Council Resolution 1960 (2010)

Objectives of UNSCR 1960 include:

- Reiterating its demand for the cessation of all acts of sexual violence by all parties to armed conflict
- Supporting the work of gender advisers and the appointment of more women protection advisers to peacekeeping missions
- Encouraging Member States to deploy more female military and police personnel to United Nations peacekeeping operations

— United Nations Security Council Resolution 2106 (2013)

Objectives of UNSCR 2106 include:

- Recognising the role of Gender Advisors in ensuring that gender perspectives are mainstreamed in policies, planning and implementation by all mission elements
- Assisting national authorities in facilitating the inclusion of more women in the security and justice sectors

— United Nations Security Council Resolution 2122 (2013)

Objectives of UNSCR 2106 include:

- Encouraging troop- and police-contributing countries to increase the number of women military and police deployments to United Nations peacekeeping operations
- Implementing gender-responsive legal, judicial and security sector reform in conflict and post-conflict contexts

— United Nations Security Council Resolution 68/276 (2014)

This document specifically highlights “the important contribution of women to the implementation of the United Nations Global Counter-Terrorism Strategy”. As a consequence, Member States as well UN entities are encouraged “to consider the participation of women in efforts to prevent and counter terrorism”.

— United Nations Security Council Resolution 2242 (2015)

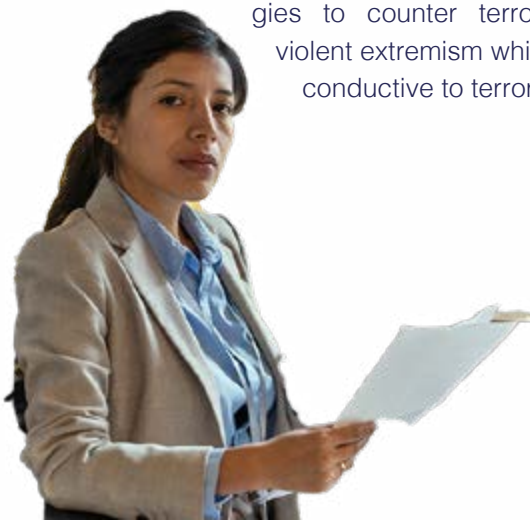
Objectives of UNSCR 2242 include:

- Urging the assessment of strategies and resources pertaining to the implementation of the WPS agenda
- Ensuring that gender analysis and technical gender expertise is included at all stages of mission planning and development
- Encouraging the doubling of the number of women in the deployed military and police contingents of UN peacekeeping operations within the next 5 years
- Requesting the integration as a cross-cutting issue in the counterterrorism and counter violent extremism agendas
- Urging Member States and the United Nations system to ensure the participation and leadership of women and women's organisations in strategies to counter terrorism and violent extremism, which can be conducive to terrorism

As Dr. Aleksandra Dier put it, this is a “landmark resolution, which recognizes the linkages between countering terrorism and the WPS agenda”.

— United Nations Security Council Resolution 2395 (2017)

This document notes the “importance of incorporating, as appropriate, the participation of women [...] in developing strategies to counter terrorism and violent extremism which can be conducive to terrorism”.



— United Nations Strategic Results framework on Women Peace and Security 2011-2020

This aim of the framework is to encourage the achievement of four objectives derived from UNSCR 1325, namely prevention, participation, protection and relief and recovery. Under the participation pillar the end goal is describe as follows: “women participate equally with men and gender equality is promoted in peace and security decision-making processes at national, local, regional and international levels”. Indicators such as “women’s share of senior positions in UN field missions” and “percentage of field missions with gender advisers” are to be used in the measurement of the accomplished progress.

— Annual Report of the Secretary General on Women, Peace and Security

In its section dedicated to preventing and countering terrorism and violent extremism, this report notes that “the main approaches to counterterrorism [...] take place in spaces that are dominated by male actors, are informed by gender stereotypes and biases, consider women only superficially and often limit their roles as mothers and wives”.

Progress is nonetheless underlined in the section dedicated to the action to realize Women, Peace and Security commitments. It is noted that 86% of the countries with national action plans in this domain have defined indicators to measure their accomplishments. The report also mentions that, within the UN, women account for almost half of all heads and deputy heads of missions, which represents a significant increase compared to 2015 figure (20%). In conclusion, the document recalls the objective “to allocate a minimum of 15 per cent of programmatic budgets to gender equality and to improve the mainstreaming of gender in all areas of expenditure”.

