

Gender Brief for UNODC Staff

Mainstreaming gender in Terrorism Prevention projects



Our principles: Achieving gender equality and the empowerment of women (GEEW) is integral to each of the 17 Sustainable Development Goals (SDGs). Gender equality and women's empowerment is not only a specific SDG (SDG 5) but also considered a cross-cutting theme that affects the achievement of all other SDGs.

Holding us accountable: In line with the UNOV/UNODC Strategy for Gender Equality and the Empowerment of Women 2018-2021 and the UN-SWAP 2.0 framework, UNODC is explicitly committed and mandated to actively and visibly mainstream gender across all mandates and the three pillars of the Office work programme (normative work, research and analytical, and technical assistance work).

Gender and terrorism prevention

UNODC's terrorism prevention programme is responding to calls by the General Assembly "to shape, review and implement all counter-terrorism measures in accordance with the principles of gender equality and non-discrimination" (Res 68/178) and to mainstream gender perspectives into criminal justice responses to terrorism (Res 72/194). Appreciating that **There are no gender-neutral interventions when the ultimate goal is to improve the lives of all people, women and men, girls and boys, as well as individuals of bodily characteristics, diverse sexual orientation and/or diverse or plural gender identities.** Gender mainstreaming significantly strengthens the effectiveness of counter terrorism efforts and respect for human rights.

Although most UN gender-related policies and guidelines refer mostly to women and men, this gender brief included, gender equality serves to the advantage of men and women, girls and boys and all individuals/groups marginalized and/or discriminated against on behalf of their sex, gender, sexual orientation, or bodily characteristics. Gender equality cannot be achieved without recognizing, and addressing, the fact that individuals face different, often contextually specific, forms of discrimination (e.g. due to gender identity, sexual orientation, class, religion, caste, ethnicity, age, disability, location, among others). Thus, gender mainstreaming should be sensitive and responsive to all diverse and intersecting forms of discrimination that individuals face. It should also bear in mind that given the specific physical, mental and psychological developmental needs and vulnerabilities of children it is important to distinguish them from adults and to adopt both a gender and child-sensitive approach to gender-mainstreaming¹.

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as girl's, boy's and men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetrated. The ultimate goal is to achieve gender equality.

*Economic and Social Council
agreed conclusions 1997/2*

The purpose of this brief

This brief is for UNODC staff working on **preventing terrorism**. Its aim is to assist in mainstreaming a gender perspective in the development of programmes and projects to assist Member States in implementing international instruments related to the prevention of terrorism, the relevant Security Council resolutions, and the UN Global Counter-Terrorism Strategy. It identifies some of the main issues related to gender and terrorism to help in the situational analysis and provides some practical tips on how to mainstream gender in formulating project objectives, outcomes, outputs, indicators and activities.

Please bear in mind: (1) This brief is meant to be a short and simple overview of key issues. Selected resources are provided at the end if there is a want/need to dig deeper into this theme. (2) This brief should be seen as a starting point for discussion on this topic.

The structure of this brief follows that of the UNODC project/programme template and the UNODC gender mainstreaming checklist (annexed). The brief, additionally, complements the “Guidance Note for UNODC Staff: Gender Mainstreaming in the Work of UNODC” and the “UNODC Results-based Management and the 2030 Agenda for Sustainable Development Handbook”. Check out the other four gender briefs for interlinkages between specific projects and other thematic areas www.unodc.org/gender.

1. Situation analysis

Engendering the situational analysis

Incorporating a gender perspective into the situational analysis is the most important stage in project/programme development to ensure that gender aspects will be reflected in the design of the programme/project (results framework, activities, and indicators). An engendered situation analysis requires sex-disaggregated data and ensures that development projects and programmes incorporate roles, needs and participation of women, men, girls and boys.

1.1 The Problem

General questions to keep in mind when formulating the project/programme

- ◆ Is there someone with gender knowledge/expertise in the assessment/formulation team who can assist in ensuring that gender issues relevant to terrorism prevention have been systematically identified?
- ◆ Do the various assessments (needs assessment, situational analysis, stakeholder assessment or problem analysis) and methodologies include gender issues in the information gathering and analysis phase?
- ◆ What is the expected impact of the project on women and men members of the LGBTI community / individuals with variations in sex characteristics, diverse sexual orientation and/or diverse or plural gender identities?
- ◆ Has there been an analysis of the positive and/or unintentionally negative implications the programme activities could have on men and women, and individuals with variations in sex characteristics, diverse sexual orientation, and/or diverse or plural gender identities?
- ◆ What is the expected impact of the project on women and men, boys and girls? Has there been an analysis of the positive and/or unintentionally negative implications the programme activities could have on men and women?
- ◆ Is a specific gender analysis needed to understand the different implications for men and women and individuals with variations in sex characteristics, diverse sexual orientation, and/or diverse or plural gender identities?
- ◆ Is the project based on data and evidence gathered in a gender-sensitive manner e.g. sex disaggregated data, focus groups with both men and women, separate women focus groups if needed etc.?
- ◆ What do gender-based power structures in the country/region being covered look like (e.g. access to resources, services and rights by women and men, girls and boys as well as individuals with variations in sex characteristics, of diverse sexual orientation and/or diverse gender identities)?
- ◆ What is the policy and legal framework on gender equality issues and what governmental institutions exist to implement gender equality policies in the country/region being covered?
- ◆ What are the key issues related to the empowerment of women and gender equality that are being addressed by the project/programme?

