PROMOTING THE ROLE OF WOMEN

in security and counterterrorism

GUIDELINES FOR THE CRIMINAL JUSTICE RESPONSE TO TERRORISM

W✦CT
Promoting the role
of women in security
and counterterrorism

wiis

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Executive summary

The "Promoting the role of women in security and counterterrorism" project was run by the Brussels chapter of Women In International Security (WIIS - pronounced "wise"), an independent not-for-profit organisation which, as part of the global family of WIIS chapters, is dedicated to women's leadership and professional development in the field of international peace, security and defence.

The project focused on women's role in the criminal justice response to terrorism, addressing both their participation (i.e. number of women in the field) and representation (i.e. improvement of women's activities and responsibilities) in law enforcement, the military, intelligence, the judiciary, policy development and implementation. It was designed to promote understanding and a strategic approach to the role of women in the criminal justice response to terrorism and develop guidelines to improve women's participation in this field. This report provides a practical guide rather than academic research, for use by CT practitioners.

There has been limited research on gender in the criminal justice response to terrorism (CJR), resulting in a lack of data. Gender balance in CJR is both a moral and legal imperative, but it is also a driver of efficiency through improved cognitive diversity, situational awareness, risk assessment, ability to conduct specific tasks and build trust with communities. Terrorist groups have oftentimes exploited gender stereotypes to their advantage, which could be counterbalanced by increased diversity in CT forces.

Women face a number of challenges in CT, including regulatory, economic, sociocultural, organisational, structural and systemic barriers. The research and global consultation for the project led to the development of 10 recommendations to improve gender balance in CJR:

1. Capitalise on factors favourable to women's promotion

2. Develop and propose tailored solutions

3. Adopt a comprehensive approach

4. Demonstrate the operational benefits of more gender balance in CT and CJR

5. Improve the recruitment, retention and promotion of women

6. Focus on practical details

7. Recruit men as allies

8. Inspire and attract women

9. Allocate funding to targeted policies

10. Sustain women's promotion in CT and CJR for the long-term.

Based on these recommendations, guidelines were developed as a reference for CT stakeholders as they build capacity. They aim to support the operationalisation of gender policies and ensure that gender is taken into consideration in CT capacity building initiatives. The guidelines reflect a "gender by design" approach and were purposefully kept general to enable their adaptation to diverse geographic, cultural and sectoral contexts. They are structured in key project phases and illustrated with concrete examples, best practices and lessons learned from around the globe.

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This report is the product of an EU funded project conducted by Women in International Security (WIIS) - Brussels.

WIIS BRUSSELS

Women In International Security (WIIS - pronounced "wise") Brussels is an independent, non-partisan, not-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).

ABOUT THE PROJECT

Introduction

Gender balance in counterterrorism (CT) remains a global problem. Legal, cultural, economic and environmental challenges hinder the meaningful participation of women in the criminal justice response to terrorism (CJR) and ultimately impact the rule of law and the efficiency of counterterrorism efforts. In addition, women's inclusion in CT or CJR can be perceived as a tick-the-box exercise, a luxury, a foreign import, or part of a donor-driven agenda, challenging its acceptability and legitimacy.

The results of this EU-funded project is intended as food for thought from the European Union to the global counterterrorism community - governments, international organisations, non-governmental organisations, projects, initiatives, etc - in an effort to shape the debate on gender in counterterrorism and shape new norms in the field.

KEY DEFINITIONS

This document refers to several fundamental concepts related to women's representation in the criminal justice response to terrorism, summarised below and detailed in Annex 1 "Key definitions". The authors use the following definitions in this document, and acknowledge that debate surrounds several of these.

INTRODUCTION

CONCEPT	SUMMARY
Terrorism	There is currently no internationally recognised definition of the term. The European Union focuses on the notion of terrorist offenses, defined as offenses committed with a terrorist aim. The latter can refer to intimidation of populations or the destruction of specific social and political structures.
Counterterrorism (CT)	The response mechanisms implemented by a state or an international organisation to the threat of politically or ideologically motivated violence.
Preventing and Countering Violent Extremism (P/CVE)	The necessity to identify and tackle the key factors which motivate individuals and groups to support and engage in acts of violent extremism. The prevention of violent extremism includes actions based on the promotion of education, inclusivity and empowerment, while the countering aspect could be considered as closer to security-led approaches - targeting "at-risk" recipients or individual incentives feeding factors and/or structural motivations to violent extremism.
Criminal justice response to terrorism (CJR)	Part of the broader notion of counterterrorism and refers to the prevention of and response to terrorism based on the rule of law. Perpetrators of terrorist acts are legally defined as criminals, and are therefore subject to national and international criminal justice processes.
Sex & gender	Sex refers to the biological and physiological characteristics defining humans as males or females. Gender refers to social attributes and opportunities associated with being female or male.
Gender balance	Equal participation of women and men in all areas of work, projects or programmes. If gender balance is respected, the respective proportions of females and males taking part in these activities should roughly reflect their share of the population.
Gender equality	Equal rights, responsibilities and opportunities for men and women.
Gender equity	Ensure the equal treatment of women and men by correcting historical, systemic negative effects of gender inequality. Gender equity relies on the principles of fairness, justice and impartiality.
Gender mainstreaming	Strategy implemented to ensure the high quality and relevance of policies and regulations to address existing inequalities based on gender.
Gender blindness	Action of not taking into account different roles and needs related to gender aspects, maintaining status quo and consequently not helping to mitigate unequal structures of gender relations.

RATIONALE

A reflection on how the promotion of women in CT and CJR must **start with an examination of the reasons** for this endeavour. Besides the moral imperative, it is a global human rights obligation, with numerous international regulations inciting states to take meaningful steps in this direction. Beyond that, the inclusion of women contributes to the efficiency of CT efforts, which can in fact be a more powerful argument in certain regions of the world.

An understudied field

*" In both the fields of security studies and terrorism studies, there is a **demonstrable lack of academic analysis on the roles and agency of women in security practices, particularly as security actors, including in countering terror and in countering violent extremism capacities. "***

— Dr. Joana Cook[1]
Assistant Professor Terrorism and Political Violence / Senior Project Coordinator/Editor in Chief, Faculty of Governance and Global Affairs (FGGA) – Leiden University / International Centre for Counterterrorism (ICCT)

While there is a vast array of literature on gender balance, on CT and on CJR separately, there is little to none dedicated specifically to the subject of women's role in CJR. Numerous books and articles cover women in counter-radicalisation initiatives, on women as victims of terrorism, or as perpetrators of terrorist acts, such as Ulrike Meinhof (Baader-Meinhhof Group), Fusakao Shigenobu (Japanese Red Army) and Iratxe Sorzabal Diaz (Euskadi ta Askatasuna ETA)[2]. More recent research examines the use of women and young girls as suicide bombers[3], and their roles in violent radical groups such as Katiba Macina or Boko Haram[4]. Most work on the gender dimension of CJR focuses on how gender perceptions can impact the sentencing of female terrorists[5]. As a consequence, the field suffers from a global lack of complete or harmonised quantitative data or statistics.

" Women's full participation includes participation in all aspects of counterterrorism, from policymaking to the judiciary, to law enforcement, intelligence services and the security sector.[6] "

— Dr. Aleksandra Dier,
Gender Coordinator at the United Nations Counterterrorism Committee Executive Directorate (CTED)

A global under presentation of women in CJR

Women are globally underrepresented in the security field, be it in policy, legislation, intelligence, judiciary, security services and organisations, law enforcement or military. CT and CRJ are no exception. This gap does not necessarily reflect countries' governmental, cultural or religious backgrounds. While there are some statistics on women in security, very few details are available on their level of participation in CT and CJR specifically - for instance the extremely limited data for national intelligence services[7].

N.B: The following examples are limited by the lack of data on women in CT and CJR. Most give no indication of a baseline or of progress over time of these numbers.

These figures are not acceptable, considering that **women make up roughly half of the global population** yet have tended to be structurally excluded from all aspects of security and defence. While perfect parity cannot be expected for all CT roles[8] in the short term, **a greater share of female officers** should be an attainable goal.

Some initiatives, such as #SHEcurity, collect data from a large sample of countries and publish an annual Index[9] of EU and G20 countries, EU institutions, and all states committed to the Women, Peace and Security agenda (see Annexes 4 and 5 for more details of the WPS).

LAW ENFORCEMENT

EU

2017-2019:
one in
6
police officers
were women

ASEAN

Between
6 - 20%
of policewomen

PAKISTAN

Roughly
1% of women
in the police force

UGANDA

18,3%
of women
(total staff: 43,177)
Common Standards for
Policing East Africa objective:
30% of operational police
positions filled by women

Sources Endnotes n°10 to n°13

MILITARY

TURKEY

0,3%
of women in active
duty personnel

HUNGARY

20%
of women
in active duty personnel

NATO

2019 average:
12%
of women in NATO
Nations' forces

GUATEMALA

5,7%
of women
in the military

NEPAL

6,6%
of women
in the military

NEW ZEALAND

17,5%
of women
in the military

INDIA

Army: 0,56%
Navy: 6,5%
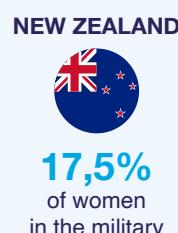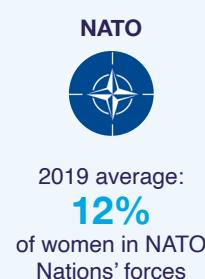
Sources: Endnotes n°14 to n°16

JUDICIARY

WORLD

An estimated **40%** of **judges**
globally are women

EU

Over half of judges
in 19 of the 27 EU Members States are women
They are often assigned to *"low-profile"* cases or to *"areas
of law traditionally associated with women, such as family
law"*. A European Parliament study revealed that *"at the
lower levels, females can be a majority, but the picture is
very different as the court and prosecution level rises"*.

SENEGAL

Share of
women in the
highest judiciary
institutions:

15 to
30%

Sources: Endnotes n°17 to n°21

#SHECURITY	2021 INDEX	2022 INDEX
POLITICS [% percentage of women in the European Parliament, national parliaments, national foreign & defence communities, and women serving as foreign and defence ministers]	• Only 2 countries achieve parliamentary gender parity (Rwanda and United Arab Emirates, supported by legislated gender quotas) • Increase in national parliaments • Slight drop in foreign affairs • Fewer women defence (18,6%) than foreign ministers (24,3%)	• Third country achieves parliament gender parity (Mexico) • First appointment of female foreign ministers in Burkina Faso, Côte d'Ivoire, Democratic Republic of the Congo, Germany
DIPLOMACY [women serving as ambassadors, in the national diplomatic service, ministry of foreign affairs staff and the European External Action Service (EEAS)]	• Diplomatic services & foreign ministry staff close to gender parity • Only 25,5% of women ambassadors	• Foreign ministries' staff almost reach parity (48,6%) • 17 countries indexed reach or overachieve gender parity • Decrease of women ambassadors (23,1%)
MILITARY [women serving in the national Armed forces]	• Average of 11,4%	• Average of 12,6% • Significative regional differences from 1,1% (Saudi Arabia) to 26,2% (Nepal)
POLICE [women serving in law enforcement]	• Average of 23,3%	• Average of 22%
INTERNATIONAL MISSIONS [women employed in UN peacekeeping missions, as head and deputy head of missions, and in CSDP missions]	• Increase of numbers of women • Not reflected in higher echelons of hierarchy	• United Nations gender parity achieved for head and deputy heads • Women leadership of EU missions remains significantly lower: 0% of women heads in military executive missions, 27,3% women heads of civilian missions • Slightly better representation among Heads of the EU CSDP missions
RESEARCH [women representation in board of EU and US security and foreign policy think tanks]	• Only 25% women in US-based think tanks • 48% in European think tanks	• No data

The latest #SHecurity index reveals interesting trends:

– Increase in women's representation in politics and security in Africa

– Importance of support by the EU and international organisations to projects promoting gender equality in these domains

– Negative impact of recent events in the Middle East and North Africa on women's representation (Lebanon, Afghanistan, Iran)

– Global phenomena such as pandemic, rising inflation, or war tend to take precedence over gender equality in security in public opinion, and as a result in public resources allocated to tackle the topic of women's promotion in the security sector.

Meeting legal requirements

Promoting the role of women in security and counterterrorism has become a legal imperative (a brief overview of the legal framework and of key international organisations working on the topic is available in Annexes 4 and 5). Despite this, available data suggests that **political and legal initiatives, though instrumental in raising awareness, often fall short of providing tangible results.**

> ❝ *It is necessary to continue to make the case for the inclusion of women [...] because progress has been slow and very uneven[22].* ❞

— Rasa Ostrauskaite,
Coordinator for Activities to Address
Transnational Threats at the OSCE

The EU's approach to gender equality is a key political objective of its external action. It is guided by **three core principles:** a gender-transformative approach, the integration of intersection of gender with other forms of discrimination and an approach based on human rights.

Approaches based on human rights and the primacy of the rule of law can however be challenged in certain countries where societal perceptions, specific work environments and entrenched traditions[23] still prevent women from holding meaningful positions in CT and CJR. The role of women in CT is often relegated to a lesser urgency, something to be tackled once more pressing issues (such as ongoing conflict or instability) have been resolved, or perceived as a donor-driven agenda, unsuitable for specific local contexts[24].

A comprehensive approach to CT and CRJ must be compliant with principles of international human rights law and the rule of law. Dissociating human rights from gender equality/equity can lead to counterproductive effects, as documented by the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism in her 2021 report[25].

While legal and ethical arguments in favour of women's promotion in CT and CJR may be challenged in specific regions and/or conditions, this should not undermine their importance. They should be deployed **together with the operational efficiency argument to maximise impact.**

Improving the efficiency of CT and CJR

There is a growing body of literature suggesting that more gender-balance in CT and CJR teams (see Criminal justice response to terrorism value chain) tends to improve their efficiency, whether at national or international level[26]. Security institutions largely retain a patriarchal mentality, in which male-only units are often justified in the name of cohesion and morale.

> " *The approach to gender balance in CT has traditionally been **"outside in",** by working on training and encouraging women to join CT organisations. But the change must also be made **from the inside**, striving for **a transformation of the institutional culture of these organisations** in which the men must be involved. This is the real challenge.* "

— José María Fernández Villalobos
Senior Judge, Project Director of CT JUST[27]

IMPROVING COGNITIVE DIVERSITY, OPERATIONAL AWARENESS AND RISK ASSESSMENT

The question today is no longer whether women are fit to serve alongside men in CT, from policy to operations, but rather **how to leverage complementarity for optimal efficiency.**
Improved gender balance can bring added value by *"capitalis[ing] on the expertise, skill sets and perspectives of both male and female personnel in order to maximise operational effectiveness"[28].*

> " *The **most important aspect of gender integration is cognitive diversity** brought to military operations **to ensure the best decisions** are being made with gender perspectives mainstreamed in decision making.[29]* "

— LT. Col. Natalie M. Trogus
United States Marine Corps

Gender differentiation in risk assessment must however be considered with caution, as it relies on socially constructed gender norms and expectations. By their socialisation, women and men are raised to react and behave in certain ways, or to develop specific thinking schemes that may not be the result of their individual nature, regardless of their gender.

According to NATO's Civil-Military Cooperation Centre of Excellence (CCOE), gender awareness enhances overall situational awareness, leading to better advice for the commander, and tending to improve decision-making processes[30]. Studies pertaining to stabilisation and peacekeeping operations in Cambodia, Kosovo, Timor Leste, Afghanistan, Liberia and the Democratic Republic of Congo have demonstrated that *"gender equality is recognised as a force multiplier in the operational planning and mission execution by the political leadership"[31].* This is consistent with findings in civilian organisations, which demonstrate that inclusive teams make better decisions up to 87% of the time[32].

NEW ZEALAND - The New Zealand Intelligence Services use arguments for advancing the participation of women have included increased performance, increased quality through a broader recruitment pool, new ideas and perspectives, better understanding of other cultures, increased trust in the services, as they better reflect New Zealand society[33].

Counterterrorism implies risk assessment, in particular to evaluate the probability of attacks and to determine their consequences. It appears that men and women tend to adopt different approaches when assessing risks. In a nutshell, women tend to promote less risky choices and differ in their estimates of the odds and severity of negative outcomes[34].

❝ *Gender diversity should lessen the chances of under or overestimation of risk.*[35] ❞

**— Gavin D. Brown,
Anne Largey and Caroline McMullan**
Dublin City University Business School

The inclusion of women in CT should thus contribute to more accurate threat evaluations. Moreover, as terrorist profiles and methods evolve (for instance, increasing number of women perpetrators, changing *modus operandi*), the integration of a gendered approach adds value to detection and analysis of terrorist threats.

CONDUCTING SPECIFIC TASKS

Female officers provide added value at the tactical level, in particular to collect *"vital information about security threats in contexts where gender differences and cultural expectations restrict men from accessing certain communities"*[36]. An example is Afghanistan, where *"the engagement of female personnel with local women allowed armed forces to access information that was otherwise unavailable"*[37]. Such approaches tend to bring additional benefits by lowering hostility towards the mission as a whole[38]. In some specific environments, female officers are indispensable.

In Afghanistan, Jordanian female officers were in charge of searching Afghan women entering military premises[39]. Unlike in Kenya and Nigeria, where *"female suicide bombers […] more likely would have been detected had female officers been present to perform body searches"*[40].

It is widely recognised that **female soldiers can bring additional capabilities to their units.** They can reach out to *"a greater segment of the population (women, children and men) in […] culturally conservative regions"*[41], something which can prove difficult for their male counterparts.

An all-female Indian UN Police Unit deployed in Liberia in 2006[42] showed that **female soldiers tend to be perceived as more approachable and sensitive to the needs of the local population.** This can be a real asset when operating in tense environments, even if it reinforces stereotypical gender roles. It is an example of turning stereotypes into an operational added-value rather than combating said stereotypes, which generates strong debate among experts in gender and security.