– **Implementation of Security Council Resolution 2178 (2014) by States Affected by Foreign Fighters – Counterterrorism Committee**

This document indicates that “the design, implementation, monitoring and evaluation of strategies to counter violent extremism should include attention to the gender perspective and should engage women from civil society and the security sector”.

– **Report of the Secretary General on the Plan of Action to Prevent Violent Extremism**

This document stresses the necessity to “include women and other underrepresented groups in national law enforcement and security agencies, including as part of counterterrorism prevention and response frameworks” and “ensure that a portion of all funds dedicated to addressing violent extremism are committed to projects that address women’s specific needs or empower women”

– **United Nations Global Counter Terrorism Strategy: Seventh Review (2021)**

This document recalls the need for: “equal and meaningful participation and leadership of women in efforts to prevent violent extremism conducive to terrorism and counterterrorism”.

– **Handbook on Gender Dimensions of Criminal Justice Responses to Terrorism (2019)**

The Handbook on Gender Dimensions of Criminal Justice Responses to Terrorism was drafted by the Terrorism Prevention Branch of the United Nations Office on Drugs and Crime (UNODC).

The introduction mentions that “an effective criminal justice response to terrorism must include a gender perspective [and] adopt an approach based on gender mainstreaming and human rights”. It addresses thematic issues such as the gender dimensions of terrorist offenses, the investigation and prosecution of terrorist cases, the imprisonment and other forms of deprivation of liberty as well as criminal investigations and prosecutions of sexual and gender-based violence perpetrated by terrorist groups. A specific chapter is dedicated to the access to justice and remedies for victims. The interest of the handbook lies in the variety of examples and testimonies provided. It is designed to be relevant to the work of judicial officials, prosecutors, law enforcement and correction officers as well as lawyers assisting suspects or victims of terrorism.

Specific modules were designed for three states, namely Bangladesh, Maldives and Nigeria. Each module is tailored to the specific needs of the local authorities and takes into account the existing national context. They nonetheless follow similar patterns, each of them for instance including a dedicated chapter pertaining to “gender dimensions of the investigation and prosecution of terrorism offenses”.

**KEY ORGANISATIONS
(NON-EXHAUSTIVE LIST)**

– **UN Women**

UN Women is the United Nations body dedicated to gender equality and the empowerment of women. Its role is to “set standards for achieving gender equality [and] to design laws, policies, programmes and services needed to ensure that the standards are effectively implemented and truly benefit women and girls worldwide”.

UN Women has produced a number of documents in that perspective, such as the Policy Framework “UN women’s engagement in support of counterterrorism and prevention of violent extremism” addressing the importance of a proactive gender-response framework, linked to human right frameworks. The document look at inclusive processes and people-centric approaches to CT, in a challenging and complex thematic area.

— **Commission on the Status of Women (CSW)**

The CSW was established in 1946 as a commission of the Economic and Social Council (ECOSOC). It is the main intergovernmental body responsible for the promotion of gender equality and the empowerment of women. Since 1996, the commission’s mandate includes mainstreaming a gender perspective in UN activities.

— **Inter-Agency Network on Women and Gender Equality (IANWGE)**

This entity consists in a network of Gender Focal Points in United Nations Offices, specialised agencies, funds and programmes. Consisting of approximately 60 Members, this network is instrumental in promoting gender equality throughout the United Nations system.

— **Group of Friends on Women, Peace and Security**

This group is an informal network of 63 states and the European Union, promoting actions in the framework of the Women, Peace and Security Agenda.

— **Security Council Informal Expert Group on Women, Peace and Security**

Established in 2016, this entity aims to encourage a more systematic approach to WPS within the work of the Security Council of the United Nations. This body was instrumental in ensuring that WPS was taken into account in the Central African Republic, the Democratic Republic of Congo, Iraq, Libya and Mali.

— **Women, Peace and Security Focal Points Network**

Launched by Spain, Canada, Chile, Japan, Namibia and the United Arab Emirates, the network’s objective is to “create a space to periodically share and exchange lessons learned and best practices” and to encourage the integration of gender analysis in all security assessments and prevention approaches.

— **United Nations Security Council Counter-Terrorism Committee Directorate (UN-CTED)**

Created in 2004, the Counter-Terrorism Committee Executive Directorate (CTED) is a body in charge of supporting the Security Council’s Counter-Terrorism Committee (CTC). It is composed of about 40 experts in various fields such as legislative drafting, the financing of terrorism, border and customs controls, police and law enforcement as well as arms trafficking.