Specific thematic questions to keep in mind when formulating the project/programme

- ◆ Do terrorist activities affect women and men differently? How and why? Consider both direct and indirect impacts.
- ◆ Do men and women victims have different capacities to recover from and seek redress for terrorist activities? How and why?
- ◆ Are there differences in how men and women become associated with terrorist groups (factors of radicalization and recruitment methods), the roles they fulfil and the levels of violence in which they engage? What are these differences and why?
- ◆ What are the gendered impacts of counter-terrorism measures? In the country of origin? Abroad?
- ◆ How can counter-terrorism measures promote, rather than hinder, gender equality?
- ◆ Are female and male perpetrators of terrorism treated differently by the criminal justice system? How and why?
- ◆ Is there a gender-sensitive approach to the investigation, prosecution and adjudication of terrorism cases, as well as deprivation of liberty in connection with terrorism-related offences?
- ◆ Is there criminal investigation and prosecution of sexual and gender-based violence perpetrated by terrorist groups?
- ◆ Is gender-sensitive research and data collection needed on women's role in violent extremism?
- ◆ Are men's and women's roles in prevention and response efforts related to violent extremism and terrorism taken into account?
- ◆ Is there understanding for counter-terrorism in the context of the international legal and policy framework for women's rights and gender equality?
- ◆ Have women and other underrepresented groups in national law enforcement and security agencies, including as part of counter-terrorism prevention and response frameworks been included?
- ◆ Is there a need to build capacity of women and their civil society groups to engage in prevention and responses efforts related to violent extremism?
- ◆ What are the interrelated issues— and issues pertaining to 'intersectionality' that compound the multiple disadvantages experienced by women?

1.2 Counterpart Capacity

- ◆ Include a broad set of actors, including governments, civil society and women's and human rights organizations, LGBTI organisations, youth organisations, when mapping and meeting with partners and stakeholders.
- ◆ Ensure to understand the cultural context in which men and women, and individuals with variation in sex characteristics, diverse sexual orientation and/or diverse gender identities, can operate. For instance, are the premises where meetings with counterparts will be arranged accessible to both women and men? Does there need to be a separate meeting place for men and women? Do women need financial support to be able to travel to the meeting venue? Are women able to travel alone to the meeting venue? Are women able to meet at the suggested times or are they bound up by household tasks/agricultural tasks/child care, etc.? What measures can be taken to ensure equal access to and the active participation of men, women and individuals with variation in sex characteristics, diverse sexual orientation, and/or diverse gender identities at the meeting/event? What is the nature and extent of women's and men's, and individuals with variation in sex characteristics, diverse sexual orientation, and/or diverse gender identities participation in the programme? What barriers to participation are being experienced? Why do the barriers exist? How can the barriers be overcome?

1.3 Strategic Context

- ♦ What is the policy framework on gender equality issues and what governmental institutions exist to implement gender equality policies in the country/region being covered?
- ♦ What do gender-based power structures in the country/region look like (e.g. access to resources, services and rights by women and men)?
- ♦ Are laws, policies, and strategies pertaining to countering terrorism sensitive to the needs, roles, and capacities of men and women, individuals with variation in sex characteristics, diverse sexual orientation, and/or diverse gender identities?

1.4 Synergies with other projects/programmes and organizations

- ♦ Are lessons learnt and best practices on gender equality and women's empowerment from UNODC and other relevant organizations and UN entities incorporated?
- ♦ Have key findings and recommendations emanating from relevant research, other UN entities and project/programme evaluations, been incorporated?

1.5 Target Groups

- ♦ Has a comprehensive mapping of stakeholders been made to speak to during the situation analysis? Has said list been disaggregated by sex in order to ensure that it is as gender-balanced as possible? Have women and individuals with variation in sex characteristics, diverse sexual orientation, and/or diverse gender identities been consulted equally with men during the formulation process, especially female beneficiaries? Are persons knowledgeable about gender issues in the country among the list of stakeholders?
- ♦ Have the formulation teams consulted men and women about their concerns, priorities, opinions and solutions to key issues, including gender experts, women's organizations, government women policy agencies within—i.e. agencies dedicated to promoting gender equality and improving the status and conditions of women within the state bureaucracy.
- ♦ Does the project/programme ensure that both women and men, individuals with variation in sex characteristics, diverse sexual orientation, and/or diverse gender identities can access and participate in project/programme activities (target at least 30 % of whichever gender is underrepresented)?
- ♦ Have public agencies dedicated to promoting gender equality and improving the status and conditions of women within the state bureaucracy been consulted?
- ♦ Have consultations been held with women's organizations and justice professions e.g. chapters of the National International Federation of Women Lawyers (FIDA); Women's Alliance for Security Leadership²?
- ♦ Have external gender experts, such as academia, civil society and national/donor counterparts who work on the issue of gender and/or terrorism, been consulted?
- ♦ Have other UN agencies, such as UN Women (e.g. UN Women's Global Programme on Preventing Violent Extremism) and UN Office of Counter-Terrorism (UNOCT) been consulted?
- ♦ Has the Counter-Terrorism Committee Executive Directorate (CTED) been consulted³?
- ♦ Have resources/reports been consulted developed by the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism⁴?
- ♦ Have resources/reports been used developed by the United Nations Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict?

1.6 Gender Issues

- ♦ Is there a need to develop activities targeting individuals who may be underrepresented (on the grounds of gender, sex, sex characteristics, sexual orientation or gender identity), to ensure that they benefit equally from the project?

