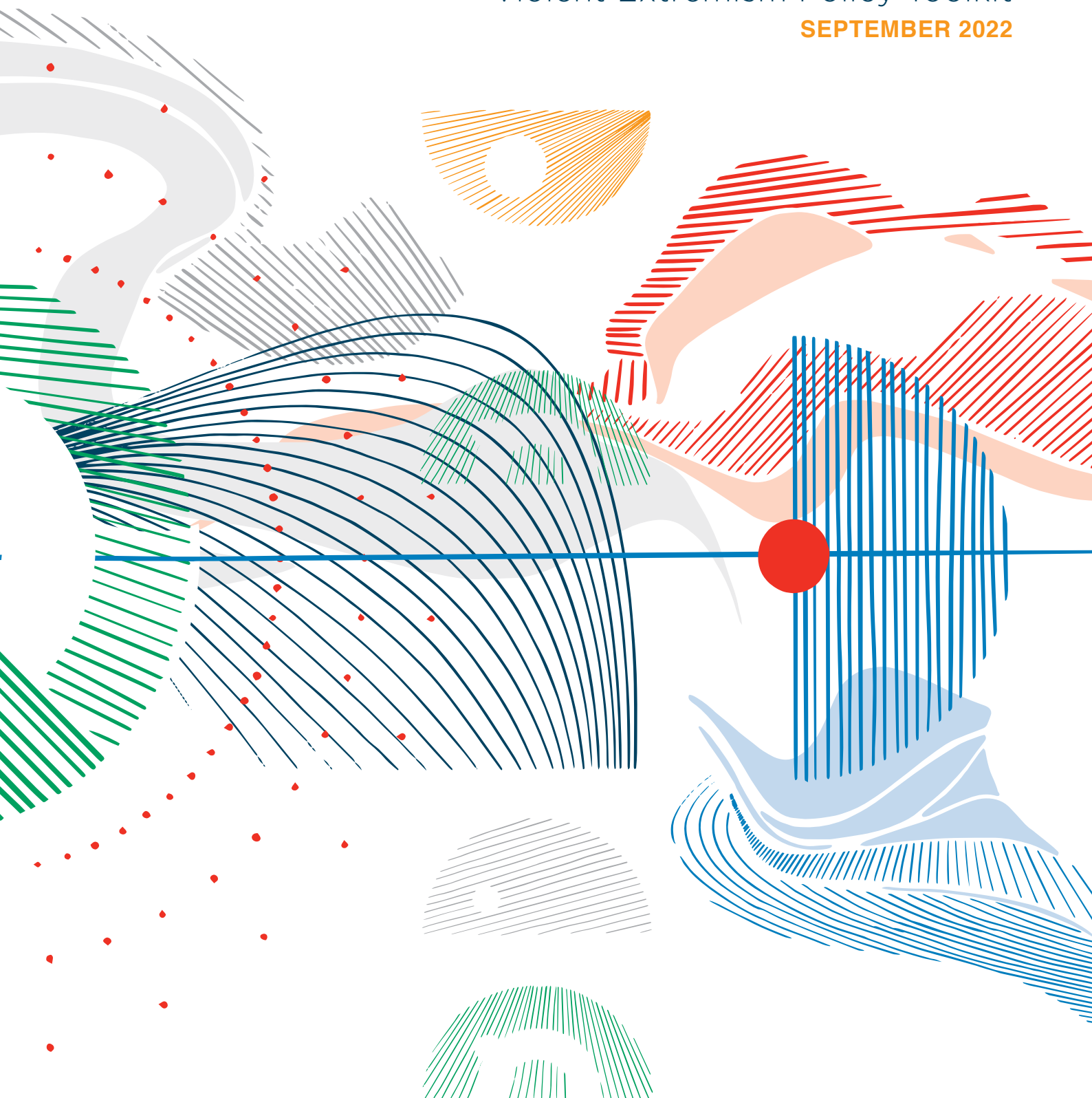# GLOBAL COUNTERTERRORISM FORUM

Gender and Preventing and Countering Violent Extremism Policy Toolkit

SEPTEMBER 2022
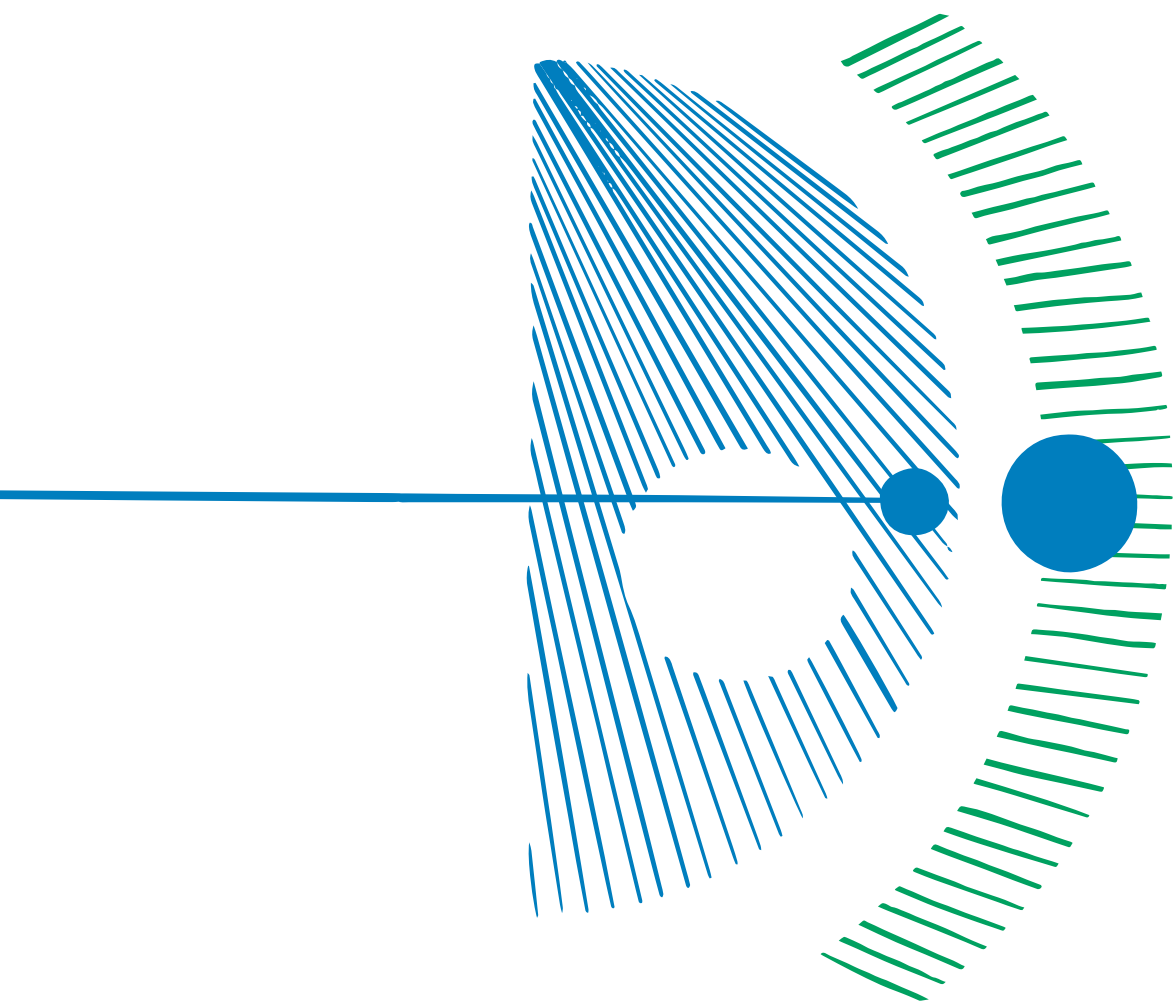
GCTF
GLOBAL COUNTERTERRORISM FORUM

GLOBAL COUNTERTERRORISM FORUM

Gender and Preventing and Countering Violent Extremism

Policy Toolkit September 2022

ABOUT THIS TOOLKIT

UN Security Council resolutions and meetings have emphasized the need to integrate a gender perspective into approaches to prevent and counter violent extremism conducive to terrorism. They have also called for greater participation and leadership by women, amplified the work of women and women's organizations, and addressed the role of gender stereotypes and masculinities. Similarly, the UN Secretary-General's 2015 plan of action to prevent violent extremism conducive to terrorism recommends that UN Member States mainstream gender perspectives across efforts to prevent violent extremism conducive to terrorism. The sixth review of the *United Nations Global Counter-Terrorism Strategy*,[1] in 2018, also urged Member States and UN entities to integrate a gender analysis when examining the drivers of radicalization and developing programming. In addition, they urged Member States and the United Nations to pay particular attention to the impacts of counterterrorism strategies on women's human rights and women's organizations and seek greater consultations with women and women's organizations when developing strategies to counter terrorism and violent extremism conducive to terrorism. The seventh review, in 2021, strengthened existing gender language by calling on the United Nations and its Member States to further mainstream gender in the