In its February 2021 brief report entitled “integrating gender into counter-terrorism”, UN-CTED underlined the role of women, among other responsibilities, as “agents in preventing and countering terrorism and violent extremism”. This document clearly states that the inclusion of women in the delivery of security “often enhances the effectiveness of such efforts”. In particular, it is mentioned that women can “diversify the perspectives and expertise that can inform policies and responses” and have

the ability “[to] engage a broader range of stakeholders and enter spaces that may be restricted by cultural and religious sensitivities”.

Source: https://www.ipinst.org/wp-content/uploads/2012/06/pdfs_terrorism-directory_5-CTED.pdf ; https://www.un.org/sites/www.un.org/securitycouncil.ctc/files/ctc_cted_fact-sheet_gender_february_2021_0.pdf

— United Nations Office of Counter-Terrorism (UNOCT)

Created in 2017, the United Nations Office of Counter-Terrorism (UNOCT) is responsible for, among other duties, enhancing the coordination and coherence across the Global Counter-Terrorism Coordination Compact entities to ensure the balanced implementation of the four pillars of the UN Global Counter-Terrorism Strategy and for strengthening the delivery of United Nations counter-terrorism capacity-building assistance to Member states.

One of the aims of UNOCT is to “empower women to participate meaningfully in prevention and countering of terrorism and violent extremism (CT/PCVE) programming and policy”. In this regard, its Gender Unit works to ensure “the participation and leadership of women and women’s organisations in developing strategies to counter terrorism and violent-extremism” and to increase “the availability of data disaggregated by sex and age”.

Source: <https://www.un.org/counterterrorism/genderequality>

NORTH ATLANTIC TREATY ORGANISATION (NATO)

KEY DOCUMENTS

— NATO/EAPC Policy on Women, Peace and Security; December 2007

This document indicates that NATO is committed to further implementation of UNSCR 1325. The practical approach to implement this policy is structured around six pillars, which are 1. Mainstreaming UNSCR 1325 in policies, programmes and documentation; 2. Cooperating with International Organisations, NGO’s and civil society; 3. Operations; 4. Education and training; 5. Public Diplomacy and 6. National initiatives. The text also indicates that monitoring and reporting mechanisms will be created.

The NATO/EAPC Policy on Women, Peace and Security was updated in 2011 and 2014. The attached action plan was updated in 2014, 2016. In 2018 a document containing both the policy and the action plan was published. The latest action plan was published in 2021.

— The 1325 Scorecard

NATO, Women in International Security (WIIS) and the Belgrade Centre for Security Policy jointly developed an evaluation, educational and standardisation tool known as the “1325 scorecard”. Its main objective is to assess to which extent the principles listed in UNSCR 1325 have been set into force within the armed forces of the members of the Alliance.

While progress is acknowledged within NATO, the preliminary findings conclude that the implementation of the resolution remained “*ad-hoc* and unsystematic” at the national levels. The conduct of the overall evaluation resulted in four key recommendations, namely 1. Appoint a Gender Advisor (GENAD) at the Commander level, 2. Ensure that gender aspects are part of the basic training, 3. Integrate gender perspectives in all aspects of military operations and 4. Publicise the efforts made in this field.

— **NATO Bi-strategic Command Directive 040-001 – Integrating UNSCR 1325 and Gender Perspective into the NATO Command Structure – October 2017**

The objective of this document is to implement UNSCR 1325 within NATO’s military structure. It provides definitions of key terms such as gender, gender mainstreaming and gender analysis. Its second chapter is dedicated to the implementation of the gender perspective in planning and operations. Certain provisions underline the need to integrate the gender perspective by “deploying mixed teams of personnel for monitoring and verification activities as well as interactions with the local population”, “deploying female uniformed personnel to support collection and dissemination of non-sensitive information on military activities that specifically target local women” and “including female interpreters in groups of local interpreters recruited to balance and strengthen communication and reporting”.

— **Action Plan for the Implementation of the NATO/EAPC Policy on Women, Peace and Security 2021-2025**

This document reaffirms that NATO is fully committed to implement the Women, Peace and Security Agenda and that it has “the people and resources needed to support and advise on gender mainstreaming efforts conducted through its civilian and military structures”.

It specifies that “gender perspectives are identified and integrated into NATO operations [and] missions”. It also indicates that the organisation continues to implement “human resource-related policies and guidelines contributing to gender equality and women’s inclusion and integration within NATO”.