- ◆ How is the project/programme reaching out to engage underrepresented persons in its activities?
- ◆ Is the project/programme concept consistent with UN commitments on gender equality and women's empowerment?
- ◆ How does the project contribute to the overall goal of gender equality in the country?
- ◆ Is there a possibility that existing inequalities will be made worse by the project/programme?
- ◆ Is gender sensitive language used within resources, reports, promotions, etc. developed for the project/programme?
- ◆ Does the communication material promoting the project/programme portray women, men and individuals with variation in sex characteristics, diverse sexual orientation, and/or diverse gender identities in a way that does not reinforce gender stereotypes?
- ◆ Does the data and indicators used to develop the project/programme call attention to different needs and interests based on sex, sexual orientation, sex characteristics and gender identity?
- ◆ Does the project/programme combat gender-based discrimination or gender stereotypes directly or indirectly?

1.7 Human Rights

- ◆ What is the policy framework for human rights and women's rights in the area of intervention of the project/programme?
- ◆ Have the human rights conventions and domestic laws that apply to the project/programme been identified?
- ◆ Has a human rights risk assessment been conducted⁵, including checking the human rights record of the counterparts that the project/programme aims to engage? Have measures been developed to mitigate potential human rights violations related to project implementation?
- ◆ What national and/or regional policies and strategies exist on gender equality and women's empowerment?
- ◆ Do national and/or regional action plans exist for issues such as combatting trafficking; women, peace and security, gender equality, women's empowerment and gender parity?
- ◆ Has the country that the project/programme concerns signed *The Convention on the Elimination of All Forms of Discrimination against Women* (CEDAW)?
- ◆ Does the country that the project/programme concerns partake in the *Commission on the Status of Women* (CSW)?

2. Project/Programme Description

Highlighting the link between countering terrorism, gender and the 2030 Agenda

Understanding how the SDGs are interlinked with the mandated area and gender makes for better policies and more effective action to attain sustainable development targets. Projects and programme documents could consider the following points to highlight the link between gender, development and terrorism (SDGs 5 and 16):

- ◆ Strengthening the legal regime against terrorism in a gender-sensitive manner which targets SDGs 16 and 5. This promotes and strengthens a functional criminal justice response against terrorism in accordance with the rule of law (SDG 16) and is aimed at mainstreaming gender perspectives, eliminating discrimination and strengthening respect for women's rights during the investigation, prosecution and adjudication of terrorism cases and in delivering assistance to victims of terrorism (SDG 5).
- ◆ Practical integration of gender into all aspects of counter-terrorism programming can only occur in the context of broader guarantees of human rights for women. Terrorism prevention programming should be informed by understanding the causes of gender inequality to ensure it does not contribute or reinforce gender inequalities but rather, where possible, contributes to transformative responses.
- ◆ Terrorism supports gender inequalities (underlying ideologies and mindsets of terrorist groups tend to fuel violence against women, restrict their mobility, and their enjoyment of other human rights) and vice versa, gender inequalities support terrorism e.g. terrorist groups have strategically used male-dominated structures and gender norms to their advantage.
- ◆ UN Global Counter-Terrorism Strategy Review (2018) referenced research that shows an inverse correlation between gender equality and violent extremism.
- ◆ The promotion and protection of women's rights and gender equality need to be integrated into all counter-terrorism programmes and strategies and should not be seen just as a means for counter terrorism.

2.1 Location and Duration

- ◆ Are project/programme activities held in a place that is safe for women and individuals with variation in sex characteristics, diverse sexual orientation and/or diverse gender identities? Do security measures need to be taken to allow them to partake in project/programme activities?
- ◆ Does the project/programme hold activities at times when both women and men can attend per the region (before or after work hours, not at night, not during prayer times, etc.)?
- ◆ Will activities be held during a time of year that does not interfere with activities/events already being held in the region (after/before harvest, not during cultural/religious festivals, etc.)?
- ◆ Are activities held at a place that is suitable for children in case childcare is not affordable or cannot be found by participants?

2.2 Logical Framework - Engendering the results chain

Try to make the issue of gender visible in the results chain. This is really important for UNODC as the Office often operates in contexts in which gendered norms are deeply embedded and/or with teams and partners that do not easily identify the gender issues. In formulating project objectives, outcomes and outputs, consider:

- ◆ Linking the prevention of terrorism to improving gender equality and sustainable development or vice versa – improving gender equality from a multi-pronged approach to prevent terrorism.
- ◆ Do the project/programme outputs provide information as to how the project/programme will impact the situation with regard to women and to men independently?
- ◆ Do the project/programme objectives explain how the project/programme contributes to improving gender equality?
- ◆ Do the project/programme outcomes include relevant gender aspects?

- ◆ Are the project/programme indicators defined in a way that can measure success in terms of effective integration of a gender perspective?
- ◆ Have the project/programme activities been designed to ensure the involvement of both women and men? Is there a gender balance within the target groups?
- ◆ Are specific issues that affect mainly women addressed, according to the situation analysis and prioritization of issues.
- ◆ Where relevant, are issues that affect mainly or only individuals of diverse sexual orientation and gender identities addressed? (e.g. in prisons; in access to justice and legal aid; in responses to different types of crime and violence)
- ◆ Is it possible to have the main participants and/or leaders be women in relevant outputs, according to the situation analysis and prioritization of issues?
- ◆ Are some of the main beneficiaries women in relevant outputs, according to the situation analysis and prioritization of issues?