MILITARY

United States Marines "Lionesses" & Female Engagement Teams

UNITED STATES

→ US "Lionesses", the precursors of the Female Engagement Teams (FETs), were created to address security threats from the female population within Iraqi conservative regions*

→ Tasked to search Iraqi women for weapons, which their male counterparts could not do due to local culture/norms

IRAQ

→ The FET approach was subject to criticism:

  • The creation of exclusively female teams represents a regression in terms of gender balance

  • Little regard for these female soldiers' training, skills, aspirations, or interest in serving on female-only teams

  • FET members were given little to no preparation: *"female service members already on the ground were pulled from their regular jobs and had little or no time to train for their additional FET responsibilities" **.* To operate in foreign theatres, personnel, regardless of gender, must be trained to local cultural and societal specificities.

AFGHANISTAN

→ FETs evolved into Cultural Support Teams (CSTs), first deployed in 2011 across special operation forces to support security, governance and development operations.

→ The term CST removed the sex and gender dimension, yet the teams were still composed solely of female soldiers: in Afghanistan, it created the possibility for U.S. female soldiers to operate alongside special operations units on the ground.**

Sources: Endnotes n°43 and n°44

BUILDING TRUST WITH COMMUNITIES THROUGH REPRESENTATIVENESS

Gender-aware and gender-balanced policing can improve access to justice for certain categories of the population: *"in many cases women report certain crimes and express their concerns more easily to female police officers"*[45]. The presence of at least some women in security forces is necessary for a full picture of the situation.

❝ *Increased diversity within law enforcement agencies – defined not only in terms of race and gender, but also other characteristics including religion, sexual orientation, gender identity, language ability, background and experience – serves as a critically important tool to build trust with communities.*[46] ❞

— **U.S. Department of Justice Equal Employment Opportunity Commission**

A central objective of counterterrorism is to prevent attacks before they occur. Gathering actionable intelligence is thus vital. This requires access to communities and earning their trust. Incorporating female officers can facilitate outreach to certain sections of the population which cannot be easily engaged by male officers. **The US counterterrorism strategy identifies the "half the population" approach as necessary to lead to "the buy-in and consideration of diverse and traditionally neglected groups** *such as women, youth or minority populations to ensure [the] longevity [of sustainable peace]"*[47]. The presence of women in the military and the police positively impacts the perception of these forces by populations, and leads to increased efficiency of security and counterterrorism efforts[48].

NORTHERN IRELAND - In Northern Ireland, the police needed to increase its acceptability among the communities. The presence of more women in the police force was considered as instrumental to fulfill this objective. The Police Service of Northern Ireland (PSNI) currently counts 56.94% female police staff and 30.81% female officers [49].

JORDAN - In Jordan, the Community Peace Centre (CPC) has been established, whose members provide courses on these issues in Jordanian universities and engage with civil society to raise awareness. Women instructors focus their activities on raising awareness about extremist ideologies towards mothers and family members, and avoiding the recruitment of young people into terrorist groups. The impact demonstrated the importance of communities' role.

ADDED VALUE OF DIVERSITY IN POLICING

Women can be instrumental in bringing about positive change to the culture of policing.

> *[Women] bring their own set of skills to a traditionally male-dominated culture, and that is very helpful[50].*

— Chuck Wexler
Executive director, Police Executive Research Forum
(independent research organisation based
in Washington)

ABOUT DIVERSITY AND INCLUSION

Diversity cannot be limited to the integration of more women: **diversity aims to ensure the heterogeneity of a group** by recruiting a diverse group of both men and women from all parts of society, including diverse religious groups, minorities, ethnicities, social-economic background, etc.

The notion of inclusion goes beyond the recruitment of diverse profiles, by focusing on measures and frameworks to **retain diversity and ensure that perspectives brought by diverse individuals are acknowledged and integrated** into decisions and activities.

For instance, female officers tend to be more effective at deescalating violence[51], an essential skill when operating in tense environments. Studies point towards women's added-value in communicating and tendency to resort to force less than their male counterparts[52].

These lessons can be transposed to the realm of CT. Nabeel Khoury, then deputy chief of mission at the US embassy in Sanaa, indicated that one of his favourite security institutions to work with was a female counterterrorism unit (CTU) created in 2003, in part because it was free from corruption[53].

**Funded by
the European Union**

LAW ENFORCEMENT

National police of Peru

PERU

→ Experiment in 1998, in the wake of studies commissioned by the World Bank: Researchers concluded that women *"who on personality tests were shown to be stricter and more disciplined than men"* would be far less likely to accept bribes for traffic fines

→ The National Police of Peru decided to feminise the transit force, resulting in 93% women officers by 2009.

→ Policy considered as successful: an opinion poll conducted by *Apoyo Opinión y Mercado* revealed broad support from the population for the female officers, who had been instrumental in significantly reducing corruption.

Sources: Endnotes n°54 and n°55

ADDED VALUE OF DIVERSITY IN JUDICIARY

The promotion of women can bring about meaningful changes to the justice system.

The justice system should ultimately reflect the people it serves[56], according to Ambassador Jean-Paul Laborde, both for judges and prosecutors, to guarantee the rule of law[57]. Judge Vanessa Ruiz, former President of the International Association of Women Judges reflects that *"by their mere presence, women judges enhance the legitimacy of courts, sending a powerful signal that they are open and accessible to those who seek recourse to justice"*[58].

❝ *Because neither sex's viewpoint is "correct" both are necessary for impartial adjudication, a recognised driver of normative legitimacy[59].* ❞

— Nienke Grossman
University of Baltimore School of Law

Female judges and prosecutors **also support the mitigation of the impact of gender clichés on the sentencing of female terrorists.** An extensive body of literature suggests that men and women tend to be treated differently when judged for terrorist offences. This is reflected in the media, where the terms "black widows"[60] and "jihadi brides" are often used to describe female terrorists, i.e. focusing on women's relationship with terrorists through marriage, denying them of agency. More lenient sentences for women can be explained by the qualification of their acts in criminal law: most have so-called supporting roles, tending the house and children, leading to their perception as *"mere accessories to, rather than perpetrators, facilitators, and supporters of violent extremism, reinforcing narratives that diminish the culpability of an offender"*[61]. These women's relation to the cause is generally characterised as personal rather than political, which does not always reflect reality.

Documented examples of gender-differentiated sentencing for terrorist offences

🇺🇸 UNITED STATES

A 2020 comparative analysis, led by Nathalia Galica, of men and women who committed similar violent radical crimes came to an unambiguous conclusion: "females tend to get lesser sentences than their male counterparts"

Biases in US legal professional perceptions of women, perceived as "more naïve, lonely, or innocent than males when it comes to such violent crimes"

Gender bias in US judicial proceedings:

- Average incarceration period for men: 13,8 years

- Average incarceration period for women: 5,8 years

Indication that gender-based strategies are often deployed by women's defence, even if "the evidence broadly suggest that radicalised men and women are not so different in the severity of their crimes"

Sources: Endnotes n°62 and 63

🇪🇺 EU

Similar observations where women returning from Daesh-held territories were either pardoned or received milder sentences than average for foreign fighters: their agency and autonomy tended to be denied, prorated as "misunderstood victims, rather than as motivated agents"

Unclear distinction between victims and perpetrators of judged women

Sources: Endnotes n°64 and 65

🇯🇴 JORDAN

Two known cases of women convicted for recruiting for ISIS in 2017

Women began to be more involved in radicalised movements (both carrying out terrorist offences and spreading the ideology)

Sources: Endnote n°66

Women can also be sentenced more severely for joining terrorist organisations or committing acts of terrorism: beyond the act itself, they are **considered as having failed the social norms expected of women** (i.e. gentle, non-violent behaviour).

This is **legally problematic.** Considering that women, as a rule, are "victims" or actors devoid of agency directly contradicts article 5(a) of the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) by introducing *"prejudices based on stereotyped gender roles"*[67]. Such a narrative can prove incorrect, for instance, women who join ISIS often do so for the same reason as their male counterparts and not necessarily for sentimental reasons[68]. In the same vein, reports of the attack on a Moscow theatre by armed Chechens stressed that females *"were the most determined and aggressive of the hostage takers"*[69]. In other words, **systematically presenting women joining violent radical groups as victims or naïve does not account for the full picture.**

To **avoid the undue influence of these widespread stereotypes on verdicts,** a solution could be to include more female judges in CT-related proceedings: *"women tend to be less affected by gender, even when this means to be harsher on women"*[70]. Max Schanzenbach, who had previously come to similar conclusions after observing the US criminal justice system, saw this as due to a *"paternalistic bias among male judges that favours women"*[71].

The inclusion of women in the judiciary is also instrumental to inspiring the next generation of female professionals in this field[72].

Countering terrorist groups' "use" of women

TERRORIST GROUPS SUCCESSFULLY EXPLOIT GENDER STEREOTYPES

Female terrorists tend to be portrayed as a paradox in the media[73], as exceptions or anomalies. Christopher Dickey and Gretel C. Kovach go so far as to write that: *"testosterone has always had a lot to do with terrorism, even among secular bombers and kidnappers like Italy's Red Brigade and Germany's Baader-Meinhof gang"[74].* The logical consequence would be that women could by definition only be marginally involved in violent extremism. The data reveals a different picture: **over a third of international terrorists are women, and women play key operational roles** in nearly all radical groups[75]. This makes perfect sense from an operational perspective.

Often confronted with more powerful adversaries, terrorist groups must adopt practical and opportunist approaches. They are constantly testing new modus operandi to maximise their impact. Women tend be generally perceived *"as being inherently innocent or non-threatening"[76]* and thus arouse less suspicion than men. **Violent radical groups are aware of these widespread stereotypes and were quick to understand how to exploit them. Even groups with ideologies contrary to gender equality** do not hesitate to entrust women with critical tasks for the sake of efficiency.

A German male terrorist from the Second of June Movement, Michael Bauman, observed that women could approach targets for kidnapping or assassination without raising suspicion, which could not be achieved by their male counterparts[77].

SRI LANKA - The Liberation Tigers of Tamil Elam (LTTE) successfully managed to assassinate significant military and political figures relying on female suicide bombers[78]. Similar tactics were used by the Kurdish Workers Party.

RUSSIA - In Russia, a wave of attacks by female Chechen suicide bombers was reported as successful in part because Chechen women were able to move about more freely than their male counterparts[79].

SYRIA & IRAQ - ISIS started to train women for key functions such as *"spying, infiltration, carrying out assassinations and covert attacks"[80].* The organisation later allowed women in combat roles when additional forces were required to maintain territorial assets in Syria and Iraq.

In short, **the false yet widespread perception that women do not fit the terrorist profile is largely exploited by violent radical groups.**

> *We have never viewed females with the same lethality as we would a male. And because of that cultural sensitivity on our part, it has made the female a very valuable tool of the insurgent.[81]*

— Senior US military official involved in intelligence operations in Iraq

Terrorist groups do not hesitate to resort to **gender-specific tactics,** i.e. using established gender norms to their advantage: pregnant women, for instance, are universally considered as "beyond suspicion or reproach"[82], and are more likely to move around without raising suspicion, as are men disguised as women to avoid detection.

Examples of terrorist attacks using gender-specific tactics

Fake pregnancies

IRELAND

In 1990, an IRA militant pretended to be pregnant in order to conceal weapons under her clothing: this modus operandi was widely copied afterwards.

In April 2006, Kanapathipillai Manjula Devi used the same tactic to gain access to and conduct an attack on Sri Lankan army headquarters in Colombo.

Disguises as women

AFGHANISTAN

In 2010, an attack led inside the Green Zone (localisation of the International Security Assistance Force and the US embassy) relied on terrorists wearing burqas.

During combats in Fallujah, in Iraq, some ISIS fighters tried to escape the city impersonating women.

Women perpetrators using gender clichés

ISRAEL

In a 2004 attack on Israeli territory, a 22-year Palestinian woman posed as a disabled person, claiming that the metal plates inside her body would trigger the metal detector. She was allowed to wait in a dedicated area for a female officer to perform a search. She detonated her bomb just moments later, killing 4 Israeli security personnel and wounding 11 civilians. According to testimonies, she demanded a medical doctor that led the soldier to let her in to proceed to a search in a private space.

FRANCE

In September 2016, a 5-female commando targeted Notre-Dame cathedral in Paris with a car bomb, which was detected in time by a neighbour. The commando was not on the French intelligence service's radar. The female commando was convicted in 2019.

Sources: Endnotes n°83 to 88

The use of women in support roles by terrorist groups should not be neglected. Support roles are key in any type of organisation. Studies on Katiba Macina and Boko Haram[89] reveal how women are given operational roles as suicide bombers, scouts, and armoury attendants based on their socially constructed and traditional domestic and reproductive roles. Kidnapped women and girls are often used to generate financial resources for terrorist organisations, or as bargaining chips for other goals.

TERRORIST GROUPS TAKE ADVANTAGE OF THE LACK OF WOMEN IN CT AND CJR

Terrorist groups seek to identify and take advantage of the weak spots identified in the security apparatus of their adversaries. The lack of women in CT is one.

NIGERIA - Between 2014 and 2018, **Boko Haram** led a broad suicide bombing campaign, killing 1,200 people, conducted by female operatives. Their efficiency was justified *"to their exploiting the gender gap in the Nigerian security forces, which lack female security officials to search women"*[90].

In numerous regions, men are not allowed to perform searches on women[91]**.** This can prove challenging for CT forces. *"If we are told by our superiors not to look at women because Arab culture tells us not to, then how are we supposed to suspect them?"*[92], reports a U.S. Marine returning from Fallujah. Ruling out half the surrounding population as a potential threat remains an issue.

Failing to consider the local context can have catastrophic consequences.

IRAQ - The interrogation of a woman by coalition forces in Iraq in 2004 resulted in the woman being stoned to death after her release. Her own family did not trust her anymore, and suspected that that she may have been abused. Her husband subsequently committed suicide, in shame at being perceived as unable to protect his wife[93]. Recruiting more women to the military and police forces would address the operational challenge of interrogating female suspects in traditional environments.

More gender balance in CT and CRJ organisations can mitigate the risk of gender blindness (see definition of gender blindness in Key Definitions) while addressing terrorist threats.

CRIMINAL JUSTICE RESPONSE TO TERRORISM

Roles and responsibilities

CT and CJR are a complex matrix. The following attempts a break-down of the roles and responsibilities of the CJR ecosystem. This typology covers the **national and international levels** (regional organisations, EU, NATO, UN).

N.B. The breakdown of roles, in particular the participation of military stakeholders in CT can vary in different countries.

Roles & responsibilities

- Judge actors of terrorists acts
- Investigations
- Legal assurance of CT operations

Positions / Jobs

- Judges
- Prosecutors
- Lawyers

LAW ENFORCEMENT

JUDICIARY

POLICY

Roles & responsibilities

- Identification of threats
- Development and implementation of policies
- Development of capacity-building programmes (including training)
- Development of legislation
- Integration of international obligations into national frameworks
- Criminalisation of terrorism
- Procedural legal framework

Positions / Jobs

- Policy-makers
- Legislators (including special commissions)
- Ministries
- Parliaments
- Diplomats
- Human rights professionals

Roles & responsibilities

- Prevention
- Investigations
- Arrests
- Detention
- Interrogations
- Witness and victim protection
- Information gathering (including financial information)
- Engagement with local communities
- Cooperation with foreign counterparts

Positions / Jobs

- Police units
- Special police units
- Border guards

MILITARY

Roles & responsibilities

- Conduct of CT operations
- Provision of on-the-ground intelligence
- Training of host and/or partner & counterparts
- Intelligence collection
- Collection of evidence on the field

Positions / Jobs

- Armed forces
- Contractors / Private sector

ACADEMIA

Roles & responsibilities

- Advancing knowledge on subject matter
- Data analysis, conduct of in-depth studies and surveys

Positions / Jobs

- Data scientists
- Researchers
- Contractors / Private sector

INTELLIGENCE

Roles & responsibilities

- Support decision makers in CT strategy
- Identification of terrorist networks (members, organisation, motivation, level of engagement, commitment factor, type of internal and external supports, techniques, tactics, and procedures)
- Gathering and analysis of information to prevent terrorist plots/ operations

Positions / Jobs

- Analyst
- Criminal investigators
- Linguist / translators
- Special agents
- Policy specialists
- Contractors / Private sector

DETENTION

Roles & responsibilities

- Application of detention judgments
- Rehabilitation

Positions / Jobs

- Prison staff & managment
- NGOs
- Contractors / Private sector

CJR career cycles

CJR, like other professional fields, is marked by different career phases. The following breakdown is meant to support the identification of gaps in women's representations in CJR at various career stages, to develop tailored solutions at each step / career milestone. Responses can include:

— Development of pipelines in high schools/ universities to attract women to the field

— Tailored recruitment / tests for public sector organisations

— Specific CT/CJR training

— Lifelong training

— Promotion paths to senior and managerial positions.

HIGH SCHOOL   UNIVERSITY   JUNIOR EXPERT   EXPERT / MANAGEMENT   SENIOR EXPERT / SENIOR MANAGEMENT

Awareness of CJR and roles

Access to junior or middle management

Access to top positions

The ownership of human resources may be more or less complex depending on the type of organisation. For instance, certain international organisations rely on candidates or representatives selected by their member states/nations based on national recruitment and designation processes. This can limit the amount of female candidates in career pipelines.

CHALLENGES TO WOMEN'S PARTICIPATION AND REPRESENTATION IN CJR

Women's participation and representation in CJR faces a range of challenges and barriers. A one-size-fits-all approach is hardly feasible due to specific political, economic, cultural, social and structural aspects. A holistic and comprehensive approach is thus needed to support the promotion of women in CT and CJR.

WOMEN'S PARTICIPATION VS. REPRESENTATION

— Women's participation refers to the number of women in an organisation and/or activity

— Women's representation refers to the endorsed roles of these women (e.g.,hierarchical position, roles, types of activities)

— The promotion of women in this document refers to both concepts: participation and representation on women in CT and CJR

Regulatory constraints

The legal and regulatory framework must allow women to access first education, second CT and CJ organisations, then all positions within these organisations.