development of programming and include women in all aspects of preventing and countering violent extremism (P/CVE), but did not further detail the nuanced nature of gender considerations, including gender diversity, and their importance to sustained and successful P/CVE efforts[2] and reflected efforts to weaken the application of human rights in counterterrorism efforts.[3]

At the Sixth Ministerial Plenary Meeting of the Global Counterterrorism Forum (GCTF), in September 2015, the GCTF endorsed the good practices document titled *Good Practices on Women and Countering Violent Extremism*. These good practices were developed under the Countering Violent Extremism (CVE) Working Group, which was then co-chaired by the United Kingdom and the United Arab Emirates. In recognition of significant development in the understanding of these issues since 2015, Australia and Indonesia, the current co-chairs of the CVE Working Group, developed an addendum titled *Addendum to the GCTF Good Practices on Women and Countering Violent Extremism, With a Focus on Mainstreaming Gender*. The addendum was endorsed at the 10th GCTF Ministerial Plenary Meeting, in September 2019.

To provide guidance and advice to support practical use of the Good Practices and its addendum, Australia and Indonesia proposed the development of a policy toolkit. Launched in September 2022, this toolkit was developed by Franziska Praxl-Tabuchi, Matthew Schwartz, and Adele Westerhuis from the Global Center on Cooperative Security in collaboration with Jacqui True, director of the Monash Gender, Peace & Security Centre, and supported by a project advisory council comprised of 12 gender and P/CVE experts.