Results chain	Practical tips	Gender sensitive examples
Project objective:	Formulate project objectives to link the prevention and combating of terrorism to improving gender equality and sustainable development.	E.g. The legal regime against terrorism is strengthened in support of SDGs 16 and 5.
	Formulate project objectives to address one or more issues that affect mainly women	E.g. Human rights of women and girls are protected, and counter-terrorism efforts do not stereotype women and girls.
Outcomes:	Formulate outcomes that describe which gender dimension of each outcome wanted to be achieved.	E.g. Laws, procedures, policies and practices related to counter-terrorism in country X have integrated gender dimensions. E.g. Gender perspectives in witness protection, imprisonment and detention of terrorist suspects and victim support have been strengthened.
	Formulate outcomes to address one or more issues that affect mainly women.	E.g. Terrorism prevention efforts counter women and girls' involvement in violent extremism, including by identifying gender dynamics in radicalization leading to terrorism. E.g. Women victims of terrorism are recognized and supported, taking into account the differential needs of women and men.
	Formulate outcome in order to be able to provide information as to how the project will increase capacity of women leaders/participants.	E.g. States recognize and promote the different roles of women and girls as critical stakeholders in countering violent extremism, including in developing more localized, inclusive, credible, resonant, and effective approaches.
	Formulate outcomes where main participants are women.	E.g. Civil society organizations, including women's groups, participate actively and effectively in terrorism prevention efforts
Outputs	Formulate outputs to provide information as to how the project will impact the situation with regard to women and men independently.	E.g. Training module on gender dimensions of criminal justice responses to terrorism developed. E.g. Improve involvement of men and boys in mainstreaming gender and advancing women and girls' participation in inclusive efforts to prevent and respond to violent extremism.
	Formulate outputs to provide information as to how the project will address one or more issues that affect mainly women.	E.g. Improved regional cooperation in criminal matters regarding the participation of women in terrorist activities.
	Formulate the outputs to provide information as to how the project will increase capacity of female leaders/participants.	E.g. Increase participation of women's groups in designing, implementing and monitoring of counter-terrorism measures.

Activities	Design activities explicitly to mainstream gender.	<p>E.g. Training courses with the aim of strengthening law enforcement and judicial officers' in gender sensitivity in interviewing suspects, witnesses and victims in terrorism cases, and in witness protection.</p> <p>E.g. Skills development for women's rights advocates to advance inclusion of gender equality in counter-terrorism measures</p>
	Design activities to address one or more issues that affect mainly women.	<p>e.g. Capacity building activities targeting female officials, parliamentarians, judges, law enforcement officers and other government representatives to encourage and promote women's inclusion in counter-terrorism efforts.</p> <p>E.g. National workshops on the investigation of crimes committed by Foreign Terrorist Fighters, particularly sexual and gender-based crimes.</p> <p>E.g. National workshops on women's involvement in terrorist activities, including in FTF cases.</p> <p>E.g. Build and use evidence-based approaches to identify and effectively address the factors that lead to women and girls' involvement in violent extremism and terrorism.</p>

2.3 Logical Framework - Guidance for the development of gender sensitive indicators

It can be challenging to ensure indicators are defined in such a way that can measure gender-related changes over time. Remember:

- ◆ Performance indicators should be formulated in a manner that they are able to measure changes for both women and men (and different groups of women and men) and how successful the programme is in achieving transformative gender-related sustainable development results.
- ◆ All indicators should be disaggregated by sex wherever possible. But remember, sex ratios alone are insufficient indicators for gender equality. While equal participation and representation are supporting factors for achieving gender equality, alone they are insufficient.
- ◆ Measuring equal opportunities and equal access to resources for women and men is more qualitative in nature and more oriented at outcomes of policies, processes and interventions.
- ◆ Adequate indicators for gender equality therefore focus on the substance and the quality of outcomes. This helps identify the gender differentiated impact of interventions.
- ◆ Use a combination of quantitative and qualitative indicators so as to cross-check results.
- ◆ The advice of keeping indicators to a limited number as not to overload the project still holds. However, care must be taken not to select only the easy ones that are less relevant to gender mainstreaming. When identifying gender indicators, pay attention to how to verify these.

Performance indicators	Guidance for gender mainstreaming	Examples of gender indicators
Quantitative indicators Measures quantity, number, ratio or percentage Such data can show changes in gender equality over time (e.g. number of women in senior positions in justice institution compared to men) Important to mention <i>targets</i> in order to go beyond the mere tracking of information – this provides more scope for transformative gender action	<u>General tips:</u> ✓ Rather than using gender neutral terms, such as experts, society, citizen, etc., explicitly state men and women (and other individuals based on gender identity and expression where appropriate). <u>Tips re: indicators for training/capacity building</u> ✓ Numbers of trainers and trainees disaggregated by sex and other characteristics is required for meaningful gender analysis (e.g. position in the organization). ✓ Consider including another indicator that measures whether the training and legal tools themselves mainstream a gender perspective. <u>Tips regarding surveys</u> ✓ Disaggregate all relevant questions in survey by sex, such as including sex of both respondents and public officials. ✓ Measure the incorporation of gender-sensitive questions into the survey. ✓ User satisfaction surveys should be able to measure satisfaction to conditions or situations that affect men and women differently. <u>Tips regarding knowledge products</u> ✓ Include number or percentage of reports, publications and conference proceedings that reflect the difference of impact between women/men. <u>Tips regarding beneficiaries</u> ✓ Achieving higher participation of an under-represented or disadvantaged sex in a given activity is always desirable; however, the project is not necessarily gender sensitive just because higher rates of women can take part in the programme. It does not necessarily mean that the programme is tailored to the needs of both men and women. ✓ Formulate indicators to measure changes in power relations between women and men over time, e.g. increase in the number of female staff members in management positions. ✓ Clients should include representatives from various gender, age and ethnic groups.	The number of counter-terrorism programmes developed that take into account the differential conditions or situations of men and women as victims, as perpetrators and/or as agents of change.
		Country X counter-terrorism programme includes at least one high-level result on gender equality and empowerment of women which will contribute to meeting SDG goals with reference to Goals 5 and 16.
		Number of standardized risk assessments that integrate gender into their design, implementation and monitoring.
		The proportion of men and women among target groups of counter-terrorism activities.
		The number or percentage of case studies and training modules where gender has been explicitly mainstreamed [or the number or percentage of case studies and training modules that address gender-related issues and gender stereotypes]. Baseline: 15% of police officers trained on gender-responsive counter-terrorism measures, target: 30% of police officers trained in (...)
Qualitative indicators Measure women and men's experiences, opinions perceptions, judgments Such data is collected through participatory methodologies such as focus group discussions and social mapping tools or through surveys measuring perceptions and opinions.	<u>General tips</u> ✓ Formulate indicators to be able to evaluate the increase in women's levels of empowerment or in attitude changes about gender equality. ✓ Formulate indicators to measure changes in power relations between women and men over time, e.g. shift in ideology employed by government in working with counter-terrorism programmes. ✓ Formulate indicators to measure the outcomes of a particular policy, programme or activity for women and men or changes in status or situation of men and women, for example: levels of participation. <u>Tips re: indicators for training/capacity building</u> ✓ Measure the outcomes of the training on how the institution responds to the differentiated aspects faced by women and men and the promotion of gender equality. <u>Tips regarding beneficiaries</u> ✓ An indicator about whether certain activities have been designed to take into account male and female needs	Women and men's experiences as terrorist suspects in the criminal justice system. [Identification of criminal laws and procedures that men and women have different exposure to].
		Women and men's attitudes with regard to counter-terrorism efforts and gender. Indicators could be developed in the form of a scale of questions about CT efforts which could include attitude questions that reflect harmful gender stereotyping as well as reflect more gender equitable views. For each indicator, 3 potential answers: I agree; I partially agree; I do not agree. This can assess changing attitudes among law enforcement or others about gender roles over time.