MILITARY

Recent lifting of restrictions on women in combat units

UNITED STATES

Women were allowed to apply for all combat positions (including infantry units and special operations) in the US military in 2015.

The decision was met with criticism, including by Heather Mac Donald, American commentator, essayist and attorney who considers that " women don't belong to combat units", citing the following arguments:

— Women are not as physically strong as men, and so more prone to injury in combat

— The presence of women in combat units can lead to sexual liaisons, undermining discipline

— The recruitment of women can imply lowering standards, negatively impacting the overall efficiency of the armed forces.

Sources: Endnotes n°94 and 95

Funded by the European Union

WCT
Promoting the role of women in security and counterterrorism

wils

Economic challenges

Economic and financial challenges contribute to discouraging women from working in CJR. These include:

— Pay inequality, in part due to women occupying lower ranks in general

— Low salaries and thus low economic attractiveness of CT and CRJ (for both men and women)

— Lack of affordable and available childcare facilities

— Lack of resources for higher education or specialised training opportunities.

Cultural and social barriers

> *Women have not taken on a large number of roles in military and policing because they are viewed to be for men[96]*

— UNDP Police advisor

Cultural, social and societal factors all hinder women from playing a greater role in CT and CRJ. Most modern societies are marked by gender-based perceptions, based on patriarchal systems, and social norms which dictate how men and women should typically behave. Regardless of the variety of deviation or evolution from these norms, this has a direct impact on women in CJR:

→ Counterterrorism **remains perceived as a masculine profession** (associated with power, protection and authority)[97], **with the misperception that all CRJ roles are frontline, violent** and require socially perceived male competencies.

→ This creates barriers for women both in terms of rejection by CT organisations and by societies, in addition to self-restrictions applied by women themselves.

→ Women tend be subject to **"double standards",** especially in male-dominated domains: they can feel the need to over-perform compared to their male counterparts, to prove their legitimacy and credibility.

→ **Responsibilities and professional commitments can clash with other societal responsibilities given to and/or expected from women**, such as household and family duties.

→ CT and CRJ organisations **reflect the patriarchal values of their societies**, which can lead to **discriminatory work cultures**. Behaviours can be well-meaning, such as men behaving differently in the presence of a woman, but maintain differentiated approaches to women.

LAW ENFORCEMENT

Societal perceptions of policewomen

YEMEN

Yemen Polling Centre survey:

— Only 20% of respondents would support a female family member joining the police

— 80% would support a male family member joining the police

NEPAL

A policewoman for instance indicated that civilians disobeyed her more than her male counterparts, and that *"even highly educated civilians [had] not accepted the entry of women in this field"*.

Sources: Endnotes n°98 and n°99

Organisational and structural constraints

> *Despite the wealth of arguments in support of women's enhanced participation in counterterrorism, there continues to be resistance to their inclusion due to political backlash and structural barriers inherent to a system of patriarchy[100].*

— Dr. Aleksandra Dier

The inclusion of more women is challenged by existing social norms and practices to some extent[101] in CT and CJR organisations.

→ **Equipment and infrastructure not designed for women** makes women's integration difficult and unsafe, with for instance unsafe equipment, or inadequate clothing and protective gear which can put women at higher risk when deployed, or lack of adequate facilities during training.

→ **Women's participation in CJR is often limited to specific tasks,** deemed more "feminine", such as community policing, searching, interrogating and/or arresting women, or based on gender clichés. This prevents them from contributing to other CT tasks[102], referred to as pigeonholing.

→ **Recruitment processes, working conditions and operational requirements can make it harder for women to obtain and retain positions in CJR,** in particular when it comes to personal and family lives (maternity leave, social/family support, demanding working schedules, promotional systems, regular location transfers, etc).

→ In CT and CRJ work environments, like in other sectors, women can be subject to **gender-based violence** and other forms of aggression (sexist remarks, harassment, including online).

CT and CJR career challenges

Women's careers in CT and CRJ are marked by key milestones linked to issues faced by women specifically (see CJR career cycles). A gender lens should be applied to HR policies to support the increase and improvement of women's representation, with specific measures:

→ Lack of awareness of CT and CRJ professions among young women

→ Entry-level **recruitment criteria and processes** for CT and CRJ organisations have historically not taken gender into consideration, posing a systematic barrier to women's entry through the formulation (language) of job descriptions/vacancies, physical criteria such as height, interview panels composed exclusively of men, etc.

→ Quantitative goals (eg: aiming for 50% of a police force to be female) are not enough: if women are confined to entry-level positions or support tasks, this does not constitute true gender balance. On the other hand, recruiting officers without the necessary skills and/or motivation simply because they are women is ineffective and can have serious negative consequences.

→ **Retaining female staff and officers and ensuring they move up to decision-making positions** can be an issue for reasons such as work/life balance, confidence of women to apply for senior positions, lack of representativeness in upper management echelons, without the application of corrective measures.

→ **Progress in women's participation in CT and CJR must be institutionalised if it is to be sustainable.** Results of isolated efforts can be jeopardised by political, security or organisational evolutions.

RESULTING RECOMMENDATIONS

The following recommendations derive from the project's research and analysis of women's role in CJR. They form the basis for the resulting guidelines, which operationalise these recommendations.

1. Capitalise on factors favourable to women's promotion

- Global awareness of the importance of including women in security, CT and CRJ is increasing, due to, among others, a more favourable global legal and policy framework.

- Civil society and non-governmental organisations have increased efforts to empower women and should be used as inspiration to enable transformative changes relying on unconventional solutions.

2. Develop and propose tailored solutions

- There is no one-size-fits-all in women's empowerment in CT. Solutions must be tailored to specific contexts.

- Overcoming barriers to women's empowerment is linked to deeply-rooted cultural and societal factors: solutions must account for a broad range of local cultural variables.

- Local ownership of tailored programmes and measures improves their success and sustainability.

- Design programmes taking into account local populations' perception.

3. Adopt a comprehensive approach

- The promotion of women in CT implies working on different aspects: legal, policy, HR, organisational cultures, etc.

- A holistic approach will ensure that the promotion of women in CT and CRJ reflects the realities of organisations, and will contribute to the production of tangible results.

4. Demonstrate the operational benefits of more women in CT and CJR

- Diverse and gender-balanced organisations tend to have better results and provide a more comprehensive and holistic approach to problem-solving. This is true in counter-terrorism, too.

- In certain contexts, operational benefits to the efficiency of CT efforts may prove more convincing than legal or moral arguments.

5. Improve recruitment, retention and promotion of women

- Efforts should be tailored to enlarging the pipeline of female candidates to CT and CJR, be it through awareness campaigns for female students, the creation of informal networks, mentoring programmes, specific training for entrance exams, specialist training throughout their careers, etc.

- Recruiting more women is instrumental in ensuring gender equality, as is ensuring that women have access to and are encouraged to apply to all roles and positions, regardless of the seniority. This could be ensured via targeted trainings and mentoring programmes, among others.

- Particular attention should be paid to retention of female staff. Current figures show that while there may be many women at entry level in CT organisations, their representativeness dwindles with time, with little to no women in senior management.

- Tracking harmonised and sustainable data related to female staff remains an essential method to facilitate the identification of their employment, advancement and retention related obstacles and issues.

6. Focus on practical details

- More women in CJR implies providing them with adapted equipment (uniforms, protective gear) and suitable infrastructure (bathrooms, changing rooms).

- Working conditions should ensure that both men and women can enjoy a balance between their professional and personal lives, taking into account issues specific to women such as maternity leave.

7. Recruit men as allies

- While men may be part of the problem, they are part of the solution to the promotion of women by endorsing responsibilities to support, mentor and promote female colleagues.

- Men and women should aim to work together to best attain the mission's objective. Reticence by male staff (whether junior or senior) could be mitigated by targeted awareness or training programmes.

8. Inspire and attract women

- Positive female role models and success stories inspire women and young girls to entertain the possibility of such career.

- Women should have equal access to information about CT and CJR careers and how to enter the field.

- Successful female role models will indirectly educate boys and men to women's legitimacy in the security sector.

- Traditional and social media can play a key role in conveying positive messages about women in CT.

9. Allocate funding to targeted policies

- Informed policies rely on accurate data. Little to no quantitative data is available on women in CJR. Public funding should be made available for baseline research and ongoing monitoring of evolutions.

- A structured repository of successful measures and policies for the promotion of women in CT and CJR could improve future projects in the field and leverage lessons learnt.

10. Sustain women's promotion in CT and CJR for the long-term

- Focus on the sustainability of initiatives, to resist any environmental changes (be they political, economic or linked to the security situation).

- Support the establishment of a "new norm" of female and male CT and CJR staff working together systematically.

Based on the above recommendations, the following guidelines were developed to provide concrete and operational support to initiatives which may contribute to the improvement of women's representation in CT and CRJ. The guidelines aim to operationalise the above recommendations.

Guidelines

OVERVIEW

The following guidelines provide practical steps to increase and improve women's participation in the criminal justice response to terrorism. They embrace holistic gender mainstreaming for a **"gender by design" approach to CT in capacity-building projects and initiatives.**

The guidelines are purposefully general and **adaptable to specific geographic, cultural and sectoral contexts.** They are targeted at all stakeholders aiming to design and implement CT projects and initatives, regardless of location, funding sources or implementing partners, whether practitioners, policymakers, regional, local or international actors, or public, private or non-governmental.

They are illustrated with concrete examples, best practices and lessons learned from around the globe (cf. Uses cases and best practices).

The guidelines assume the following:

– The problem to be tackled is identified: CT/CJR domain (law enforcement, judiciary, etc), location, regional/national/global scope, etc.

– The general objective has been defined. The guidelines support the integration of a gender perspective to pre-defined objectives and propose relevant avenues to do so.

The guidelines are structured in **three phases** and **three cross-cutting tasks.** The latter (i.e. Key Performance Indicators, Risk management and Communications) are detailed first, as transversal elements to be tackled at the start of any initiative and feeding into the main three phases.

GUIDELINES

	KEY PERFORMANCE INDICATORS		RISK MANAGEMENT		COMMUNICATIONS
	Measurable objective Defined KPIS		Risks identified Mitigation measures		Communication objectives, plan & tools
DESIGN	**Mapping legal & policy frameworks**	*Map out stakeholders*	**Collect data on women's representation**	*Identify challenges & barriers*	**Reality check**
	Monitoring processes		Risk management		Implementation communications
IMPLEMENTATION	**Gender-aspects in operational & financial proposal**	*Interim evaluations*	**Defines management framework**	*Diverse team*	
					Evaluate
EVALUATION	**Established evaluation processes**	*Developed evaluation materials*	**Diverse evaluation team**		*Disseminate final results & lessons learnt*
					Disseminate

KEY PERFORMANCE INDICATORS (KPIs)

Define clear and measurable objectives

DERIVE SPECIFIC AND MEASURABLE OBJECTIVES

Detail specific and measurable objectives according to the need(s) to be addressed. A threshold should be determined to decide on minimum measurable criteria (description of the result/objective, targeted beneficiary(ies) and indicative timeline). Results may cover minimum expected results and complementary results, i.e.essential vs "nice to have", additional, indirect, or bonus results. While the latter will not be the initiative's first priority, they could support its success.

Rank the objectives by priority, based on their relevance, importance and urgency in the local context (i.e., level of contribution, impact on women in counterterrorism and criminal justice response to terrorism). This ranking may lead to clusters of objectives ranked by priority, or by their feasibility in terms of resources (human, financial, etc).

ENTRY LEVEL

OBJECTIVE

Increase the number of women candidates in the three coming years for entry-level vacancies

EXPECTED RESULTS

- Essential - double the volume of women candidates
- Essential - provision of organisational framework and adequate facilities
- "Nice-to-have"- double the number of women promoted in the five following years to next hierarchical level

INDICATORS

QUANTITATIVE →	Number of female candidates (compared to male candidates)
QUANTITATIVE →	Number of women interviewed
QUANTITATIVE →	Number of women recruited
QUANTITATIVE →	Number of women retained after one year of work
QUANTITATIVE →	Number of women retained after two years of work
QUANTITATIVE →	Number of women retained after three years of work
QUANTITATIVE →	Number of exit interviews conducted
QUALITATIVE →	Reasons of women drop-out candidature(s)
QUALITATIVE →	Motives of not-promoted women to next hierarchal level
QUALITATIVE →	Improvement of efficiency of department(s)/service(s) where women are allocated
QUALITATIVE →	Availability of adequate infrastructure and equipment

DESIGN

The final list of expected results can be submitted to a consultation of expected participants and/or partners (using online tools, in-person meetings to foster interactions or other means adapted to the local context).

DEFINE KEY PERFORMANCE INDICATORS (KPIS) AND MONITORING PROCESSES

IMPLEMENTATION

Evaluation processes should rely on KPIs to assess if defined initiative objective(s) was (were) met. These KPIs could be structured to cover four key aspects of each objective:

→ Effectiveness

→ Efficiency

→ Impact

→ Sustainability.

KPIs should be developed at the outset of the initiative. They should reflect the initiative's overarching and specific objectives, be specific and measurable.

Depending on the duration of the initiative, the monitoring mechanisms and methods should be tailored to reach a balance regarding the regular collection of information - to ensure the initiative planning is correctly implemented in terms of methods and timeline - without generating a managerial burden.

JUDICIARY

Examples - KPIs for a CT prosecutor and judge training

EFFECTIVENESS:
- Complete attendance of participants, both men and women
- Interest and involvement of women participants
- Number of women candidates to the training
- Number of women trained
- Motivations to attend the training (voluntary or mandatory)

IMPACT:
- Number of women trained, breakdown by region/social background/ organisation
- Number of role models from women trainees promoted
- Impression and engagement rate of communications on social media about the training
- General public media coverage of the training

SUSTAINABILITY:
- Number of trainees which are then involved in CT cases (comparative gender-based statics)
- Possibility of next training session(s)
- Number of women candidates to the next training session

RISK MANAGEMENT

Identify risks related to impact on women of the initiative

List potential gender-related risks to the initiative, detailed by phase/element/activity to which they may apply. The list should aim to be extensive and to feature diverse risks linked to the objectives and local context of the initiative.

TIPS & TRICKS

Use a gender-balanced team to facilitate the identification of gender-related risks and relevant mitigation measures

Ensure the integration of gender expertise into the team

Detail each type of risk, and for each, assess the likelihood and potential impact on the initiative to yield a realistic and comprehensive overview of potential risk to the success of the initiative, such as:

HIGH-LEVEL RISKS

– Legal: regulations entering into force and impacting women's basic rights

– Political: degradation of the importance of the gender agenda

– Economic: few or absence of funding/resources

– Societal: unfavourable public opinion on women's supporting measures

– Security: emergence of tensions, armed conflict, military-security agenda

POLITICAL ENVIRONMENT CHANGES

– Upcoming national elections

– Political landscape modification (rise of conversation impacting the perception of women's role in societies)

CULTURAL CHALLENGES

– Perception of counterterrorism as a "masculine" domain

– Cultural opposition with existing structures

FINANCIAL RISKS

– Availability of funds

– Accuracy of cost estimations

– High inflation

LINGUISTIC BARRIERS

– Difficulties to reach out to linguistic communities

– Limitation of data collection and analysis

INFORMATION RISKS

– Incomplete data

– Untrustworthy information

– Old/out of date information

– Disclosure of sensitive information, putting in danger involved stakeholders, partners and/or participants

GENDER SIDE-EFFECTS

– Pigeonholing (e.g., restricting women to specific tasks based on their gender)

– Perception of gender mainstreaming as a luxury, "foreign import" or tick-the-box exercise

– Additional pressure on targeted women's shoulders (feeling of necessity over performance)

– Unsafe working conditions and environments for new women staff (gender-based violence)

– Inclusion of gender elements in counterterrorism and the criminal justice response to terrorism

– Improvement of the efficiency of counterterrorism and criminal justice responses to terrorism

Develop a thorough risk management framework

Each identified risk should be matched with a potential solution. The risk management framework should thus focus on the development of processes to monitor, prevent and/or mitigate identified risks. This risk management framework should cover:

– Methodology to ensure the monitoring of risks

– Allocation of resources to risk monitoring and management

– Thresholds and alert systems to anticipate any deviation from the operational and financial plan

– List of mitigation measure(s) for each risk to reduce their impact.

COMMUNICATIONS

Develop a communication plan and tools

The communication plan should cover:

— Objectives of the communication related to women and gender-mainstreaming

— Target audiences (men and women, non-gender based communication, specific communication for women audiences)

— Key elements to be communicated, and which not to be communicated

— Tools and channels (media, social media, radio, TV)

— Timeline and milestones

— Team and points of contact

— Expected results.

The communications plan should be tailored according to the local context and involved stakeholders, and reflect the priorities of the initiative.

RISK MANAGEMENT

SELECT COMMUNICATION TOOLS AND DEVELOP MATERIAL

Develop the necessary communication plan tools for dissemination in line with the communications objectives and tailored to the target audience. If relevant, these tools may be shared with initiative stakeholders.

Examples of communication activities or tools

Tools for gender-specific communication

— Leaflets and brochures (paper or electronic versions)

— Videos or other media contents (podcasts)

— Articles, newsletters, reports (long or short)

— Dedicated website, or webpage within an existing website

— Series of posts for distribution on social media

— Workshops, conferences, networking events or various types of events, or participation in existing events

Activities

— Identification of relevant media according to target audience

— Integration of elements about women's participation in communications of all kinds

— Translation in relevant languages if necessary

— Contribution to academic and common knowledge on women's representation issue: integration of related points to women's participation in the initiative, role models, gender-based data and results

— Public version of results/deliverable

— Presentation of women role models

— Dedicated soldier media groups (LinkedIn)

— Interactive presentation of the initiative and/ or some milestone results (for instance, results of a stakeholder consultation)

— Use of TV/pop culture references to promote gender aspects

To ensure the relevance of its activities and impact, the team should in addition establish tailored communities of support, partners, experts and representatives to rely on a large range of knowledge, expertise and experience. These could take the form of a committee, board, or network of advisers and experts on the targeted scope of the initiative, consulted by the team to collect information, obtain profile recommendations, mobilise diverse networks, and gain access to expertise and alternative perspectives on the initiative scope.