KEY ORGANISATIONS

— **Secretary General’s Special Representative for Women, Peace and Security (SGSR)**

The SGSR for Women, Peace and Security is the high-level focal point for all NATO’s initiatives pertaining to the WPS agenda. This position was created in 2012 and is permanent since 2014. As of 2022, NATO has had four different Special Representatives for WPS, namely Mari Skåre (2012-2013), Marriët Schuurman (2014-2017), Clare Hutchinson (2018-2021) and Irene Fellin (2021-present) who previously worked as a Senior Gender Adviser and was President Women in International Security (WIIS) Italy.

One of the current priorities of the Special Representative for WPS is the facilitation of the implementation of the 2021-2025 NATO / Euro-Atlantic Partnership Council (EAPC) Action Plan on Women, Peace and Security, which was adopted by the Alliance’s Defence Ministers on 22 October 2021. The objective of this strategic document is to improve gender equality and to integrate gender perspectives in all NATO’s activities, “across political civilian and military structures, from policies and planning, training and education, to missions and operations”.

— **The Women, Peace and Security Task Force**

This body is headed by the Secretary General’s Special Representative for Women, Peace and Security and gathers representatives from the

International Staff, International Military Staff and the Strategic Commands. Its role is to monitor the implementation of the Action Plan on WPS and to serve as a forum for the coordination of gender mainstreaming efforts.

— NATO Committee on Gender Perspectives (NGCP)

This committee is a component of the military structures of the Alliance. Its role is to promote “gender mainstreaming as a strategy for making the concerns and experiences of both men and women an integral dimension of the design, implementation, monitoring and evaluation of policies, programmes and military operations”. As such, the NGCP advises the Alliance’s political and military leadership and the member nations on issues pertaining to gender and the implementation of UNSCR 1325.

— Gender Advisors (GENAD)

These are individuals with training on gender issues, who form a network across the organisation’s structure. They are tasked with providing “reach-back expertise on Gender perspectives in support of deployed operational HQs” and conducting “a gender analysis ensuring that gendered experience of women and men are considered as part of the ongoing work to gain situational awareness and support the operations planning process with relevant conclusions”.

— Gender Focal Points (GFPs)

These are individuals with training on gender issues, who form a network across the Alliance’s structure. Their role is to support the Gender Advisor and to facilitate gender mainstreaming within the Alliance. They are usually “double-hatted” and occupy this role in addition to their usual tasks and responsibilities.

— NATO Parliamentary Assembly

This consultative body is encouraging the steps taken by NATO in the field of Women, Peace and Security. One key report of the Assembly mentions that efforts must be continued to ensure “a more balanced representation of women and men across the Alliance in view of strengthening its operational effectiveness and reinforcing its ability to engage with the general public and local communities in operations”.

— Civil Society Advisory Panel (CSAP)

The panel is an independent coalition of women’s rights experts. Its role is to facilitate dialogue between NATO and civil society organisations and to assist the Alliance in the effective implementation of the Women, Peace and Security Agenda across its structures.

— NATO Science for Peace and Security (SPS) Programme

Since 2013, the SPS has conducted 13 activities pertaining to the Women, Peace and Security Agenda. These actions are closely coordinated with the Office of the Secretary General’s Special Representative on Women Peace and Security and are in line with NATO/EAPC Action Plan in this domain.

For instance, in 2018 several Advance Research Workshops (ARWs) were held, covering topics such as gender equality, diversity and peace and security. Additional events focused on enhancing the role of women in international efforts to counter violent extremism. A flagship project was implemented to support the development of a National Action Plan for the implementation of UNSCR 1325 in the Republic of Moldova as a component of the Defence and Related Security Capacity Building Initiative (DCB). Another project focused on assessing gender equality within Georgian Armed Forces.

EXAMPLES OF NATO'S LATEST INITIATIVES LISTED IN THE 2021 SECRETARY GENERAL'S ANNUAL REPORT

WESTERN BALKANS



From 16 to 21 May, NATO held an Advanced Training Course (ATC) entitled "Gender Mainstreaming in Counter-terrorism Efforts in Western Balkans". The objectives of this event were twofold, namely exploring the gender perspectives in counterterrorism efforts in Western Balkans and in the wider security-sector and analyzing the drivers to radicalisation through the lens of gender. 50 military and civilian attendees stemming from 7 countries in the Western Balkans and south-eastern Europe followed this training. Topics such as the legal and political framework of gender mainstreaming, counterterrorism and gender as well as gendered perspectives from the frontline were covered. A book summarising the key outcomes of this event was published.