3. Project/Programme Management

3.1 Staffing

- ◆ Does the assessment team/formulation team include a member with gender knowledge / expertise?
- ◆ Has the formulation team informed themselves substantively on the gender dimensions of the thematic area of work?
- ◆ Does the assessment team/formulation team include both women and men?
- ◆ Who participates in decision making on the assessment/formulation team? Are women and men given an equal voice?
- ◆ Is there equal opportunity for women and men in terms of management and implementation arrangements of the project/programme?
- ◆ Have gender focal points per the region been contacted and included within the assessment/formulation team?
- ◆ Do women comprise an integral part of the assessment/formulation team?

3.2 Budget

Including a gender perspective in the project/programme budget can mean that there is a separate budget line for the underrepresented sex e.g. if it is necessary to have special activities targeting women. However, it does not necessarily mean that the budget includes a separate women's budget, but that the project/programme budgets include a gender equality perspective.

- ◆ Should the budget include support for travel if this is necessary to allow for women's participation?
- ◆ What are the costs connected to separate consultations with women and men?
- ◆ Would the project/programme benefit from including a gender expert?
- ◆ Was gender equality kept in mind when developing the budget?
- ◆ Is there budget allocation to implement women's empowerment and gender-sensitive activities?
- ◆ During implementation, are expenditures being spent as planned in regard to gender mainstreaming? If not, re-allocate.

3.3 Monitoring

It is important to monitor gender issues at both output and outcome levels of the log frame, not only in order to document results, but also to learn what has worked and what has not. There has been a tendency to merely document the results of activities and outputs, e.g. 'number of women trained'. To understand the impact of a project/programme, objectives need to also be monitored such as, 'women's control and access to land; women's access to resources, understanding and catering to women's needs as well as men's and monitoring the assumptions for organizing training i.e. training that leads to enhanced empowerment, implementing policies of assumptions, such as the one that training leads to empowerment. This requires that the project includes gender sensitive and gender targeted indicators as well as collecting sex disaggregated data.

For gender sensitive evaluation please use the *UNODC Brief for Project/Programme Managers: Mainstreaming Gender in UNODC Evaluations*⁶.

4.Examples of gender aspects in Projects/Programmes Preventing Terrorism

Gender and terrorism have increasingly become a subject of academic research. At the international level, there has also been more focus on gender mainstreaming and using a 'whole-of-society approach' by key counter-terrorism policy instruments⁷. UNODC should use an evidence-based and contextualized understanding of terrorism and gender to inform project/programme design. Appreciating that gender norms and terrorism vary depending on region and country, the research highlighted below is meant to provide further guidance on the issues that may need to be researched more during the situation analysis.

→Examples of gendered impacts of terrorist and violent extremist activities on victims

- Men and women can be vulnerable in different ways when a terrorist attack occurs. The differential impact of terrorism on women and girls include gender-based violence such as abductions, early and forced marriages, rape, sexual slavery, forced labour, attacks on women human rights defenders, as well as attacks on girls' access to education and restriction on their freedom of movement.
- In some communities, women, particularly those facing multiple forms of discrimination, can be amongst the most marginalized in society and, therefore, can be particularly detrimentally affected by the social impacts of terrorist activities while having fewer resources to be able to recover.
- Women and men victims have different abilities and experiences in accessing victim assistance and protection services (thus requiring gender-responsive approaches e.g. female first responders, developing gender sensitive investigative and prosecution procedures for female victims and witnesses).