Implement and monitor communication activities

RISK MANAGEMENT

Follow the communication plan, adapting it as necessary to the implementation of the initiative and proactively anticipating risks to mitigate them. Ensure to include relevant stakeholders in any communications where necessary.

IMPLEMENTATION

Monitor the results of communications activities using a dynamic reporting tool. This should generate lessons learnt as the initiative progresses and provide insights on how to best allocate which resources for optimal impact (criteria related to the impact of communications should be included in Key Performance Indicators).

KPIs

DESIGN PHASE

The design phase is a key moment to ensure that an initiative accounts for gender issues. Thinking about how an initiative can impact and/or benefit women at the very outset of an initiative will enable a "gender by design" approach.

As shown above, **a one-size-fits-all, untargeted approach cannot work.** Any initiative to improve the participation of women in CT and CJR must be **tailored to its environment**, and **grounded in women's local realities**. This must include collaboration with relevant stakeholders, which will also **ensure its uptake, and contribute to concrete results** in promoting women's participation in CT and CJR.

Objectives

→ Collect **data and background information on the role of women in CT and CJR** in the targeted organisation, country, or region, including on other (previous, current or planned) initiatives

→ Identify the **strategic and operational barriers to women's participation in CT and CJR** in the targeted organisation, country, or region and the **underlying factors**

→ Decide how the initiative will **tackle gender-specific issues**, defining overarching and specific **objectives**, **priorities**, and **feasibility**

→ **Validate** the proposed initiative with **relevant stakeholders and foreseen participants, ensuring these groups include women**.

Map out legal and policy framework and collect data on women's representation

MAP OUT RELEVANT LEGISLATION, REGULATION AND POLICY FRAMEWORKS

— Legal and regulatory measures related to CT, CJR, and gender equality, including upcoming or planned legal and regulatory measures

— Policies related to CT, CJR and gender equality, including upcoming or planned policy initiatives.

The information collected should be structured to enable a comparative analysis and easy future updates, for instance:

EXAMPLE OF A LEGAL AND POLICY MAPPING

TYPE OF FRAMEWORK	TITLE OF THE DOCUMENT	DATES		ORGANISATION(S)/ INSTITUTIONS(S) RESPONSIBLE FOR	
		PUBLICATION	IMPLEMENTATION	DRAFTING	MONITORING/ IMPLEMENTATION
Legal/ Regulatory	Directive (EU) 2019/1158 of the European Parliament and of the Council of 20 June 2019	20 June 2019	12 July 2019	European Commission	European Institutions
Legal/ Regulatory	Council Conclusions on Women, Peace and Security (10 December 2018)	10 December 2018	Since the publication	Council of the European Union	European Institutions
Police	A Union of Equality: Gender Equality Strategy 2020-2025	5 March 2020	Since the publication	European Commission	European Institutions
Police	EU Action Plan on Women, Peace and Security (WPS) 2019-2024	5 July 2019	Since the publication	European External Action Service	European External Action Service

CT/CJR DOMAIN	SHORT DESCRIPTION OF THE DOCUMENT'S CONTENTS	GENDER ASPECTS	SOURCE
All domains	→ Establishes minimum requirements designed to achieve equality between men and women with regard to labour market opportunities and treatment at work, by facilitating the reconciliation of work and family life for workers. The directive establishes that all men and women that have an employment contract have the right to parental leave and the possibility to ask for flexible working hours to manage their private and professional necessities and priorities.	Focus on giving women the same possibilities as men in the working environment therefore allowing them to conciliate their professional and private lives without prejudicing their careers.	URL
All domains	→ Recall the commitment of the European Union and its Member States to the full implementation of the Women, Peace and Security (WPS) agenda including the United Nations Security Council Resolution (UNSCR) 1325 and its follow-up resolutions. → Concludes that the gender perspective should be included in all EU internal and external policies related to security, conflict and terrorism.	Focus on the implementation of actions aimed at achieving gender equality and women's empowerment throughout all relevant policy frameworks including in the areas of foreign and security policy, justice and education, as well as preventing and countering violent extremism and terrorism.	URL
All domains	→ Based on the Commission's commitment to achieving a Union of Equality, presents policy objectives and actions to make significant progress by 2025 towards a gender-equal Europe. → Objectives are among others challenging gender stereotypes closing gender gaps in the labour market and achieving gender balance in decision-making and in politics.	Focus on the improvement of gender equality in the Union through the implementation of concrete actions based on a dual approach of targeted measures and strengthened gender mainstreaming. The EU aims at challenging gender stereotypes and at achieving gender balance in decision-making and politics.	URL
All domains	→ Document of the EEAS that aims to turn the Council Conclusions on the WPS Agenda into concrete actions. → Features six objectives, respectively participation; gender mainstreaming; leading by example; prevention; protection and relief and recovery.	Focus on concretisising the efforts of the EU to achieve gender equality. It aims at increasing women's leadership and participation in all areas related to peace and security within the EU members states as well worldwide.	URL

— Ongoing and planned local CT and CJR initiatives and gender-related results, if any. Include initiatives by governmental and non-governmental actors, at the local, national, EU or international level. Besides basic information such as name, objective(s), CT/CJR domain(s) of actions, stakeholders, or duration, the collection should focus on both planned and unplanned impacts of the objective on women.

MAP OUT RELEVANT STAKEHOLDERS

— Comprehensively map relevant stakeholders, including any and all organisations who **impact women in CT and CJR,** including domestic and foreign, public, private, and civil society, and stakeholders of the entire CT and CRJ value chain:

POLICY

Policy-makers, legislators (including special commissions), Ministries, Parliaments, diplomats, human rights professionals.

LAW ENFORCEMENT

Police units and schools/training facilities, special police units, border units.

JUDICIARY

Judges, prosecutors, lawyers.

INTELLIGENCE

Analysts, criminal investigators, linguists/translators, special agents, policy specialists, contractors/private sector

MILITARY

Armed forces, contractors/private sector

DETENTION

Prison staff & management, NGOs, contractors / private sector

ACADEMIA

Data scientists, researchers, contractors/private sector

The stakeholder mapping can take a top-down approach by sector or type of organisation, bottom-up starting with key individuals or programmes, or a combination of both. The results should be structured to facilitate a later consultation, for example:

EXAMPLE OF A STAKEHOLDER MAPPING

TYPE OF STAKEHOLDER	NAME	DOMESTIC OR FOREIGN ACTOR	TYPE OF ROLE	RELEVANT DOMAINS OF ACTIONS
Governmental	Public Security Directorate (PSD)	Domestic actor	Operational	CT/CJR: Law enforcement intelligence
Governmental/ Public	Cairo International Center for Conflict Resolution, Peacekeeping and Peacebuilding in Cairo (CCCPA)	Domestic and foreign actor	CT/gender mainstreaming: Policy, military	CT/gender mainstreaming: Policy, military
Non-Governmental/ civil society	Association of Women Magistrates of Ivory Coast (AFEMCI)	Domestic actor	CT/CJR - Judiciary	CT/CJR - Judiciary

POSITION ON GENDER ASPECTS	RELEVANT FACTS AND FIGURES	POTENTIAL ROLE IN THE INITIATIVE
1972: creation of the first police school for women 2006: vacancies for leadership positions were open to women	Staff: around 40 000 Foreseen evolutions: increased participation of women in the different departments of the PSD and in specific leadership positions	*TBD*
2022: organisation in collaboration with the Egyptian female military contingents to be deployed to UN peacekeeping operations 2022: organisation of the first on-ground training for women community leaders on preventing radicalisation and extremism leading to terrorism	Staff: around 30, majority of staff is composed by women	*TBD*
Since 2016: organisation of capacity building trainings for women to improve their level of preparation to pass the entrance exam to become magistrates as well as to evolve in their careers	Foreseen evolutions: The number of magistrates slightly increased from the start of the activities of AFEMCI in 2016 to 2019. It is foreseeable that it will slowly increase in the future.	*TBD*

COLLECT DATA ON WOMEN IN CT AND CJR ORGANISATIONS

Due to the lack of quantitative and qualitative, harmonised, trustworthy and complete data on women's representation, the data collection should focus on local counterterrorism/criminal justice response to terrorism organisations.

Ask the following questions before beginning data collection:

— Are gender-related statistics and/or sex-disaggregated data in the targeted organisation(s) available?

— If so, is the data public? If not, can it be shared through privileged channels?

— If so, how recent is the data?

— What is the most relevant baseline to the new initiative?

— How should the data be stored to ensure an efficient, complete and secure statistical overview?

The quantitative baseline will be key to measure the impact of the initiative.
It will vary depending on the targeted CJR domain or career phase.

— Is it more relevant to collect quantitative data in percentages of women's representation or numerically?

— Which quantitative indicators are the most interesting?

— Which qualitative indicators are the most interesting?

— Is data from other CJR organisations required for a comparative analysis?

JUDICIARY

Example - Data collection on women's representation in national schools for magistrates

PRE-COLLECTION CONTEXT:
- No legal constraints for gender-statistics and analysis in the targeted country
- National schools for magistrates identified
- National schools for magistrates allowing women candidates
- Available statistics on female candidates and admissions

QUANTITATIVE DATA
- Annual number of female candidates over the past 10 years / total number of candidates
- Number of accepted female candidates
- Number of female teachers/trainers/ members of the examination board
- Number of female graduates

QUALITATIVE DATA
- Trends in female candidates' weakness in entrance exams
- Female alumni feedback on the curriculum and school environment
- Motives of any female students leaving before graduation.

Identify challenges, barriers and gaps

ANALYSE THE COLLECTED DATA

Analyse the collected data to determine:

— Whether the **political context favours or impedes the participation of women in CT and CJR**

— Whether **the current legislative framework favours or impedes the participation of women in CT and CJR,** and if so, whether directly or indirectly

— Whether **gender features in identified policies**, and if so, with what impact on women in CT and CJR

— The **rationale, motives, objectives and means** to improve women's participation in CT/CJR, pointing out discrepancies or duplication

— The **current level of representation of women** in the targeted CJR domain in the organisation/ country/region

— Analysis of identified CT/CJR initiatives: strengths and vulnerabilities analysis, best practices, tools and results.

Examples of strengths, vulnerabilities and best practices

Strengths

→ Growing awareness of needs and benefits of women's involvement in counterterrorism and the criminal justice response to terrorism

→ Inclusion of gender elements in counterterrorism and the criminal justice response to terrorism

→ Improvement of the efficiency of counterterrorism and criminal justice responses to terrorism

Vulnerabilities

→ Challenges posed by the local security environment (conflict areas)

→ Restriction of women's roles to those traditionally associated with gender (clichés)

Best practices

→ Competence-based recruitment

→ Diversity of decision-makers / stakeholders of these policies

Here, use the mapping structure, adding a column for "Analysis" to report **the results of the analysis and assessment.**

In the absence of relevant legislation/regulation, the analysis should focus on the reasons behind such a gap by investigating available literature for potential structural, cultural and/or political explanations to this legal gap.

The data analysis should look at:

→ **Assessment** of women's and men's participation in CT and/or CJR: **where is women's participation satisfactory? Where is it not?** Where is men's participation satisfactory? where is not?

→ **Gaps** in women's representation in CT and CJR: are specific roles, domains or organisations particularly impacted by gender imbalance?

→ **Reasons for the underrepresentation of women** in CT and/or CJR: cultural, structural, organisational, societal, economic, operational factors.

→ Where possible, links between the representation of women in CT/CJR and the efficiency of the relevant departments, by examining, for instance trends in the:

  • Collection of information and intelligence

  • Assessment and analysis of terrorist threats

  • Detection and prevention of terrorist attacks

  • Sentencing of terrorist perpetuators

  • Trust building with communities

  • Public perceptions of CT/CJR organisations.

DERIVE CHALLENGES AND BARRIERS TO BE OVERCOME

From the analysis, derive detailed challenges and areas for improvement in the promotion of women in CT and CJR within the targeted scope. This should lead to a 360-degree vision of local challenges to the promotion of women in CT and CJR: what should change and where?

Once identified, challenges should be cross-analysed with the objectives of identified CT/CJR initiatives to identify gaps and areas for improvement in the promotion of women in CT and CJR not yet addressed. Unnecessary duplication should be avoided.

This will form the necessary basis to develop a relevant initiative that is grounded in local realities, meets concrete needs, addresses identified gaps and delivers concrete solutions.

Check findings against local realities

CONSULT RELEVANT STAKEHOLDERS

Before engaging, stakeholders must be identified, including their direct or indirect role in the promotion of women in CT/CJR, their specific purpose and relevance. This will facilitate outreach by highlighting the added-value of their involvement, and enable the precise collection of missing information. Using the data collection template and its results, develop a questionnaire for stakeholders to validate and enrich the data collected and the analysis results. Disseminate this questionnaire to identified stakeholders with persona-lised communication to share any relevant information supporting the assessment of women's role in counterterrorism and criminal justice response to terrorism in the organisation/country/region.

Example - Quantitative and qualitative data collection

General quantitative data on women's representation

→ Quantitative representation of women: how many (or which percentage) women work in the analysed organisation?

— Breakdown by division, departments and services

— Breakdown by type of role: policy, operational, support, administrative, research, human resources, capacity-building, other

— Breakdown by type of position: decision-maker, senior management, middle management, lower management, operative, other

— Breakdown by years of experience: less than 2 years, 2 to 5 years, 5 to 10 years, more than 10 years

Recruitment

→ Number of women in relevant courses

→ Number of female applicants for specialised trainings/education

→ Number of women trained/graduates

→ Number of women candidates

→ Number of women interviewed

→ Number of women members of the examination board/interview panels

→ Number of women recruited

→ Gender aspects of recruitment criteria

Retention

→ Annual number of women promoted / total number of staff promoted

→ Annual number of women quitting specific positions

→ Annual number of women quitting (broken down by departments and services)

→ Trends, commonalities among women's motivations to quit

Infrastructure and equipment

→ Availability, number and state of separate facilities (bathrooms, changing rooms, closets)

→ Number and availability of equipment designed for women

→ Amount of equipment designed for women procured annually

Working environment conditions

→ Policies and procedures for prevention of gender-based violences

→ Access to offices / bases

→ Move/transfer/business trips (duration and frequency)

Organisational culture and gender awareness

→ Trainings, awareness raising workshops and courses on gender notions

→ Inclusion of gender elements in general trainings and knowledge-sharing among staff

→ Flexible hours, family-friendly working culture, parental leave

→ Existence of quotas

→ Existence and number of women involved in supporting trainings for promotion, entry-level examinations

→ Existence of formal or informal men and/ or women and/or mixed networks inside the organisation

→ Duration, description and results (both quantitative and qualitative) of previous gender-related initiatives implemented in the targeted organisation(s)

Analyse the results of stakeholder surveys to produce a complementary overview of stakeholders' perception of women's participation in counterterrorism and the criminal justice response to terrorism. By comparing the results with the previous analysis, proceed to:

— Fill any information gaps

— Compare perspectives from external observers and local actors

— Observe any differences and similarities in terms of approach to the problem

— Collect additional qualitative information on initial analytical conclusions

CHECK THE LEGAL AND POLICY FINDINGS AGAINST LOCAL REALITIES

There is often a discrepancy between legal and policy frameworks and reality. A national legal framework may afford women fully equal rights and access to all professions, but cultural legacies may mean that women still face real challenges on the ground, while there can be discrepancies between the expected impact of policies on gender balance in counterterrorism/criminal justice response to terrorism organisations and the resulting reality of women's representation in counterterrorism and criminal justice response to terrorism.

This step aims to investigate questions such as:

— Have the legal/regulatory and policy frameworks translated into an increase in the number of women in CT/CJR?

— Have the legal/regulatory and policy frameworks translated into more women in senior positions in CT/CJR?

— Have the legal/regulatory and policy frameworks translated into more female candidates to CT/CJR positions?

— Does the legal basis provide a sufficiently strong basis to promote women in CT/CJR?

— Have policies and/or strategies translated into an increase in more women in counterterrorism and criminal justice response to terrorism?

— Were the identified regulations and policies developed with the involvement of female stakeholders?

IMPLEMENTATION PHASE

The implementation phase focuses on the successful **launch** and the **efficient conduct of the initiative** and is where attention must be paid to the planned focus on impact for women of the initiative.

Anticipation, flexibility and **adaptation** to estimated risks and unforeseen events is essential throughout this phase to ensure a successful implementation of the initiative and ensure positive impact for women in CT and CJR.

Objectives

→ Ensure the **efficient execution, management and implementation** of the gender-specific elements of the initiative

→ **Monitor implementation**, according to the agreed framework and objectives and gender-specific criteria and KPIs.

Integrate gender-aspects into the operational and financial proposal

Ensure the integration of gender-aspects in the initiative:

— Identify the specific issues regarding women in CT or CJR in the organisation/country/region

— Adapt the initiative to include these issues, specifically in the stated objective(s) and expected result(s)

— Ensure that women are included in targeted participants, unless the programme is exclusively tailored to men (if so, explain why)

— Include women in the mapping of stakeholders (partners, donors, experts) and related expected roles in the initiative

— Estimate any specific funding, HR or other resources to cover the outreach to or tailoring of the initiative to women

— Identify corresponding mitigation measures

— Ensure potential funders do not hinder the participation of women or generate any negative impacts.

The operational and financial proposal should take into account any possible challenges related to:

— Legal aspects (for instance if the collection of gender-related statistics is challenged by local legal and regulatory context)

— Technical aspects (for instance, the availability and sustainability of financial and human resources necessary as well as of facilities and equipments if relevant).

— Cultural aspects (for instance it can be difficult for a woman to work late at night outside her home, not well perceived by families and communities)

Implement with a defined management framework

DEVELOP A PROJECT MANAGEMENT FRAMEWORK

The project management framework should specify all type of processes to be used during the project and outline a clear plan to manage the initiative from start to finish. It should cover the following elements and gender aspects (mentioned above), at the very least for:

- Timeline (start and end dates, deadlines, milestones)

- Project management processes (monitoring of activities, budget management, administrative aspects, stakeholder management, etc).