NATO - In May, the NATO Science and Technology Organisation published a report on women in the armed forces. This work will allow to support the Alliance's commitment to gender equality and to further improve women inclusion within NATO and in the national armed forces.



JORDAN - Significant progress were noted in the field of Women Peace and Security in particular with the creation of the Military Women's Training Centre in June.



UKRAINE - In December, the NATO Science for Peace and Security Programme supported an online research workshop gathering Canadian, US and Ukrainian experts. The objective was to work on improving the reintegration of women soldiers into civilian life in Ukraine. Scientists, mental health professionals, policy-makers as well as former members of Ukraine's Joint Force Operations shared experiences, which will allow to better understand the ways in which women soldiers experience reintegration.



NATO - The Alliance resumed the adoption of gender-inclusive language, for instance by replacing the term "chairman" with "chair".



ORGANISATION FOR SECURITY AND COOPERATION IN EUROPE (OSCE)

KEY DOCUMENTS

Decision No. 14/04 2004 OSCE Action Plan for the Promotion of Gender Equality

This document is a follow-up to the 2000 OSCE Action plan for Gender Issues. Noting the shortcomings in the implementation of the previous plan, this updated version's main objectives are to provide "specific training programmes for OSCE staff on gender awareness and sensitization to gender equality in their daily work", "promoting a professional and gender-sensitive management culture and working environment" as well as "to ensure that well-qualified women are identified and attracted".

- **Decision No. 14/05
Women in Conflict Prevention,
Crisis Management and
Post-Conflict Rehabilitation**

This document stresses the need for the increased involvement of women in conflict management, crisis management and post-conflict rehabilitation. In particular, it encourages "participating Member States to develop national rosters of potential women candidates" and "the recruitment of women to OSCE field presence, in particular to management positions".

- **Report "Implementing the Women,
Peace and Security Agenda in the
OSCE Region"**

This document provides research-based evidence pertaining to the implementation of the WPS agenda among the organisation's Members. This report concludes that the studied national action plans had an impact on the Security Sectors Institutions "in terms of bringing gender into discussions on security and improving the way the security and defence sector engage with gender equality, in spite of continuing challenges". One of its key conclusions is to "facilitate regular and inclusive ways of sharing good practices among participating States".

- **Toolkit "Inclusion of Women
and effective Peace Processes"**

In this document, a threefold approach is recommended for the meaningful inclusion of women in peace processes: "the direct and meaningful participation of women at the negotiation table, the linking of official and unofficial processes and the inclusion of gender perspective in peace processes".

- **Report: "Understanding the Role of
Gender in Preventing and Countering
Violent Extremism and Radicalisation
that Lead to Terrorism – Good
Practices of Law Enforcement"**

Chapter 4 of this document is entitled "lessons learned about gender mainstreaming and women in the security sector". It mentions the existence of "both anecdotal and empirical evidence suggesting that women can contribute to strengthening overall situation awareness in security efforts, in particular in vulnerable situations". In other words, ensuring adequate gender balance tends to increase the efficiency of security forces. The report also provides several informative examples of successful experience of gender mainstreaming practices in the field of counterterrorism.

KEY ORGANISATIONS

— OSCE Secretariat Programme for Gender Issues

Its role is to provide OSCE executive structures and participating states with expertise and tools pertaining to gender equality on gender issues. In particular, it is instrumental in supporting the initiatives pertaining to gender equality within OSCE institutions and in field operations.

AFRICAN UNION (AU)

KEY DOCUMENTS

— Solemn Declaration on Gender Equality in Africa (SDGEA)

This document makes an explicit reference to UN Resolution 1325 (2000) as a key contribution to the development of the Women, Peace and Security agenda in Africa. In particular, it underlines the necessity to “ensure the full and effective participation and representation of women in peace process including the prevention, resolution, management of conflicts and post-conflict resolution”. It also states that the gender parity principle will be promoted within all structures of the African Union.

— African Union Gender Policy (AUGP)

This comprehensive document includes a set of objectives to promote the participation of Women in peacekeeping, peacebuilding and security and in particular: “integrate gender in policies, programmes and activities on conflicts and peace by using the frameworks of Resolutions 1325 and 1820 of the UN [and] “create regional consultative platforms on peace for the exchange of knowledge and information and harmonization of strategies for outcomes”.

— African Union Strategy for Gender Equality and Women’s Empowerment 2018-2028 (GEWE)

Adopted during the African Union summit of February 2019, the objective of this strategy is to mitigate if not eliminate the factors hindering gender equality and the empowerment of women. Its fourth pillar is focused on “leadership, voice and visibility”. It indicates that in order to have a voice, women must be equally represented in all areas of decision-making.