→Examples of gender and the drivers of radicalization and roles in terrorist groups

- Both women and men are involved in the commission of terror-related offences, but more research needs to be done in order to determine the differences in how men and women become associated with these groups, as well as the role they fulfil once recruited and the levels of violence in which they engage.
- Gender is crucial to understanding agency in terrorism and in the context of the criminal justice system. Women and men do not do terrorism differently based on their biological makeup; instead, terrorists live in and terrorism occurs in a gendered world. There are 'engendered' drivers of radicalization, motivation and roles in terrorist organizations.
- Researchers caution against 'essentializing' women and men. Gender essentialism is the attribution of a fixed essence to women and men which is assumed to be universal and is generally identified with those characteristics viewed as being specifically feminine or specifically masculine. Gender essentialism is both informed by gender stereotypes and reinforced by them. For example, the traditional gender stereotypes that view males as active and fighters and females as passive and peaceful still persist in analysing gender and terrorism and influence policies and programmes.
- While numbers are unclear and there is still a need to collect more sex disaggregated data, one scholar noted women make up as much as 30% of terrorist organizations worldwide⁸; another study showed 13% of foreign terrorist fighter (FTFs) were women; and a United Nations Office of Counter-Terrorism (UNOCT) 2019 report noted that 13% of the nearly 5000 western foreign terrorist fighters who travel to Syria and Iraq are women and that the flow of women, especially from western countries, is increasing, while the flow of men has declined⁹.
- Since women and men are not homogenous groups, there is no single, all-encompassing explanation for female or male radicalization. Women living in different contexts, with different life experiences and needs, and different individual trajectories have joined terrorist groups. The drivers could be ideological or non-ideological. In many cases, economic factors (which particularly affect women, such as dependency and lack of decision-making power over household finances), as well as a desire for greater independence could be crucial incentives. The local drivers of radicalization

could vary significantly from those applied to FTFs. Human rights violations, and particularly violence against women, constitute important drivers which remain understudied.

- Motivations for supporting terrorist groups or becoming involved in their activities: some researchers suggest that women's motivations are similar to that of men's, including but not limited to, political motives; seeking revenge; wanting group dynamics and social ties. Others stress women's gender-specific reasons for committing terrorism, including but not limited to, male relatives manipulation into terrorism; seeking a feminist equality to men in death as a martyr; seeking revenge for the death of a loved one; a relationship with a male terrorist; respect for women who can act like a male terrorist; and rape, resulting in decreased social position and the need for redemption through suicide.
- Caution about overemphasis on women involved in terrorism and the feminine motivations of romance and failed motherhood as this diminishes women's political agency if we see them as passive or as victims of men who are associated with terrorist groups. It is more appropriate to pay attention to the context of particular cases of terrorism and listen carefully to women and men.
- Research suggests men and women often play different roles in terrorist organizations. While men's roles include leadership positions and active combatants, women associated with terrorist groups more often fulfil supporting roles, as recruiters; fundraisers; providing logistical support, such as smuggling munitions; as spies; and providing domestic support to family members who are part of terrorist groups. In some context, women are recruited to be brides and homemakers¹⁰. It is important, however, to be critical of stereotyping women when considering the roles of females in terrorist groups. This is also true when characterizing women associated with terrorist activities as persons who transgress their gender roles of 'nurturers', or their 'intrinsic peacefulness'. There needs to be more research to better understand where and how women participate in terrorism and violent extremism.
- Terrorism studies increasingly emphasize how terrorists leave violent organizations and how terrorists experience de-radicalization. How they negotiate new social networks and find employment have gender dimensions. More research needs to be conducted on how women terrorists function in new social and employment context after leaving violent groups.

→Examples of gender dimensions in criminal justice responses to terrorism

- Women and girls come into contact with the criminal justice system both as victims and perpetrators. Gender stereotypes can lead to women's agency being negated or underestimated, and therefore, women not being charged for conduct that would lead to charges if committed by a man.
- However, criminal justice systems compounded with conventional security-centric approaches to counter-terrorism, can impact women in distinct ways.
- Changes in the definition and criminalization of acts of terrorism have profound effects on women. This includes criminalization of preparatory and support acts, leading to increased prosecution of women who engage in such behaviour as terrorist offenders. While prosecution rates and judicial approaches to this issue vary significantly across jurisdictions, research has suggested that in some cases, there is a tendency to give women more lenient sentences for terrorist offences than men. Additionally, rehabilitation programmes are often designed for men only, and women are often provided with inadequate rehabilitation support.
- Sexual and gender-based violence is part of the strategy and tactics of some terrorist groups, including for recruitment and financing purposes, and to advance the destruction of victim communities. However, the use of sexual and gender-based violence as a tactic of terrorism is often neglected in bringing terrorists to justice.
- Gender should be mainstreamed throughout the justice and security sector, including in the working methods and training and improving inclusivity of justice institutions. This includes increasing the recruitment, retention, and advancement of women in these sectors. For specific examples, see UNODC's *Gender Dimensions of Criminal Justice Responses to Terrorism*¹¹.

→Examples of gendered impacts of counter-terrorism measures

- Be careful that counter-terrorism measures do not reinforce gender inequality or stereotypes. For example, in the past, women suicide bombers were not envisioned and due to women's ability to dress in loose clothing or look pregnant it was possible for them to get through checkpoints with bombing materials. In a context where check-points and searches are frequent, the lack of female officers may restrict women's presence in public places, as social norms require them to avoid the risk of being searched by male officers. Another example is employing women's position in the family as one way to stop men's radicalization may risk the status and safety of women in their families and communities. Hence the need to include women in discussions of counter-terrorism measures.
- Counter-terrorism measures might have differential impacts on women's human rights if gender considerations are not integrated into their design, implementation and monitoring. More effective data collection is essential but also in-depth qualitative research is needed.
- Counter-terrorism measures such as procedures affecting immigration and asylum, terrorist financing laws, development and foreign policy can have differential impacts on men and women; be based on gender stereotypes, including those relating to sexual orientation and gender identity; and exacerbate existing gender stereotypes.
- Counterterrorism strategies can also lead to the victimization of women who are related to terrorism suspects. Research shows that, in some countries, wives, sisters and mothers of male terrorism suspects are disproportionately arrested for the crimes of their relatives and prison conditions for them are questionable e.g. strip searched by male guards, interrogations include sexual offensive language deemed to be gendered verbal abuse.
- Measures against the financing of terrorism such as terrorist designations, regulations of charities and assistance to foreign governments can have particular impacts on women and men, such as weakening local women NGOs and impeding civil society empowerment.
- The implementation of counter-terrorism measures often errs on the side of security caution over women's rights protection.