- Roles and responsibilities of involved stakeholders

- Validation processes (methods, duration, etc)

- Consultation and/or collaboration processes, partnerships with relevant stakeholders (methods, duration, etc).

BUILD A DIVERSE TEAM

COMMUNICATIONS

KPIS

RISK MANAGEMENT

Successfully taking into account how an initiative will impact women will in large part rely on the staff mobilised to carry out the initiative. A gender-balanced team, besides setting a good example for the CT and CJR communities, will make this easier. Of course gender-balance should only be one of the criteria, considering the team needs specific roles and profiles (expertise, experience). Further diversity factors should be applied in line with the nature, objectives and activities of the initiative such as social-cultural and economical, ethnic and generational diversity.

Last but not least, an Initiative Team Leader should be appointed to manage the initiative, and act as the central point of contact for funding partners, stakeholders and participants.

Monitor progress regularly

CONDUCT INTERIM EVALUATIONS

KPIS

Prepare interim evaluations to be carried out at regular intervals throughout the initiative, to monitor gender-related indicators developed (for instance, number of women represented in an activity conducted). The evaluation timeline should reflect the scope, complexity and duration of the initiative. Any and all evaluation and data collection material should be prepared at the outset of the initiative, and communicated to the evaluation team.

COMMUNICATIONS

Interim evaluation results should be shared among the evaluation team, including raw data where relevant, with the initiative team, and with funding partners and other relevant stakeholders if and where necessary.

Interim evaluations at key milestones will verify that gender continues to be taken into account as the initiative progresses and to deploy any necessary corrective measures.

IMPLEMENT MITIGATION MEASURES WHERE RELEVANT

RISK MANAGEMENT

Depending on the results of interim evaluations, mitigation measures and adaptations should be made to the implementation plan to redress any identified shortcomings. For instance, if an event is organised with 80% of male participants, mitigation measures should be deployed to ensure the participation of more women.

Mitigation measures and/or corrections should be discussed with funding partners and participants where relevant before being implemented to mitigate the risk of failure and ensure the success of the initiative.

EVALUATION PHASE

KPIS

The evaluation phase serves **to verify the results of the initiative.** Rigorous, evidence-based processes must be used to ensure the precise evaluation of the initiative's results, successes and shortcomings.

The evaluation should **ultimately provide essential elements to reflect** on the role of women in counterterrorism and the criminal justice response to terrorism, **beyond the scope of the initiative**. Some of the evaluation tools and processes described below are not gender specific, but can be used to assess gender-specific KPIs.

Measuring gender impact is a well-know challenge. Nevertheless, specific efforts should be deployed to collect qualitative and quantitative gender-related results in order to assess work done and demonstrate results.

Objectives

→ **Develop targeted evaluation processes** for the gender aspects of the initiative

→ **Assess the relevance, efficiency, effectiveness, impact and sustainability** of the **gender measures of the initiative**

→ Derive **lessons learned** for relevant communities and future initiatives on **best practices** to affect the role of women in CT and CJR.

Establish evaluation processes and resources

FORMULATE FINAL EVALUATION PROCESSES

KPIS

DESIGN

Develop tailored and efficient evaluation processes, mechanisms and methods to ensure the accurate evaluation of the initiative results by specifying their:

— Number and timeline of evaluation(s): depending on the initiative duration, one or several interim initiative evaluation(s) should be performed. It is strongly recommended to conduct at least one interim initiative evaluation at the mid-point of the initiative.

— Reporting processes

— Necessary data to be collected (see list of indicators provided)

— Necessary tools to be deployed

— Resources to be allocated

PRODUCE MATERIALS FOR EVALUATING GENDER-RELATED PARAMETERS

All material necessary to perform the evaluation should be produced to ensure a harmonised and coherent evaluation. Material could take different formats, such as:

— Online surveys/questionnaires

— Evaluation/review meeting(s)/session(s)

— Satisfaction surveys

— Visit on location.

DESIGNATE AND PREPARE AN EVALUATION TEAM

IMPLEMENTATION

Thorough monitoring and evaluation should rely on the right team. Both internal (team) and external resources may be needed, and diverse expertise areas and profiles mobilised.

Group dynamics should also be considered. The size of the evaluation team should reflect the scope and duration of the initiative and the funding allocated to it. For instance if the evaluation team could be structured around several teams of evaluator(s), team A/ team B dynamic, thematic-focus evaluators, individual evaluators, Team A/ Team B logic, thematic-focus evaluators to name few. It is important to ensure that women are part of the evaluation team, to ensure a gender lens in the assessment of the initiative.

Certain funding partners may have pre-set conditions as to the monitoring and evaluation of projects, impacting both processes and evaluation teams.

Both internal and external evaluators should receive a clear briefing on their role and responsibilities, including on the objectives of the evaluation, methods, timeline, processes and gender-related evaluation criteria. Depending on the scope of the initiative and thus the complexity of monitoring and evaluation processes, specific training sessions could be necessary.

Conduct the final evaluation

IMPLEMENTATION

Follow the evaluation processes defined previously to gather all the data necessary to assess the attainment of objectives, providing values for each KPI. The evaluation should be holistic, by cross-analysing evaluations from the Initiative Team, involved stakeholders, participants and the evaluation team.

Involved stakeholders (i.e. funding partners, participants and other stakeholders) may be consulted to collect both qualitative and quantitative feedback on the four key elements of the initiative's evaluation: **effectiveness, efficiency, impact and sustainability** (see list of gender-related criteria). Once all stakeholder feedback has been received, proceed to cross analysis to identify common trends and specificities depending on the stakeholder perspective, expertise and role in the initiative.

COMMUNICATIONS

The final evaluation should be held in-person or at least in hybrid mode gathering at least the Initiative Team and the evaluation team (involved stakeholders or participants can be invited if considered necessary, or as observers). By discussing and sharing perspectives on the evaluation results alongside elements analysed by the Initiative Team, the results of the final evaluation will be derived and validated collectively. The Initiative Team will circulate the results of the final evaluation to all participants.

Disseminate final results and lessons learnt

SHARE FINAL RESULTS TO PROMOTE INITIATIVE

Communicate the main results of the initiative (where possible/relevant and not a security risk), with visual elements to highlight key achievements, to partners, funders and stakeholders, and where relevant to the public. Ensure the gender-related results of the initiative are put forward prominently. This will generate awareness of the initiative with a broader population and promote the importance of women in CT and CJR.

DERIVE BEST PRACTICES & LESSONS LEARNT

Lessons learnt and best practices should cover how best to reach female communities and how to avoid generating unwanted negative consequences for women.

Collecting feedback from initiative stakeholders and participants could be instrumental to bringing to light specific impacts for women. Like with all communication, the selection of the appropriate channel(s) is key for effective transmission of key messages to the targeted audience(s).

The resulting lessons learnt and best practices should be shared with a broad community, including women's networks, both directly and indirectly (partners and stakeholders should be encouraged to share them with their own networks). Where necessary, certain sensitive elements of the initiative in terms of security may be omitted, but the sharing of lessons learnt and best practices will play an essential role in improving the conduct of future initiatives on the promotion of women in CT and CJR.

CHECKLIST

KEY PERFORMANCE INDICATORS (KPIS)	Specific and quantifiable objectives	☐
	Key Performance Indicators	☐
	Monitoring processes	☐
RISK MANAGEMENT	**Risks related to impact on women of the initiative:** — High-level risks (legal, political, economic, societal, security) — Cultural challenges (perception of CT and CJR domain, cultural opposition within existing structures) — Financial risks (availability of funds, accuracy of cost estimations, high inflation) — Linguistics barriers (reach out to communities, data collection and analysis limitation) — Information risks (related to the completeness, reliability and relevance of data, disclosure of sensitive data) — Gender side-effects (pigeonholing, gender mainstreaming perceived as a luxury, "foreign import" or tick-the-box exercise, additional pressure on targeted women's shoulders, unsafe working conditions and environments for female staff, gender mainstreaming elements integration)	☐
	Risk management framework	☐
COMMUNICATIONS	Communication plan	☐
	Communications tools and activities	☐
	Monitored communications activities	☐
DESIGN	Mappings of legal and policy frameworks	☐
	Mapping of relevant stakeholders	☐
	Collected data on women's representation	☐
	Derived challenges and barriers to overcome	☐
	Check findings against local realities	☐
IMPLEMENTATION	Integration of gender-aspects into the operational and financial proposal	☐
	Implementation with management framework	☐
EVALUATION	Final evaluation processes formulated	☐
	Material for evaluation of gender-related parameters	☐
	Evaluation team	☐
	Conduct the final evaluation	☐
	Disseminate final results and lessons learnt	☐

Use cases
& best practices

This non-exhaustive list of use-cases, best practices and role models was collected from open sources and a consultation of CT experts from across the globe. It covers a variety of initiatives and actions in terms of method, geographical coverage and CJR domains to provide food-for thought for the promotion of women in CT and CRJ.

The examples cover a wide variety of topics, such adapting organisations' cultures to make them more inclusive, production of gender and/or sex-desegregated data, or incentives for women entering and remaining in male-dominated organisations.

The following best-practices and uses-cases are based on a wide variety of sources with varying levels of data provided. As a result, some elements may be missing from certain use cases, such as quantifiable results, details of recipients, or other. In addition, the reader should be aware that results may in fact be that of a cumulation of factors rather then only the result of the initiative described.

ADAPTATION OF WORK CULTURE

Germany - Office for the Protection of the Constitution (monitoring extremism on national territory), Federal Ministry of Interior

—— **PROBLEM: Lack of women at all levels of the organisation**

Solutions implemented:

— Integration of gender equality is HR policy

— Gender equality representative positions, involved in all measures taken at administrative levels

— Establishment of gender equality objectives, based on the Federal Gender Equality Law, monitoring by the representative

Sources: 103, 104

Northern Ireland - Police Service

—— **PROBLEM: Lack of women in police forces, support staff and on the board**

Solutions implemented:

Introduction of two action plans during the establishment of a new Police service in Northern Ireland

— Board commissioned with the development and regular reviews of a Gender Equality Action Plan, monitoring of the number of women in police forces, support staff and at Board level, and correction measures where necessary.

Sources: 105

Germany - Federal Ministry of the Interior

—— **PROBLEM: Full-time work can prevent women's participation in the work force, considering that childcare and care for the elderly still falls on primarily on women**

Solutions implemented:
Set of actions to institutionalise part-time employment and :

— Possibility of part-time work in managerial and leadership positions

— Home office or special models of working hours - such as sabbaticals or working hour accounts

— Part-time employment should not prevent career advancement

— Forbidden to treat part-time employees differently.

Sources: 106

Funded by the European Union **WCT** Promoting the role of women in security and counterterrorism **wiis**

BOOSTING WOMEN'S PARTICIPATION IN PUBLIC EVENTS

Belgium - The Brussels Binder

PROBLEM: Gender imbalance at events and conferences, and "manels" in European debates

Solutions implemented:

— Toolkit providing practical advice and tools to improve speaker gender balance at conferences and events, throughout the entire event organisation process

— Set-up of an online repository of female policy experts

— Campaign to encourage men to refuse to speak on all-male panels

— Organisation of events

— Regular social media campaigns

Results:

— Successful grass-roots fundraising campaign

— Support from EU institutions via grants

— Development of similar projects across EU member states

— Database of female experts

Sources: 107

European Commission - Mission letter to the High Representative of the Union for Foreign Affairs and Security Policy/Vice-President

PROBLEM: Gender imbalance at events organised by the Commission

Solutions implemented:

— Written engagement of the European Commission to ensure gender-balanced panels

Sources: 108

WOMEN'S ACCESS AND ADVANCEMENT CT AND CJR

Ivory Coast - Association des femmes magistrates de Côte d'Ivoire (AFEMCI)

—— **PROBLEM: Lack of women in the judiciary**

Solutions implemented:

— Organisation of capacity building workshops and events for women

— Preparation of women for Ivorian magistrature exam

— Support of women magistrates to strengthen their professional competencies

Known results:

— Increase of female magistrates, from 23% in 2016 to 29% in 2019.

Sources: 109

Senegal - Ministry of Interior

—— **PROBLEM: Lack of women in police force (9.18%)**

Solutions implemented:

— Development of a gender strategy for the Ministry (similar initiative at the Senegalese Ministry of Defence)

— Creation of a gender task force to address specific needs for women's representation in the police force

— Audit by an external consultancy of gender aspects in the Ministry of Interior

Results:

— Positive impact on the perception of gender topics in Senegalese public-sector organisations

Source: Interview with Senegalese police officer

Sweden - Armed Forces

—— **PROBLEM: Low number of women in Armed Forces**

Solutions implemented:

— Update of recruitment requirements, mainly in the Air Force and Navy

— Creation of better conditions for women by leveraging technical developments

— Goal set for 2025: 30% of women conscripts

Results:

— 1% annual increase of women in Armed Forces since the reintroduction of compulsory military service in 2017

— 17% of women conscripts (20% initial objective) in 2020

— Breakdown by corps - Air Force: 24-40% women conscripts, Navy (Karlskrona Naval Warfare Centre): 31% of women conscripts, Land forces: still behind due to higher level of physical strength requirements

— Observed trend of increased interest (i.e.: applications) among young women for military service

Sources: 110

↗ **IMPROVED REPRESENTATION OF WOMEN IN SECURITY WITH GENDER-RELATED COMMITMENTS**
NEPAL 2010-2018

At a glance: Implementation of international commitments to gender balance and gender mainstreaming, introduction of gender-responsive budgeting and quotas

Description:

— 2011: Nepal was the first country in Asia to adopt a National Action Plan (NAP) for implementing UNSCR 1325

— 2015: election of Bidhya Devi Bhandari, women's rights activist and former minister of defence, as the first Nepali female president

— Improved integration of women in the state security apparatus

— National implementation of international commitments to gender mainstreaming, such as UNSCR 1325 and 1820

— 2007-2008: introduction of gender responsive budgeting & quota system for the recruitment of marginalised groups in the public sector, including the police and the army, with 20% of positions earmarked for women

Evaluation & key findings:

— Quantitative results:

  • Police: from 4,162 women in 2014 to 5,467 women in 2018

  • Army: from 1,776 women in 2014 to 4,094 women in 2018

— No data available on female staff retention

— Since 2012, the number of women in security forces has increased but remains low
  (in 2017: 8% of police staff; 4.5% of military staff)

— In addition to their responsibilities in providing security and tackling crime, female officers
  often act as role models (which, while a positive outcome, can lead to additional pressure
  for these women)

— Challenges remain such as home care and discrimination from families,
  institutions and society at large.

Sources: 111

Ghana - National Intelligence Service

PROBLEM: Gender imbalance in analyst teams

Solutions implemented:

— Creation of a Gender Ministry in the 2000s, with strong political support

— Establishment of quotas for women

Enabler: Relying on the cultural and societal value given to Ghanaian women ("queens of
mothers", strongly involved in communities management) and the fact that women constitute a
majority of the overall population, tradition of women advisors of decision-makers).

Results:

— More female candidates to the police and armed forces

  • 1/3 of Intelligence Center staff are women

— Inspirational model for neighbouring countries

Sources: Interview with representatives of the National Intelligence Service

**Funded by
the European Union**

↗ **SYRIAN KURDISH WOMEN'S PROTECTION UNITS (YPJ), SYRIAN DEMOCRATIC FORCES (SDF), SUPPORTED BY THE INTERNATIONAL COALITION AGAINST ISIS (LED BY THE UNITED STATES) AND THE KURDISTAN REGIONAL GOVERNMENT IN IRAQ**
SYRIA & IRAQ

At a glance:

— Creation of Syrian Kurdish Women's Protection Units (YPJ) in 2013, as part of the Kurdish People's Protection Unit (YPG), a local force linked to the Syrian Democratic Forces which supported the International Coalition against ISIS.

— First formed by Kurdish women from Syria, the YPJ was later joined by Yazidi women and foreign women (often with Kurdish origins).

Description:

— Historical and cultural background: first Kurdish female fighter figure traced back to the 1800s, female resistant fighters in Kurdish independence movements in the 1960s and 1970s, concept of jineology (science of women, a form of feminism), creation of the first female armed unit in the 1990s around Sakine Cansiz, who had earlier contributed to the foundation of the PKK, a listed terrorist organisation, creation of a female Peshmerga brigade at the Military University of Choualan.

— YPJ creation closely linked to the Kurdish nationalist movement in Western Kurdistan (PKK), addressing both security and political objectives aiming for a more egalitarian society.

— Mobilisation of women for combat and support roles against ISIS, participation in military operations in Syria and Iraq (Raqqa & Tabqa liberation campaign, Kobani siege, urban combat) and integration into mixed units.

— Creation of various academic and training centres including a special section on supporting roles at the military academy of Erbil, a training facility for Yazidi women in Dohouk (both in Iraqi Kurdistan) enabling combat without joining the PKK.

— End 2014: 7,000 women between 18 and 40 years old. 20,000 members by November 2016, around 24,000 by August 2017, mostly in Syria, with "only" 500 women registered in Irak for 200,000 soldiers. Numbers decreased after the ISIS defeat to an estimated 5,000 women.

— One month minimum training covering physical training, military tactics, weaponry, political theory, philosophy and history of feminism. Rotation at the frontline every two weeks.

Evaluation & key findings:

— Demonstration of female fighters' capacities (respected snipers, tacticians, battlefield commanders)

— Involvement of women in combat considered as a basis to incentivise change in patriarchal regional schemes

— Promotion of YPJ in worldwide media, as an operational advantage over ISIS soldiers

— Not all local armed factions opened to women

— Motivation for enrolment sometimes associated with violent domestics environments

— Violent response of ISIS against women, terror campaign on social media and assassination of female figures

- Women still represent a minority in Kurdish forces

- Absence of salary/contract, closed to married women since 2017

- Enrolment of child soldiers despite Geneva call agreement (2020 UN alert)

- Impulse for women's empowerment in other fields in the region: politics, social media, journalism, creation of other all-female forces (Bethnahrain Women's Protestation Forces, 2015), creation of women councils in Kurdish regions

- Persistent traditional schemes: arranged/forced marriages, honour killings and domestic violence
  (in small towns & villages)

- Progress in legal protection of women's rights by the Autonomous Administration of North and East Syria (banning of child marriages & honour killings)

- Glamourisation of YPJ fighters by Western media: use of gender clichés, described by psychological and emotional motivations.