— Report on the Implementation of the Women, Peace and Security Agenda in Africa

Drafted in October 2019, this text aims to assess the progress made by the members of the African Union in the advancement of the Women, Peace and Security Agenda by reporting on their respective efforts. In its conclusion, improvements are noted in several domains such as the enactment of laws, policies, and institutional mechanisms. The scarcity of the data provided by the various Member States is nonetheless mentioned as a major challenge in the conduct of a thorough reporting exercise.

KEY ORGANISATIONS

— Special Envoy on Women, Peace and Security

In order to ensure that effective steps are taken in this field, the Chairperson of the African Union (AU) Commission has appointed a Special Envoy on Women, Peace and Security on 30 January 2014. The latter works in close cooperation with the AU Peace and Security Department (PSD), the AU Directorate of Women, Gender and Development as well as the Department of Political Affairs in order to ensure the promotion of gender mainstreaming within the African Peace and Security Architecture (APSA) and

the African Governance Architecture (AGA). The key responsibility of the Special Envoy on Women, Peace and Security is to encourage the active participation of women in conflict prevention, resolution and peacebuilding. Since its creation, the position is held by Ms. Bineta Diop, the founder of the pan-African organisation for women's right – Femme Africa Solidarité (FAS).

– The Gender Task Force of the AU Peace and Security Department

Established in 2017, the key responsibilities of this task force are to identify all gaps and priorities in the integration of gender and the promotion of Women, Peace and Security agenda in the different divisions, advising the Peace and Security Department and the AU liaison offices to ensure that gender mainstreaming is conducted within their programme, planning and budgeting processes as well as providing expertise on issues in the domain on Women, Peace and Security.

OTHER INSTITUTIONS

KEY DOCUMENTS

– Dakar Call for Action on Women, Violence and Terrorism in West Africa

This document was drafted in the wake of a meeting held in Dakar on 10 and 11 April 2018 pertaining to “Women, Violence and Terrorism in West Africa and the Sahel: Building a Regional / International Response”. Its signatories include the United Nations Office for West Africa and the Sahel (UNOWAS); the Economic Commission of the West African States (ECOWAS);

the G5 Sahel; the Mano River Union; the Working Group on Women, Youth, Peace and Security in West Africa and the Sahel as well as the United Nations Office of Counter-Terrorism (UNOCT). This text explicitly urges “all stakeholders to support women's participation in the implementation of national and regional programs for the prevention of violent extremism and countering terrorism”.

KEY ORGANISATIONS

– The Women, Youth, Peace and Security Working Group in West Africa and the Sahel

Coordinated by UNOWAS and UNWOMEN, this multi-stakeholder and participative platform was created on 29 April 2009. Its stated objective is to facilitate the implementation of UNSCR 1325 (2000) by providing a forum for sharing experiences and by analysing and evaluating the sub-region's initiatives in the advancement of the Women, Peace and Security agenda.

COUNCIL OF EUROPE

– Gender equality strategy 2018-2023, Council of Europe

Drawing from previous efforts and the Gender Equality Strategy 2014-2017 in particular, the Council of Europe's Gender Equality Strategy 2018-2023 has a clearly-defined goal, namely to “achieve the effective realisation of gender equality and to empower women and men in the Council of Europe's Member States”.

The first strategic objective mentioned is “to prevent and combat gender stereotypes and sexism”. In particular, it is indicated that gender stereotypes tend to limit the professional preferences and experiences of women. The document goes on to mention that “horizontal segregation is evident in the labour market” and that some occupations tend to have a very strong male presence. The army is specifically mentioned as an example. In this regard, the objectives of this strategy, which is encouraging equal opportunity for women by combating stereotypes, is also relevant in the field of counterterrorism.

— **Discussion Paper on Possible Gender-related Priorities, Committee of Experts on Terrorism (CODEXTER), 13-14 November 2014**

This document proposes interesting insights pertaining to gender-related issues in the field of counterterrorism. In particular the fact that many assumptions are based on stereotypical perceptions of women’s and men’s roles in terrorism and counterterrorism is highlighted. The added-value of including women in the field of counterterrorism is specifically mentioned considering that “men and women often highlight different concerns and bring different perspectives, experiences and solutions to policy-making”. Understanding and taking into account such differences can be instrumental in adopting a more comprehensive approach to counterterrorism.





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