→Examples of gendered approach to preventing and countering terrorism

- Because women are stereotyped as being more naturally peaceful than men, it comes as no surprise that they garner much attention when they take part in peace movements. Women also demonstrate agency by asserting that women make a difference when they stress gender as an important dimension of peace settlements.
- Women's rights movements have been at the forefront in mobilizing against the risk of religious and political violent extremism. They can help formulate responses that are more localized and inclusive.
- Research shows that having women participate equally in security services ensures that those platforms are more responsive to the diverse needs of the community.
- Research has shown that women, especially mothers, carry authority within their families and communities, which can translate into positive influence against violent extremism.
- In related fields, the involvement of mothers has been shown to help reduce gang recruitment. Comparatively, integrating women into police forces can help limit excessive use of force, reduce community tensions and provide opportunities to access marginalized communities.

UNODC's tools and publications on terrorism prevention and gender

The Terrorism Prevention Branch has been implementing projects and activities aiming to assist Member States in integrating a gender perspective across the spectrum of government responses to terrorism, in cooperation with UN Women, OHCHR, and the Office of the Special Representative of the SG on Sexual Violence in Conflict.

Dossier of promising practices UNODC, in close cooperation with UN Women, has developed a project in South Asia and South-East Asia aimed at consolidating promising national practices in gender mainstreaming through policies and laws on countering violent extremism leading to terrorism.	Handbook- 2019 UNODC has developed a handbook, published 2019, on Gender Dimensions of Criminal Justice Responses to Terrorism . This publication provides legal analysis and legal and policy recommendations, based on international standards and good practice, to assist a range of criminal justice actors in addressing some of the key gender issues arising in the criminal justice response to terrorism.	Training module UNODC has developed a ' Nigeria Training Module on Gender Dimensions of Criminal Justice Responses to Terrorism '. This training tool is aimed at Nigerian justice sector practitioners, including public prosecutors, judges, investigators and other law enforcement officials, legal advisors of law enforcement agencies, defence lawyers and women's rights advocates. The module provides practical guidance on mainstreaming gender in criminal justice responses to terrorism specific to the Nigerian legal framework, as well as international and African regional law and good practice.
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Checklist for mainstreaming gender when developing programmes/projects

	Date:	Project/programme/programme Manager:		
	Project/programme/programme Number:	Project/programme/programme Name:		
Project/programme Component	Question	Yes	No	
1. Situation Analysis		s	*	
		Partially*	Comments*	
The Problem	1.1. Does the background/context analysis of the project/programme examine: a) the different situations of women and men, boys and girls. If yes, what strategies will be implemented to address gender-related constraints to tailor the deliveries to meet the needs of both sexes b) the expected impacts the project/programme will have on the different groups.			
Counterpart Capacity	1.2. Are women/gender focused groups, associations or gender units in partner organizations consulted in the project/programme development?			
Strategic Context	1.3. Is the different impact of policies, regional and national strategies on women and men, boys and girls considered?			
Synergies with other projects/programmes	1.4. Are lessons learnt and best practices on gender equality and women's empowerment incorporated? Have key findings and recommendations emanating from relevant research, other UN entities and project/programme evaluations been incorporated?			
Target Groups	1.5. Does the project/programme include strategies to reach out/identify the underrepresented sex that would benefit from the project/programme?			
Gender Equality and Women's Empowerment	1.6. Does the project/programme include targeted actions for gender equality and women's empowerment? Are gender aspects included in non-targeted actions?			
Human rights	1.7. Have national and/or international policies on women's rights been consulted?			
2. Project/programme description				
Location and Duration	2.1. Does the project/programme ensure that both women and men can access and participate in project/programme activities (target at least 30 % of whichever gender is underrepresented)? 2.2. Are outcomes, outputs and activities designed to meet the different needs and priorities of women and men, boys and girls?			
Logical Framework				
Logical Framework	2.3. Does the results framework include gender responsive indicators, targets and a baseline to monitor gender equality and women's empowerment results?			

Logical Framework	2.3. Does the results framework include gender responsive indicators, targets and a baseline to monitor gender equality and women's empowerment results?				
3. Project/programme management		Yes	No	Partially*	Comments*
Staffing	3.1 Is there gender balanced recruitment of project/programme personnel and gender balanced representation in project/programme review committees?				
Budget	3.2 Have adequate financial resources been allocated for the proposed gender activities?				
<p>DO YOU NEED MORE SUPPORT OR INFORMATION PLEASE CHECK OUT OUR WEBSITE WWW.UNODC.ORG/GENDER OR CONTACT THE GENDER TEAM AT UNOV- UNODC.GENDER@UN.ORG</p>					
	the project/programme collect and use sex disaggregated data and the information to analyse, monitor and evaluate its implementation in a sensitive manner?				