Sources: 112

EU - Olympia Network

—— **PROBLEM: Lack of information and support for women in the Council**

Solutions implemented:

- Network of female administrators in the General Secretariat

- Support of career advancement

Known results:

- Creation of connections between women across hierarchical levels

- Breakdown of GSG staff in January 2023: 1783 women for 1325 men in total - 18 women senior managers (vs 33 men), 37 middle management (vs 46), 814 administrators (vs 648 men),
  882 assistant and secretary (vs 529).

- 4 out of 11 Directors General were women in 2022 (36% - no baseline available).

Sources: 113

International Institute of Justice, Academic Unit
Online Counter-Terrorism Academic Curriculum (eCTAC)

—— **PROBLEM: Lack of women specialised in CT in the judiciary**

Solutions implemented:

— Creation of the Online Counter-Terrorism Academic Curriculum (eCTAC) and the in-person CTAC to develop CT-specific skills, the selection process of the participants which takes gender aspects into account

— Curricula composed of contextualisation, practical exercises and access to a collaborative platform and the Alumni network.

— Access to intensive training with women trainers, in mixed teams to ensure cooperation between male and female participants

Results:

— 160 participants from over 31 countries in 2 years, 12 training courses conducted - including 50 women (senior positions)

— As an example, the percentage of female practitioners increased from 0 to 25% between the first and third cohorts of Sahel and West African practitioners.

Source: Interview with Marie Compère,
Academic Director Unit

Belgium - Ministry of Foreign Affairs
The Top Skills project

—— **PROBLEM: Underrepresentation of women in the diplomatic service,**
in particular in senior positions (15% of these positions)

Solutions implemented:

— Annual programme to develop female staff's management skills

— Encouragement of women to take on more responsibilities in the service after the programme

Results:

— Complementary initiative to then Prime Minister Sophie Wilmes' action plan to diversify the diplomatic corps.

Sources: 114

Burkina Faso - Police force

PROBLEM: Underrepresentation of women

Solutions implemented:

— Active network of policewomen

— Workshops to raise awareness of gender and women's integration into security forces

Results:

— Police: 11% to 12% of women, with different career paths depending on whether they enter the organisation at university level (fast career advancement) or at entry level (more challenges to be promoted to higher positions). Most are officers. (No baseline available)

— First woman appointed to Director of the Police

Sources: Interview with a political representative from Burkina Faso

Council of the European Union - Mentoring Programme [115]

PROBLEM: Female staff in the General Secretariat mostly in entry-level positions, gender imbalance in middle and senior management

Solutions implemented:

— Awareness-raising of role models and available roles and responsibilities

Results:

— Slight increase in number of women in senior positions:

— 44% of women in middle management (2022)

— 35.8% of women in senior management (2022)

Sources: 115

Afghanistan - National Defense and Security Forces (ANDSF)

—— **PROBLEM: Local culture precludes a range of interactions between men and women, leading male soldier and police forces to reach out Afghan women, and lack of female police officers.**

Solutions implemented:

– The 2008 governmental National Action Plan for Women of Afghanistan highlighted the lack of women in the Ministries of Interior and Defense and suggested to fill the gap with affirmative policy and strategies. The objective was set to increase the number of women within the ANDSF to 20% within 10 years.

– May 2010: Commitment from Interior and Defense Ministries to have 10% of female staff by 2020

– US Congress allocates $240.6 million from the Afghan Security Forces Fund to the feminisation
of staff (recruitment, retention, integration, training and treatment)

– Creation of several working groups and an office dedicated to gender integration in the ANDSF, with objectives such as the creation of a basis for a supportive organisational culture towards women, institutionalisation of human resource mechanisms (female-specific incentive structures and literacy programmes)

– Public affairs and media campaigns conducted by both Ministries

– Training on gender integration, sexual harassment, assault prevention for both leadership and personnel

– Opening of certain positions to women

– Salary incentives

– Uniforms for women

– Building and security improvements (training centres, schools, housing, childcare centres, gyms, dining facilities, bathrooms)

– Specific training for women, courses on violence against women and sexual harassment, self-defence

– Adjustment of training schedules to female recipents' needs

– Gender advisors assigned to both Ministries

Results:

— First training class for female officers by the National Army

— 29 facilities built from July 2015 to December 2017 by the US for the recruitment, retention and integration of women into the ANDSF

— Absence of documentation from the US Department of Defense recording project decisions, metrics or evaluation

— Remaining structural issues not addressed (limitations on women's mobility, social barriers
to interactions with male recruiters, family and cultural resistance)

— Women in security forces still face stigma, discrimination from male colleagues (bullying, sexual impropriety, assault), limited to "menial tasks" regardless of their training

— January 2020: 3.25% of women in uniform in the national police; 1% in uniform in the army

Sources: 116, 117

INCREASING NUMBERS OF FEMALE CANDIDATES

United Kingdom & Northern Ireland - UK Counter-Terrorism Policing & Police Service of Northern Ireland

—— **PROBLEM: Fewer female than male candidates, absence of women in recruitment campaigns**

Solutions implemented:

— Modification of police website's careers page to feature pictures of female officers

— Publication of interviews with female officers on International Women's Day.

Sources: 118

New Zealand - Intelligence Services

—— **PROBLEM: Lack of female STEM (science, technology, engineering and maths) students**

Solutions implemented:

— Campaign by the Government Communications Security Bureau (GCSB) to encourage young women and girls to study STEM: ads, scholarships and events at schools and universities

Sources: 119

McKinsey - Next Generation Leaders programme
A place for her coaching programme

—— **PROBLEM: Underrepresentation of women in middle and senior management, senior women leaving the company**

Solutions implemented:

— A place for her: campaign geared towards female students and professionals, coaching and tailored preparation to help them succeed in recruitment processes

— Next Generation Leaders: 3-day event gathering women from across Europe and the Middle East (networking, workshop, discussions about the realities of working as a consultant)

Results:

— Increase of the total number of women in staff in 2022 (no exact figures available).

Sources: 120

FIGHT PREJUDICE THROUGH POP CULTURE

United Kingdom - Counter-Terrorism Policing

PROBLEM: Lack of engaging communication on women's roles in CT

Solutions implemented:

— Tweets about the fact that strong female leads are not merely a TV trope, with a picture of a female officer from the movie Trigger Point

— Tweet contained a link to the careers page of the UK Counter-Terrorism Policing

Sources: 121

Swedish - Armed Forces recruitment campaign

PROBLEM: Perception that women are unfit for service in the military

Solutions implemented:

— Launch of the campaign "Many Have Many Questions" when gender-neutral conscription established

— Answers to questions that women may have in relation to military service, and challenges to prejudices that women's biological features make them unfit for military service

— Portrays women as strong and demystifies specific female physical features and functions

— Campaign *"This is bloody serious"* to normalise menstruation.

Sources: 122

Spain - Movistar TV series La Unidad

—— **PROBLEM: Lack of female security role models on television**

Solutions implemented:

– Creation of a TV series about investigations led by the female-led Comisaría General de Información de España (the intelligence service of the Cuerpo Nacional de Policía)

– Story takes place in Spain, France and Morocco, and is based on unpublished testimonies of senior CT professionals providing realistic insights into the daily work of a diverse team

– Inspirational women in lead roles of "a modern, expert, highly trained police force that speaks foreign languages, where women have a specific role as women, without assuming either feminine or masculine roles, just being normal"

– Featuring European and Arab women.

Sources: 123

COMPREHENSIVE GENDER-SUPPORTIVE POLICIES

↗ **NATIONAL STRATEGY AND ACTION PLAN FOR PREVENTING VIOLENT EXTREMISM**
LEBANON - PRESIDENCY OF THE COUNCIL OF MINISTERS - 2018

At a glance: Development of a National Strategy addressing both counterterrorism and the prevention of violent extremism, followed by an action plan for the 2021-2023 period

Description:

— Among the 9 pillars of the National Strategy, pillar n°5 is dedicated to "Gender equality and empowering women" and includes the following objectives:

- Raise women's awareness of their constitutional and legal rights and of the risks of violent extremism at the individual and family levels

- Amend legislation relating to women so as to achieve justice and eliminate all forms of discrimination against them

- Encourage women's participation in social, cultural and development activities

- Encourage women's participation in decision-making and policy-making processes.

— Gender is seen as a cross-cutting theme across the other pillars of the Strategy

— Within pillar n°5, the following actions are considered:

- Media Capacity Building on Gender Sensitivity And Awareness

- Women-related Obligations Review and Vulnerability Assessment

- Rehabilitation of Women Prisoners

- Increasing Resilience of At-Risk Women

- Women as Actors in Building Resilience

- Gender Mainstreaming in PVE

— National Action Plan (2021-2023):

- Encompasses a whole-of-society approach developed in close cooperation with the prevention of violent extremism unit and technical partners to detail plans and develop its own theory of change

- Two core, cross-cutting principles: consistency with the National Strategy, agility and responsiveness

- 45 actions under the 9 pillars of the National Strategy, with a timeframe for each action, with women among the four specific target populations

- Eight areas: capacity building, research and evidence development, policy reform, early warning, rehabilitation and de-radicalisation, national and local-level programmes, modus operandi, strategic communication and awareness.

Evaluation & key findings:

– The working group for the development of the policy noted during its work that 45% of ministry representatives were women, leading them to give a gender perspective to the strategy

– Under pillar n°5, a local prevention network was created with members from schools, religious entities, NGOs, civil society and other institutions. Its objective is to raise awareness
in the community. Women are perceived as crucial in this process as they can help identify push
and pull factors of radicalisation

– Demonstration of the importance of data and research to develop evidence-based policies:

  • Research based on interviews of 156 radicalised individuals (63% of them were younger than 30 when they joined a violent extremist group).

  • The lead researcher, Rubina Abu Zeinab, was told by judges that prisoners would be unwilling to be interviewed by a woman. Contrary to expectations, however, prisoners were in fact open to talk to her.

  • Her research demonstrated the importance of involving women in PVE and CT.

– Implementation of the action monitored with a dedicated framework, under the responsibility of the PVE national unit:

  • Review and alignment of existing national system

  • National dashboard system to be developed, aims to report on the status of implementation of the strategy and action plan (will be accessible to the wider public)

  • Creation of an early warning system connecting communities and cities implementing the Action Plan: support the reporting of emerging factors and events that could potentially stimulate or otherwise precipitate violent extremism.

– Social mechanism takes into account local specificities, designed to help the set-up of a coherent system that considers diversity while ensuring coordination. The overall objective of the social mechanism approach is monitoring social transformation by focusing on analysing the interactions among the components of society and understanding their determinants, causes and effects.

GERMANY - FEDERAL GOVERNMENT

PROBLEM: Absence of gender equality regulations

Solutions implemented:

Introduction of a dedicated federal law aiming to achieve equality between women and men, eliminate existing discrimination based on gender, in particular against women, to prevent future discrimination, and to improve family friendliness and the compatibility of family, care and work for employees.

Sources: 124

PRODUCTION OF GENDERED STATISTICS

CREATION OF A NATIONAL OFFICE FOR GENDER EQUALITY SPAIN
DIRECTORATE OF THE POLICE - 2018

At a glance:

— Resolution adopted in February 2018 to create a gender equality office dedicated to the national Spanish police, following the adoption of the second National Action Plan for Women, Peace, and Security 2017-2023. The latter led to the development of an adequate legal and regulatory framework to support gender equality in all areas of daily life.

— Objectives of the 2015 approved Plan II for Equality between women and men in the General State Administration in its public bodies are to reduce the inequalities that may persist in the area of public employees' careers, support work-life balance, and pay greater attention to situations that require special protection, such as support for victims of gender-based violence or the prevention of harassment.

Description:

— Objectives of the National Office for Gender Equality:

  • Maintain updated knowledge on the situation of women in the National Police

  • Detect possible potential areas of discrimination

  • Advance in the adoption of measures favouring the reconciliation of personal and professional life

  • Improvement of the conditions of representation and empowerment of women in the National Police

— Activities of the National Office for Gender Equality, through its Technical office:

  • Operate as an Observatory in matters of equality: specific body for collecting, analysing, and disseminating all information relating to cross-cutting policies on gender equality in their respective areas of activity, from both national and international sources, as well as advising on projects or regulatory changes that refer to gender equality

- Function as delegate for the Protection of Equality with the functions of social interlocutor in this field and focal point at central and peripheral levels.

— Produce reports on the gender impact of the measures and policies developed in the National Police Force.

— Evaluate and conduct diagnostic studies about gender violence, sexual harassment, and other forms of discrimination, which help to formulate recommendations and proposals aimed at preventing them and, where appropriate, mandatory resolutions for their eradication.

— Monitor cases which, due to their seriousness, are deemed, appropriate, with information and advice for the victims.

— Ensure equal professional opportunities for women and men in the police force, especially in the development of professional careers (entry, promotion, postings and administrative situations), carrying out the necessary periodic analyses and evaluations of their effectiveness.

— Favour the balance between family and work life, proposing initiatives and measures that allow for a better coexistence between work commitment and family responsibilities.

— Promote gender equality training programmes, coordinating a Gender Equality Training Plan for National Police personnel (an annual programme of talks, courses, conferences, colloquiums, or workshops on this subject, highlighting awareness of the non-sexist use of language within the National Police, inclusion of gender equality content in all National Police training programmes)

— Promote awareness and information campaigns on gender equality, creating a website for this purpose as a dissemination mechanism.

— Participate and maintain relations with other administrations and public or private, national, and international institutions that favour gender equality, constituting a forum for the exchange and communication of information and good practices, assisting in research projects with these bodies.

— Receive proposals for improvement in equality issues, which may be provided by the contact points, trade union organisations or any civil servant on their own initiative.

Evaluation & key findings:

— 2007: Creation of an Observatory for Women in the State Security Forces and Corps designed to maintain up-to-date knowledge of the situation of women in the National Police and the Civil Guard. A dedicated Equality Observatory was created for the National Police.

— 2019: Promotion of an inclusive language guide for non-sexist language to be used on a daily basis by police officers

— Creation of contact points in numerous police bodies, which should designate a civil servant to be trained on gender equality: Central Headquarters for Citizen Security and Coordination, in the General Commissariat for Citizen Security and in the Superior Police Headquarters, Central Headquarters for Information, Investigation and Cybercrime, in the General Commissariats for Information, Judicial Police, Aliens and Borders, Scientific Police and the International Cooperation Division, Central Headquarters for Human Resources and Training, in the Personnel Division and the Training and Development Division, Central Headquarters for Logistics and Innovation, in the Economic and Technical Division and in the Documentation Division.

ROLE MODELS

There are women in very senior security positions in European institutions and national governments (e.g. at the helm of Europol, Guardia Civil, European Commission, EEAS SecPol, etc) and significant progress in women's representation within the EU CT network (from which women were absent entirely until recently). The women listed here, while less well known globally, have interesting career paths which can provide inspiration. As with case studies, this section aims to provide diverse role models.

General Dina Hwetat
Special Branch of the international cooperation division, Public Security Directorate, Jordan

Background & experience:

— Computer engineer, digital investigations

— 9 years of service at the Public Security Directorate

Motivations to work in CT and CRJ:

— Terrorist attacks in her home country and region, with increasing impact on children and women

— Desire to prevent terrorist attacks and the spread of extremism

Support, mentors or role models

— Inspired by her colleagues in the different divisions of the Public Security Directorate, facing similar issues and challenges

— Mentor (Captain Khalil Alsagarat) who supports her

— General Hwetat is the only woman on her team, in charge of information exchange on transnational threats for law enforcement.

Vision of challenges to women in CT and CJR

— Cultural and societal challenges: women cannot work late at night outside their home, are perceived negatively by families and communities (e.g. difficult to be called at night in case of emergency). Mentalities are slow to change, culture and customs cannot be transformed overnight.

— Organisation and cultural challenges: Men should understand and accept women in security roles.

— Operational and technical challenges: absence of childcare facilities in the workplace, much needed when women return to work after maternity leave (e.g. breastfeeding); physical demands require more training for women.

ROLE MODELS

Funded by the European Union

WCT — Promoting the role of women in security and counterterrorism

wiis

Added-value of women to CT & CJR

—   Facilitates the interrogation of female terrorists and the prevention of extremist ideologies in female communities

Support measures for the promotion of women in CT and CJR

—   General Hwetat received a specific 2-month training on cybersecurity, intelligence and surveillance techniques

—   Existence of a gender office in the Public Security directorate, supporting gender mainstreaming, responsible for proposing an annual plan, regular updates, preparation and training of female units for peacekeeping missions, establishment of annual quotas for female recruitment to the police.

Her advice to women interested in CT and CJR

—   CT implies a passion for the job to face associated psychological, intellectual and physical pressures

—   Even truer for a woman, considering that working conditions will likely not facilitate integration and that she may face pressure from her family or community not to work in the sector

—   Women must be confident, there is no room for doubt in dangerous situations.

Esperenza Jalkh Guerrero
EU project expert (CT JUST)

Background & experience:

—   Joined the Spanish police as an officer in 1990, and later began working on CT

—   Now works as a law enforcement expert in CT JUST (Middle East region) for training and capacity building

Motivations to work in CT and CRJ:

—   Initially, to help others

—   Joining CT was a personal and professional challenge, which she calls "an exciting and fulfilling job"

Support, mentors or role models

—   Esperanza has had both women and men as inspiration and mentors during her 30+ year career in the police

Vision of challenges to women in CT and CJR

—   Some challenges are specific to CT work, such as work-life balance: staff must give up part of their private life, at high personal cost, especially in senior management positions. This can for instance lead to late motherhood for women.