This toolkit is designed to provide practitioners and policymakers with concrete examples of relevant frameworks and good practices on integrating gender-related considerations into P/CVE interventions, as well as case studies, guiding questions, and recommended resources. Chapter 1 provides top-level guidance applicable to all P/CVE efforts. Chapter 2 explores research and development of an evidence base for policy and programming. Chapter 3 provides guidance for the design and development of gender-responsive policy and programming. Chapter 4 provides guidance for gender-sensitive monitoring and evaluation efforts.

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1   UN General Assembly, *The United Nations Global Counter-Terrorism Strategy Review*, A/RES/72/284, 2 July 2018.

2   Calls upon the Secretary-General to assess the need to further enhance the integration of the rule of law, human rights and gender, as cross-cutting elements of the Strategy, in the counter-terrorism efforts of the United Nations system in order to strengthen their effectiveness, including the need for internal advisory or monitoring and evaluation capacity in this regard, and to report on his assessment as part of the report foreseen in paragraph 118 of the present resolution for consideration by Member States.

     UN General Assembly, *The United Nations Global Counter-Terrorism Strategy: Seventh Review*, A/RES/75/291, 2 July 2021, para. 86.

3   Eelco Kessels and Melissa Lefas, "What the Review of the UN Global Counter-Terrorism Strategy Tells Us About How Far We Have Come Since 9/11," Just Security, 27 July 2021, https://www.justsecurity.org/77580/what-the-review-of-the-un-global-counter-terrorism-strategy-tells-us-about-how-far-we-have-come-since-9-11/.