****Comments are mandatory for each question answered "No" or "Partially".**

** The UNODC Guidance Note on Gender mainstreaming as well as thematic briefs on entry points for gender can be found at <https://www.unodc.org/unodc/en/gender/Resources.htm>

Endnotes

- ¹ In accordance with Article 1 of the Convention on the Rights of the Child which defines a child as “every human being below the age of eighteen years unless, under the law applicable to the child, majority is attained earlier”. United Nations, Treaty Series, vol. 1557, No. 27531.
- ² An independent alliance of women-led civil society actors has established the Global Solution Exchange on Preventing and Countering Violent Extremism to provide regular dialogue on issues, ideas and solutions with States
- ³ The CTED conducts assessments of Member States’ implementation of key Security Council resolutions and have mainstreamed gender into their assessments.
- ⁴ The Special Rapporteur has a mandate to integrate a gender perspective throughout his or her work.
- ⁵ For reference, see the human rights risk assessment template contained in page 35 of the Human Rights Due Diligence Policy on United Nations Support to Non-United Nations Security Forces, 2015. <http://hrbaportal.org/wp-content/files/Inter-Agency-HRDDP-Guidance-Note-2015.pdf>
- ⁶ https://www.unodc.org/documents/evaluation/HumanRights-GenderEquality/UNODC-IES_gender-responsive_evaluation_Briefs-for_Managers.pdf
- ⁷ See 2014 and 2018 UN Global Counter-Terrorism Strategy Reviews and the Secretary-General’s 2016 Plan of Action to Prevent Violent Extremism and General Assembly Resolution 72/194 (2017), UNSCR 2187 (2014) on foreign terrorist fighters, UNSCR 1325 (2000) and 2242 (2015) on women, peace and security, and UNSCR 2331 (2016) and 2388 (2017) on the nexus between trafficking in persons, sexual violence in conflict and terrorism
- ⁸ Ness, Cindy. “In the Name of the Cause: Women’s Work in Secular and Religious Terrorism”, 2006. Available at <https://www.tandfonline.com/doi/full/10.1080/10576100500180337>
- ⁹ United Nations Security Council Counter-Terrorism Committee, Gender Dimensions of the Response to Returning Terrorist Fighters: Research Perspectives, 2019. Available at https://www.un.org/sc/ctc/wp-content/uploads/2019/02/Feb_2019_CTED_Trends_Report.pdf
- ¹⁰ OSCE, Understanding the Role of Gender in Preventing and Countering Violent Extremism and Radicalization That Lead to Terrorism Good Practices for Law Enforcement, 2019. Available at <https://www.osce.org/secretariat/420563?download=true>
- ¹¹ UNODC, Gender Dimensions of Criminal Justice Responses to Terrorism, 2019. Available at https://www.unodc.org/documents/terrorism/Publications/GENDER/1708887_HB_Gender_Criminal_Justice_E_ebook.pdf

Further reading

1.	Aoláin, F. N. (2013). <i>Situating women in counterterrorism discourses: Undulating masculinities and luminal femininities</i> . Boston University Law Review, 93(3), 1085–1121.
2.	Centre for Human Rights and Global Justice Briefing Paper (2012) <i>Women and Preventing Violent Extremism: The U.S. and U.K. Experiences</i> (New York: NYU School of Law).
3.	Cook, J. and Vale, G. (2018) <i>From Daesh to 'Diaspora': Tracing the Women and Minors of Islamic State</i> (International Centre for the Study of Radicalization) https://icsr.info/wp-content/uploads/2018/07/ICSR-Report-From-Daesh-to-'Diaspora'-Tracing-the-Women-and-Minors-of-Islamic-State.pdf .
4.	Cook, J. and Vale, G. (2019) <i>From Daesh to 'Diaspora' II: The Challenges Posed by Women and Minors After the Fall of the Caliphate</i> (International Centre for the Study of Radicalization) https://icsr.info/wp-content/uploads/2019/07/ICSR-Feature-From-Daesh-to-%E2%80%98Diaspora%E2%80%99-II-The-Challenges-Posed-by-Women-and-Minors-After-the-Fall-of-the-Caliphate.pdf
5.	Ortbals, C. and Poloni-Straudinger (2018) <i>How Gender Intersects with Political Violence and Terrorism</i> , Oxford University Press USA.
6.	Schraut, S., & Weinbauer, K. (2014). Terrorism, gender, and history - introduction. <i>Historical Social Research</i> , 39(3), 7-45. https://doi.org/10.12759/hsr.39.2014.3.7-45 .
7.	Sjoberg, L., & Gentry, C. E. (2016). It's complicated: Looking closely at women in violent extremism. <i>Georgetown Journal of International Affairs</i> , 17(2), 23–30.
8.	UNDP and ICAN (2019) <i>Invisible Women: Gendered Dimensions of Return, Reintegration and Rehabilitation</i> . (http://www.undp.org/content/undp/en/home/librarypage/womens-empowerment/invisible-women.html).
9.	UNDP (2012) <i>Blame It on the War? The Gender Dimensions of Violence in Disarmament, Demobilization and Reintegration</i> . http://www.europe.undp.org/content/dam/geneva/docs/IAWG-UNDP-Gender-Dimensions-of-Violence-in-DDR-Blame-it-on-the-war-2012.pdf .
10.	OSCE (2019) <i>Understanding the Role of Gender in Preventing and Countering Violent Extremism and Radicalization That Lead to Terrorism: Good Practices for Law Enforcement</i> . https://www.osce.org/secretariat/420563?download=true
11.	UN WOMEN (2019) <i>Guidance Note: Gender Mainstreaming Principles, Dimensions, and Priorities for PVE</i> . https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2019/gender-mainstreaming-principles-dimensions-and-priorities-for-pve-en.pdf?la=en&vs=5046

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