Her advice to women interested in CT and CJR

—   Training, specialisation and knowledge of several languages are crucial

Dany Dwi Wulandari
Policy Analyst, Regional And Multilateral Cooperation Directorate, National Counter Terrorism Agency, Indonesia

Motivations to work CT and CRJ:

—   Her country's history of terrorist threats, and its vulnerabilities to these threats

—   Wanted to enjoy opportunities given to women to play essential role in CT

—   Opportunity to put her knowledge and abilities to action.

Support, mentors or role models

—   Her supervisor, Mr. Andhika Chrisnayudhanto (Deputy for International Cooperation of BNPT), with whom she worked for over 5 years, provided her with first-hand experience, opportunities to expand her network with actors from various disciplines (including new colleagues and foreign counterparts) and to participate in various capacity-building programmes, national and international fora. He also encouraged her to develop her leadership and involvement in the formulation of evidence-based CT policy.

Vision of challenges to women in CT and CJR

—   Similar challenges to other security fields

—   CT is a male-dominated sector for cultural reasons, but significant progress has been made on the role of women in security, and in CT

—   Remaining challenges: women's representation in policymaking, leadership, capacity-building, empowerment and prevention efforts.

Support measures for the promotion of women in CT and CJR

—   Indonesia's recent national systemic, integrated and comprehensive CT/VE policy includes the principle of gender mainstreaming, particularly through the Presidential Regulation for a National Action Plan (NAP).

—   The NAP is in line with UN Resolutions and UN Global Counterterrorism Strategy, with an emphasis on the Indonesian national context.

—   Indonesia is a regional leader in counterterrorism (mainly through the AMMTC/SOMTC mechanism) and has encouraged several CT initiatives, such as the ASEAN Plan of Action to Prevent and

Counter the Rise of Radicalisation and Violent Extremism (ASEAN PoA PCRVE) 2018-2025, and its implementation through the Bali PCRVE Work Plan 2019-2025. The work plan includes the objective of "empowering women and promoting gender equality." These two policies have become her references as a Policy Analyst to review, monitor, evaluate and further develop various CT/PCVE programmes, including those related to gender.

Her advice to women interested in CT and CJR

—　The involvement of all relevant stakeholders is required to develop and implement effective, sustainable, and meaningful CT/VE policies, programmes, and strategies.

—　Women with various disciplinary backgrounds can contribute positively to policy formulation, prevention (through participation or empowerment of the community, as well as the promotion of counter-narratives), and law enforcement.

ANNEX 1

Key definitions

This annex presents detailed definitions referred to in the Introduction and to several fundamental concepts related to women's representation in the criminal justice response to terrorism. The authors use the following definitions in this document, and acknowledge that debate surrounds several of these.

TERRORISM

Finding a widely accepted definition of terrorism and associated concepts such as violent extremism is a particularly difficult endeavour. Richard E. Rubenstein, Professor of conflict resolution at George Mason University, went as far as to consider this task to be hopeless, stating that ultimately *"terrorism is just violence you don't like"*[125].

This somewhat provocative assertion illustrates the fact that **there is no international consensus on the term "terrorism".** Unsurprisingly, the same goes for violent extremism, qualified as a "diverse phenomenon, without clear definition" by former United Nations Secretary General Ban Ki-Moon[126]. The UN Security Council considers three cumulative elements to characterise terrorism recalled in UN Security Resolution 1556 as *"(…)criminal acts, including against civilians, committed with the intent to cause death or serious bodily injury, or taking of hostages, with the purpose to provoke a state of terror in the general public or in a group of persons or particular persons, intimidate a population or compel a government or an international organization to do or to abstain from doing any act, which constitute offences within the scope of and as defined in the international conventions and protocols relating to terrorism* [127] *"*

The UN considers the definition of these concepts with strong political implications to be the prerogative of individual countries, resulting in *"a patchwork of approaches"*[128]. To name but a few, the 2003 Inter-American Convention against Terrorism[129] of the Organisation of American States (OAS) draws on a list of international conventions, the Convention on the Prevention and Combating of Terrorism[130] of the Organisation of African Unity (OAU) defines a **"terrorist act"** as *"any act which is a violation of the criminal law of a State Party and which may endanger the life, physical integrity or freedom of, or cause serious injury or death to, any person, any number or group of persons or cause or may cause damage to public or private property, natural resource, environmental or cultural heritage and is calculated or intended to […] (i) intimidate, put in fear, force, coerce or induce any government body, institution, the general public or any segment thereof, to do or abstain from doing any act […] (ii) disrupt any public service, the delivery of any essential service to the public or to create a public emergency; or (iii) create generation insurrection in a State."* and as *"any promotion, sponsoring, contribution to, command, aid, incitement, encouragement, attempt, threat, conspiracy, organizing, or procurement of any person with the intent to commit any act [referred above]"*[131]. Whereas, the Council of Europe recalls it in its 2005 Convention that *"acts of terrorism have the purpose by their nature or context to seriously intimidate a population or unduly compel a government or an international organisation to perform or abstain from performing any act or seriously destabilise or destroy the fundamental political, constitutional, economic or social structures of a country or an international organisation"*[132].

In the absence of a political international agreement on terrorism definition, it is interesting to delve into **sector-specific definitions** of terrorism and **legal definitions of acts of terrorism.**

Sector-specific definitions cover almost all types of acts of terrorism. The following 19 international conventions and instruments provide definitions or elements thereof by topic/sector:

– Civil aviation: Convention on Offenses and Certain Other Acts Committed on Board Aircraft[133] (1963), Convention for the Suppression of Unlawful Seizure of Aircraft[134] (1970), Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation[135] (1971), Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Civil Aviation, supplementary to the Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation[136] (1988), Convention on the Suppression of Unlawful Acts Relating to International Civil Aviation[137] (2010), Protocol Supplementary to the Convention for the Suppression of Unlawful Seizure of Aircraft[138] (2010), Protocol to Amend the Convention on Offences and Certain Acts Committed on Board Aircraft[139] (2014)

– Protection of international staff: Convention on the Prevention and Punishment of Crimes Against Internationally Protected Persons[140] (1973)

– Taking of hostages: International Convention against the Taking of Hostages[141] (1979)

– Nuclear material: Convention on the Physical Protection of Nuclear Material[142] (1980), Amendments to the Convention on the Physical Protection of Nuclear Material[143] (2005)

– Maritime navigation: Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation[144] (1988), Protocol to the Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation[145] (2005), Protocol for the Suppression of Unlawful Acts Against the Safety of Fixed Platforms Located on the Continental Shelf[146] (1988), Protocol to the Protocol for the Suppression of Unlawful Acts Against the Safety of Fixed Platforms located on the Continental Shelf[147] (2005)

– Explosive materials: Convention on the Marking of Plastic Explosives for the Purpose of Detection[148] (1991)

– Terrorist bombings: International Convention for the Suppression of Terrorist Bombings[149] (1997)

– Financing of terrorism: International Convention for the Suppression of the Financing of Terrorism[150] (1999)

– Nuclear terrorism: International Convention for the Suppression of Acts of Nuclear Terrorism[151] (2005)

While there is no single definition of terrorism at the policy level, international conventions and acts focus on the terrorist acts, giving clear and agreed-upon definitions thereof.

> **"**While the international community has agreed on definitions of acts of terrorism in all their components, there is no agreement yet on a comprehensive definition due to the lack of consensus on the exception concerning liberation movements or "freedom fighters" **"**

— Jean-Paul Laborde
Director at the Center of Expertise against Terrorism, Roving Ambassador Parliamentary Assembly of the Mediterranean

As an illustration, the UN Global Counter-terrorism Strategy states that *"acts, method and practices of terrorism in all its forms and manifestations are **activities aimed at the destruction of human rights, fundamental freedoms and democracy, threatening territorial integrity, security of States and destabilizing legitimately constituted Governments"** and reaffirms "that terrorism cannot and should not be associated with any religion, nationality, civilization or ethnic group"*[152].

The **EU**, for its part, refers to "terrorist offenses" which it characterises as follows: *"when and insofar as committed with a **specific terrorist aim, namely to seriously intimidate a population; to unduly compel a government or an international organisation** to perform or abstain from performing any act or **to seriously destabilise or destroy the** fundamental political, constitutional, economic or social **structures of a country or an international organisation**"*[153].

The list of offenses includes among other things, following the above mentioned international conventions related to terrorism: kidnapping or hostage taking; causing extensive destruction to a government or public facility; seizing aircraft, ships or other means of public or goods transports as well as using explosives or weapons, inclu-

ding chemical, biological, radiological or nuclear weapons[154]. The same document categorises public provocation to commit a terrorist offence, recruitment for terrorism, providing and receiving training for terrorism, traveling or organising travel for terrorism and terrorist financing.

In the framework of this project, the EU definition of terrorism is used as a reference and the term is considered as a synonym of violent extremism. Both concepts indeed refer to violent acts, which are politically motivated and directed towards the general public and or its representatives[155].

COUNTERTERRORISM (CT)

Counterterrorism can be defined as the response mechanism of a state to the threat of politically or ideologically motivated violence[156]. Drawing from previous legislation, the new counterterrorism agenda for the EU[157] published in December 2020, recalls the 4 pillars of the action of the Union in this domain, namely **anticipate** (existing and emerging threats), **prevent** (attacks from occurring), **protect** (European citizens) and **respond** (to attacks). It is also explicitly mentioned that actions at the international level are *"essential to improve security inside the EU"*.

This strategy illustrates the fact that counterterrorism covers a broad range of policies across different sectors. In this regard, it is also useful to distinguish CT-specific and CT-relevant programming. In nutshell the former aim at directly addressing security gaps or targeting terrorist actors while the latter refers to activities that were not necessarily initially designed for countering terrorism, but which nonetheless have positive effects in this regard (SSR for instance)[158].

PREVENTING AND COUNTERING VIOLENT EXTREMISM (P/CVE)

First, considering UNESCO's definition[159], violent extremism is defined as the use of violence, ideologically motivated to advance political, religious,

or social objectives meaningful to an individual or a group of individuals.

Consequently, the concept of Preventing Violent Extremism (PVE) refers to necessity of identifying and tackling the key factors that motivate individuals and groups to support and engage in violent extremism acts. Multiple factors can fuel the spread of violent extremism (related to poverty, discrimination, lack of accountability of the state, lack of education and social inclusion). The Communication from the European Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on supporting the prevention of radicalisation leading to violent extremism[160] underlines that Member States should focus their PVE national plans on specific areas, such as *"the promotion of inclusive education and the strengthening of an open and resilient society"*[161]. As underlined by UNESCO, it is fundamental to reach out to young people and to empower the youth to prevent violent extremism and ensure progress in this field[162].

> ❝ *PVE plays a key role as it helps to predict the possible future actions of people in a context of uncertainty. The activities of the Special Branch demonstrated its importance through practical cases in Iraq, Jordan, Syria and as well as in the framework of addressing the phenomenon of foreign fighters.* ❞

— Captain Khalil Alsagrat
The Special Branch, Jordan Public Security Directorate

PCVE is often confused with PVE, and is clarified in a RUSI publication, *"STRIVE for Development"*: *"PVE tends to focus on upstream, often broad-based prevention programming. In contrast, CVE is much more parochial, targeting 'at-risk' recipients, or individual incentives, enabling factors and/or structural motivations specifically identified as contributing to violent extremism"*[163].

CRIMINAL JUSTICE RESPONSE TO TERRORISM (CJR)

The criminal justice response to terrorism is an integral part of counterterrorism (CT) and reflects an approach based on the rule of law, considered an important element of *"an effective and prevention-focused response to terrorism"[164]*. Perpetrators of terrorist acts are legally defined as criminals, and so subject to the criminal justice process. CJR is essentially framed by national legal frameworks, which often reflect international conventions and treaties. It is different from the military response to terrorism, in which acts of terrorism are considered as acts of war perpetrated by adversary combatants[165].

As highlighted in the UNODC Handbook, the objectives of the criminal justice response to terrorism covers both prevention *("including interventions that target the funding of terrorists and terrorist organizations and allow for the interception of conspiracies to commit attacks and the prohibition of incitement to terrorism"[166])* , response and punishment of terrorist acts.

The definition of acts of terrorism and the criminalisation of these acts is a necessary prerequisite to the intervention of national criminal justice systems, as well as to the establishment of international cooperation in the field[167].

Terrorism is the result of multi-dimensional factors, including complex societal and social issues (poverty, education, corruption, etc.). While the focus of this project is on the criminal justice response to terrorism, this response cannot be the only tool to address terrorism and its underlying factors, but rather part of a comprehensive approach to combatting this phenomenon.

SEX & GENDER

Sex and gender are two terms which are often used interchangeably, although they do not cover the same realities, concepts and notions.

The European Institute for Gender Equality defines sex as the **"biological and physiological characteristics** *that defines humans as female or male"[168]*. In an additional note, highlighting the notion of non-binary aspects of sex, it is specified that "these sets of biological characteristics are not mutually exclusive, as there are individuals who possess both, but these attributes tend to differentiate humans as females or males"[169].

Gender is defined as **"social attributes and opportunities associated with being female and male** *and to the relationships between women and men and girls and boys, as well as to the relations between women and those between men"[170]*. If one considers gender to be a social construct, this definition could be called into question as it rests on a binary structuration of society and ignores gender identity, which refers to *"a person's deeply felt, internal and individual experience of gender, which may or may not correspond to the person's physiology or designated sex at birth"[171]*.

Norms and behaviours attached to a binary vision of gender (e.g. masculinity and felinity attributes) are generally integrated by the socialisation of individuals. In many societies, not adhering to these sets of rules – which tend to be context-specific and can be modified – may result in facing stigma[172].

The notion of gender is essential in that it tends to define and determine the respective expected, authorised, and valued behaviours of men and women in various contexts. In many societies, such differentiations translate into inequalities mostly putting women at a disadvantage in terms of freedom to act and / or to take part in economic, social or political activities[173], as well as in their private spheres.

This project **focuses on gender, not on gender identity, and specifically on the empowerment of women in the criminal justice response to terrorism.** As such, this document refers to binary terms such as male/female or men/women[174].

GENDER BALANCE, GENDER EQUALITY AND GENDER EQUITY

The term **gender balance** refers to *"equal participation of women and men in all areas of work, projects or programmes"[175]*. All other things being equal, when gender balance is respected, the respective proportions of females and males taking part in such activities should roughly reflect their share of the considered population. As such, gender balance should enable adequate representativity of societies at all levels and across economic, political and societal activities.

To achieve gender balance, **gender equality** appears as a solution to enable women to be fairly represented. By attempting to ensure that *"equal enjoyment by women and men of socially-valued goods, opportunities, resources and rewards [and] life changes is neither dependent on, nor constrained by, their sex"[176],* gender equality aims to address systems and situations where women are disadvantaged or excluded from decision-making processes or access to resources. It focuses on **the empowerment of women** to mitigate the gender power imbalance by elaborating and deploying strategies and tools to promote women's self-worth, encouraging them to make their own choices and be autonomous.

To achieve gender equality, the historical and social realities of women should not be denied. The notion of **gender equity,** i.e. strategies and measure designed *"to compensate for women's historical and social disadvantages that prevent women and men from otherwise operating on a level playing field"[177]*, can provide tools on the path to gender equality.

GENDER MAINSTREAMING

Gender mainstreaming is defined as the *"(re)organisation, improvement development and evaluation of policy processes, so that a gender equality perspective is incorporated into all policies at all levels and all stages, by the actors normally involved in policymaking"[178].*

In other words, while gender balance corresponds to a desired outcome, gender mainstreaming refers to one of the strategies to be implemented to ensure the high quality and relevance of policy and regulatory activities, addressing existing inequalities based on gender[179]. According to UN Women, this strategy is relevant for all sectors and policy areas and requires paying explicit attention to both women and men[180], without focusing on measures targeting either women or men as a specific group[181]. In consequence, gender mainstreaming relies on the commitment of different genders to develop policies mitigating identified inequalities.

As a strategy, gender mainstreaming relies on two preconditioning pillars: a political commitment towards gender equality objectives and a compatible legal framework[182].

GENDER BLINDNESS

According to the European Institute for Gender Equality, gender blindness can refer to two main definitions, the first being *"failure to recognise that the roles and responsibilities of women/girls and men/boys are ascribed to, or imposed upon, them in specific social, cultural, economic and political contexts"[183].* Consequently, gender-blind actions tend to dismiss the gender aspects and impacts, feeding the status quo and not advancing the reduction of gender inequality.

ANNEX 2

Linkages & trade-offs with other policy areas

OTHER RELEVANT POLICY AREAS

Gender balance (or gender equality) and gender mainstreaming can be observed in a multitude of policy areas at both the EU and the national levels. The principle of gender balance in particular is now a part of national and European legislation and is promoted in consequence. Various stakeholders, whether public or private, outline concrete and pragmatic advantages of gender equality, including a positive company culture, more innovation and creativity, contributing to building reputation, or improving conflict resolution[184]. Several studies cited by the Canadian government find that gender equality boosts GDP, and that companies with "gender-diverse leadership outperform their competitors" and that "gender-diverse teams are often more knowledgeable and innovative because they facilitate a variety of perspectives[185]."

Initiatives to promote gender balance and gender mainstreaming have included initiatives to increase the number of women employees, achieve equal pay, etc. or promote gender awareness and streamlining in institutional activities, for example by considering gender aspects in strategies, actions, etc. The policy areas where these initiatives are most visible are employment, education, research, and specific activity areas which are ordinarily perceived as being typical for men, e.g. ICT, engineering, construction, or natural sciences more broadly.

The EU policy on gender equality mainly focuses on employment and entails the following *"Promoting equal economic independence for women and men, closing the gender pay gap, advancing gender balance in decision making, ending gender-based violence and promoting gender equality beyond the EU[186].*

The Work-life Balance Directive aims, among others, to increase the representation of women in the labour market and promote a more equal sharing of parental responsibilities. It includes paternity leave, non-transferable parental leave, carers' leave and flexible working arrangements for carers and working parents of children up to eight years old. Importantly, the directive foresees the possibility of return to the initial working arrangements: *"Art. 9. 3. When flexible working arrangements as referred to in paragraph 1 are limited in duration, the worker shall have the right to return to the original working pattern at the end of the agreed period. The worker shall also have the right to request to return to the original working pattern before the end of the agreed period where justified on the basis of a change of circumstances[187]".*

Another relevant recent initiative is a proposal for a directive to address the gender pay gap[188]. It would require employers to make information related to the pay gap publicly available. Furthermore: "In order to ensure the gender-neutrality of pay setting and career progression, this provision requires employers to make accessible to workers a description of the gender-neutral criteria used to define their pay and career progression", "providing workers with the necessary information to assess whether they are paid in a non-discriminatory manner compared to other workers in the same organisation carrying out equal work or work of equal value, and to enforce their right to equal pay if needed. (art. 6-7)

At the national level, policies and initiatives target various aspects to facilitate the increase in the number of women in public institutions and business. They involve direct measures, such as targeting women in recruitment, and indirect measures to address gender specific aspects which condition the participation of women in the workforce. These relate to parenthood, care, access to knowledge, biology, gender specific behaviours, etc. The introduction of direct measures such as quotas has been practiced in the security sector in several countries, as outlined in the following chapter. Indirect measures aim to effectively lower the gender-based barriers (parenthood or family care, access to knowledge, specific gender conditioned behaviours), and are potentially applicable to all sectors, including security.

EMPLOYMENT

Gender equality in the workforce remains a goal to be achieved, in the EU and globally. A recent report finds that *"Despite long standing policy recommendations, progress remains slow, raising concerns over the nature of the steps taken so far. The slowdown in economic growth has increased the risk for gender equality to slip down the agenda of Member States and stakeholders, reducing the efficiency of previous actions and measures[189].*

At the same time, the report lists encouraging findings on the advantages of having mixed working environments, with "better job quality and the smallest gender gaps[190]." The job quality in male-dominated and female-dominated work environments is equally bad, in comparison to more gender-balanced workplaces.

Beyond quotas, legislation and institutional policies, a number of indirect measures focus on concrete gender-based barriers to actively promote female participation in the workforce. Models which promote the reconciliation of work and family life[191] can for instance address the barriers that parenthood can pose to women. In Estonia, for example, two private publications initiated a competition for the family friendliest firms. Pursuant to this, the government introduced a policy to support the reconciliation of work and family life. In Denmark the Aalborg Hospital and the municipality of Aalborg offer 24-hour childcare [192].

At the international level, several recommendations for indirect measures have been formulated by the OECD, such as:

— Ensuring long-term care for dependents

— Employment-protected paid maternity and paternity leave

— Encouraging fathers to take paternity leave by making part of the leave non-transferable

— Raising awareness of gender stereotypes in the household

— Ensuring access to the labour marked regardless of partnership status

— Incentives for women to increase their working hours[193].

INFORMATION AND COMMUNICATIONS TECHNOLOGIES

ICT has been and remains one of the fastest-growing sectors of our economy, yet a heavily male-dominated one. Initiatives in EU Member States offer interesting examples of how to increase the participation of women in the sector. In Poland, to increase the number of women employed in the ICT sector, several measures were taken in various IT branches:

— Flexible working hours and teleworking, allowing employees to combine work with family responsibilities

— Grants for childcare

— Programmes that allow employees to bring children to the office if there is an unforeseen problem with their usual childcare

— Summer camps for kids

— Health packages with options to insure family members[194].

The initiative also focuses on mentoring girls on the job, at university or high school[195]. Within the initiative New Technology for Girls, recipients of scholarships "enter into an 8-months individual relationship with one of the Intel employees specialising in issues related to new technologies. The goal is this relationship is their development – both professional and personal[196]."

In the same sector, a Danish initiative aims to promote the involvement of girls, by adapting training and mentoring to gender conditioned behaviours. The DigiPippi[197] builds on observations that girls react differently than boys when confronted with IT activities: lack of initiative; (vs. trial and error); fear of failure (don't seem to fear failure); backed off very quickly (group together and observe); requires a group or mentor to continue (the tech itself entices and engages them).

EDUCATION

Gender equality policies in education are often developed with an eye towards gender equality in the labour market. Indeed, legislation and institutional policies favouring women cannot be meaningfully implemented unless there is a corresponding pool of women with relevant skills and education. In France, for example, the Interministerial Convention for the equality between girls and boys, women and men in the education system states that *"The educational success of girls contributes fully to the construction of professional equality between women and men. Educating equality, mutual respect and the fight against all forms of violence at school is inscribed in a strong mobilisation against sexist representations[198]."*

The document focuses on educating girls and boys in the spirit of equality as well as on promoting diversity at all levels of education, beyond gender stereotypes. An example is that of the construction sector. The Convention envisages various ways to address these objectives, such as:

– Scientific studies to understand facilitators and barriers posed to girls and boys towards taking up 'atypical' educational pathways

– Excluding sexist information from the advertisement of educational and vocational pathways

– Ensuring coordination between the ministries in charge of education and those in charge of employment.

– The Swedish gender equality policy for the educational sector foresees an obligation on the part of schools to actively promote equal rights and opportunities for women and men, as well as to "counteract traditional gender norms". Furthermore, "education and teaching should not split children and students based on gender[199]." Considering that more women than men graduate from higher education in Sweden, yet only 29% of professors are women, the strategy set the goal of reaching gender balance with newly appointed professors by 2030[200].

At the international level, OECD recommendations going as far back as 2013 foresee measures to adapt school curricula in order to eliminate gender discrimination and stereotyping, including raising awareness campaigns with regard to the advantages of education for future employment entrepreneurship, making certain educational fields more inclusive and attractive for the other gender, respectively i.e. STEM or the financial field for women, education, arts and humanities for boys[201].

The European Institute for Gender Equality Gender has produced mainstreaming toolkits[202], focused on topics including gender equality training, gender impact assessment and institutional transformation. The latter includes several phases and provides examples from EU states and international organisations. For example, the preparation phase concludes with the development of a strategy and a work plan. The example used is the GIZ Gender Strategy, which includes "goals, binding measures, with appropriate milestones, time frames and responsibilities, which were defined and translated in a measures matrix which is an annex to the strategy[203]." One of the elements in the implementation phase is developing competence. Here, the example is the 'gender glasses' project in Finland, whose objective was to educate staff in national administration on the topic of gender mainstreaming[204].

TRADE-OFFS
OR CONTINUITY

It appears not be a case of trade-off between gender balance in CT and other EU policy areas, but rather of continuity. This means that to advance the role of women in CT and security more broadly essentially pertains to other policy areas, in particular employment. In many countries, the measures focusing on achieving gender balance in security institutions are not specific but instead part of a general strategy addressing all civil service institutions. In Sweden, for example, a general gender mainstreaming strategy for all governmental agencies was put in place. The Minister for Justice and Home Affairs is responsible for combating terrorism in Sweden. Other government agencies involved are the Swedish Security Service, Swedish Prosecution Authority, Swedish Prison and Probation Service, Swedish Courts and Swedish Police. The 2014 Swedish counter-terrorism strategy "Prevent, Preempt, Protect" states that "it is important that a gender perspective is included in the work to prevent violent extremism and terrorism[205]."

Specific examples of models and initiatives for the security sector and institutions exist, including for CT. In these, the arguments to boost female recruitment are more tailored to the concrete and practical advantages of such recruits, rather than a more general vision of gender balance.

ANNEX 3

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ANNEX 4

Online survey - Key findings

ABOUT THE SAMPLE OF RESPONDENTS

**Type of organisation**

Governmental: 72%, breakdown into:

— Ministry of Defence: 3%

— Ministry of Interior: 50%

— Ministry of Justice: 27%

— Intelligence services: 7%

— Financial investigation/Investigation services: 4%

— Other: 4%

International institutions: 11, breakdown into:

— EU institutions: 2%

— United Nations: 6%

— Regional organisation: 3%

— Other: 4%

— Think tank / University: 7%

— NGO: 4%

— Other: 5%

■ Male

■ Female

43%

57%

Lieu de travail

■ <5%

■ <10%

■ 25% to 40%

Funded by the European Union

WCT — Promoting the role of women in security and counterterrorism

wils
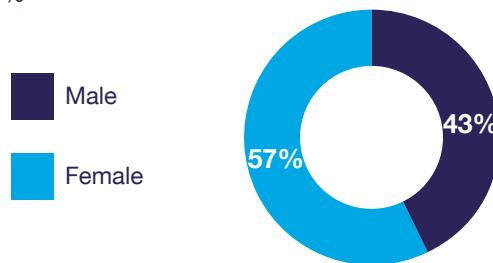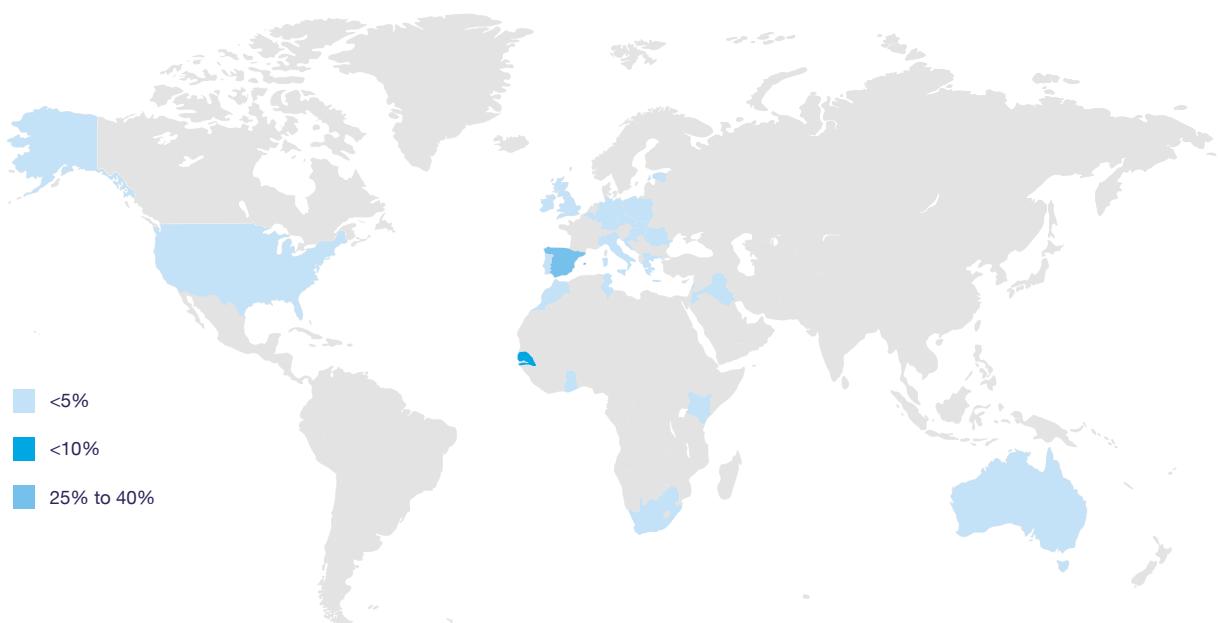
WOMEN'S REPRESENTATION IN RESPONDENTS' ORGANISATIONS

In their overall organisation, respondents indicated that women's representations are:
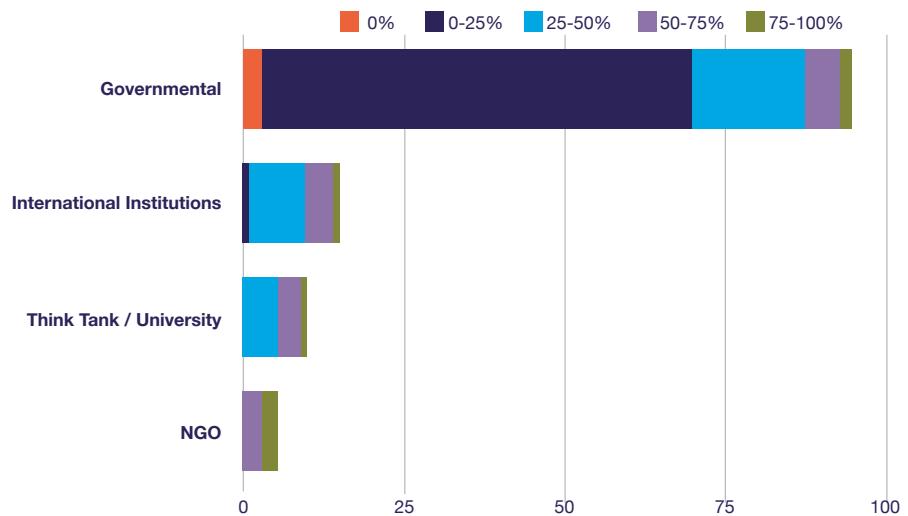
PERCEPTION ON GENDER ISSUES IN COUNTERTERRORISM

Reflecting existing cultural and gender-based stereotypes, **37% of respondents considered that women are more suitable to specific tasks versus 33% who disagree.** Asked the same question about men, the opinion is different: 48% disagree versus **36% who agree that men are more suitable to certain tasks (in particular referring to physical capacities, confrontation to violence).**
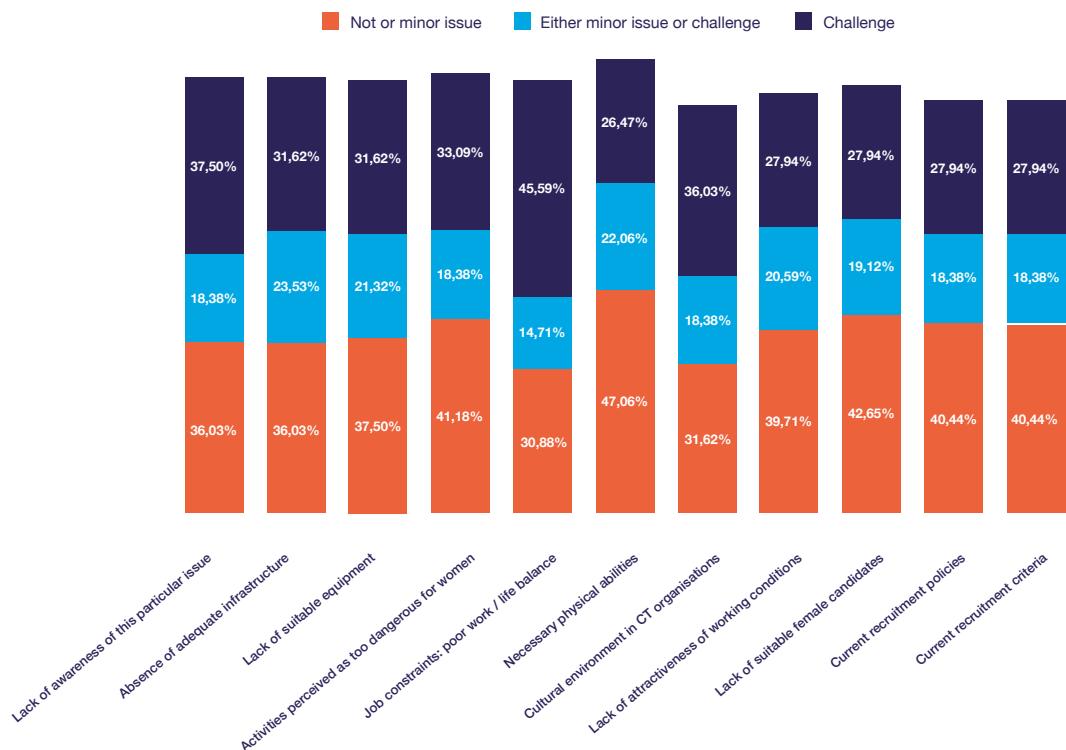
PERCEPTION ON ENABLERS OF WOMEN'S PROMOTION IN THE CJR AND CT

Similar respondents provide their assessment of the relevance and effectiveness of the following solutions to promote women's in the CJR and CT domain

Legend:
- Counterproductive
- Either counterproductive or effective
- Effective

Category	Effective	Counterproductive	Either counterproductive or effective
Specific early-career programmes.	63,97%	13,24%	13,24%
Specific mid-career programmes.	61,03%	16,18%	14,71%
Scholarships	55,15%	18,38%	15,44%
Quotas	33,82%	19,12%	36,03%
Change of recruitment criteria	38,24%	24,26%	30,15%
Mentoring / coaching programmes	63,97%	12,50%	17,65%
Adapted infrastructure / equipment	43,38%	25,00%	22,79%
Adapted schedules for improved work-life balance	61,76%	13,97%	17,65%
Involving men in the design and implementation of relevant policies	41,18%	21,32%	26,47%
Changing the culture of CT organisations	50,74%	16,18%	22,79%

Presence of female role models in CT and CJR

Respondents indicated if they benefit from a female role model, inspiring them to pursue a career in the field.

- Women without: 37%
- Men without: 25%
- Women with: 14%
- Men with: 25%

WCT — Promoting the role of women in security and counterterrorism

wils
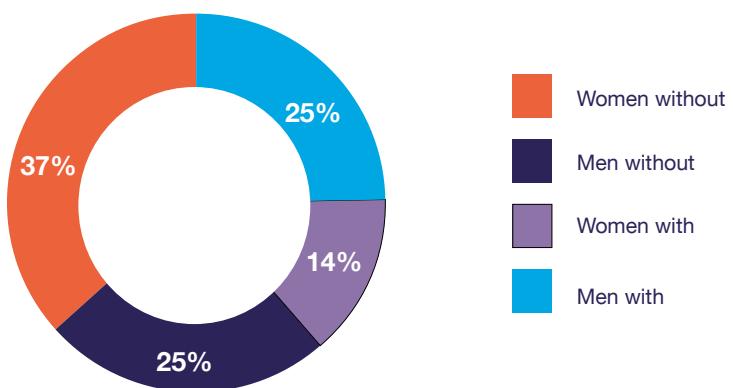
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