Previous Work

The CVE Working Group's framework documents and policy toolkits to date have provided guidance regarding many aspects of P/CVE efforts, including community engagement, local-national cooperation, and multi-stakeholder approaches. Until the adoption of the [Good Practices](#) and its [addendum](#), little specific guidance was offered in relation to a more complex understanding of gender within P/CVE efforts. Existing framework documents have predominately focused on the greater inclusion of women and girls in P/CVE efforts. For example, Good Practice 17 in the [Ankara Memorandum on Good Practices for a Multi-Sectoral Approach to Countering Violent Extremism](#) mentions women as a particularly critical actor in local P/CVE efforts. Some further gender-related considerations are mentioned in the [Zurich-London Recommendations on Preventing and Countering Violent Extremism and Terrorism](#) and its [policy toolkit](#), as well as the [policy toolkit](#) for [The Hague Good Practices on the Nexus Between Transnational Organized Crime and Terrorism](#). Although these policy documents recognize the importance of gender, they offer little to no guidance on integrating gender across P/CVE efforts. Gender considerations are important to understanding an individual's motivations to join violent extremist groups and relevant to understanding recruitment strategies and dynamics within violent extremist groups and violent extremist ideologies that justify the use of violence.

The [Good Practices on Women and Countering Violent Extremism](#) and its [addendum](#) are the first GCTF documents that provide strategic guidance on these issues, addressing general practices on women and gender in P/CVE, preventing and countering women's and girls' involvement in terrorism and violent extremism conducive to terrorism, and outlining the different roles women play in violent extremist groups and P/CVE efforts.

Methodology

This toolkit was developed through an extensive desktop survey of key research and good practices related to gender and P/CVE, counterterrorism, and peace and security, as well as a consultation process, including three virtual workshops held between October 2020 and February 2021. Each workshop consisted of two sessions across two days and was hosted twice to allow global participation across time zones. These virtual meetings brought together more than 165 policy professionals, independent experts, and practitioners from 24 governments, 13 multilateral entities, and 42 civil society organizations who joined from nearly 30 countries across the globe. The first meeting, "Recognizing and Involving Women and Girls in P/CVE Efforts and Connecting Related Fields," examined best practices for involving women and girls in P/CVE efforts. The second meeting, "Gender Analysis and the Evidence Base," addressed gaps in existing research and the importance of gender analysis and gender-responsive P/CVE efforts. The third meeting, "The Road Ahead: Challenges and Opportunities for Gender-Mainstreaming in P/CVE," focused on gender-responsive rehabilitation and reintegration efforts and was used to discuss challenges and opportunities for gender considerations in future P/CVE efforts. Individual, semi-structured interviews were held with more than 30 key experts and practitioners. Before its finalization, the toolkit went through multiple rounds of reviews by GCTF members and participating civil society. The GCTF holds the ultimate editorial authority for this toolkit.

Consultations and research for this toolkit were conducted in English only. The virtual consultation process was somewhat limited by participant access to technology and time zone differences. The toolkit was developed in 2020–2021. Although the frameworks of international human rights and gender mainstreaming and many of the resources on which this toolkit relies will continue to remain relevant, future studies, data, and evidence should continue to inform the basis of P/CVE efforts and the gender equity and justice agenda. Therefore, it will be important to continue to modify and add to the good practices and resources in this document. The authors also acknowledge their own subconscious biases, prejudices, and blind spots and their potential impact on the development of this toolkit and the broader limitations and potentially negative impacts of counterterrorism and P/CVE efforts, including laws, policies, programs, and actors. Finally, the guidance put forward is only as good as its implementation.

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ABBREVIATIONS

CVE	countering violent extremism
DCAF	Geneva Centre for Security Sector Governance
GBA+	Gender-Based Analysis Plus (Canada)
GCTF	Global Counterterrorism Forum
NAP	National Action Plan
NAPRI	Needs, Access, Participation, Resources, and Impact framework (DCAF)
P/CVE	preventing and countering violent extremism
PVE	preventing violent extremism
SDGs	Sustainable Development Goals
UN	United Nations
UNDP	UN Development Programme
UNEG	UN Evaluation Group
UNICEF	UN Children's Fund
WIM-RAMP	Women Insider Mediators-Rapid Action and Mobilization Platform
WPS	women, peace, and security
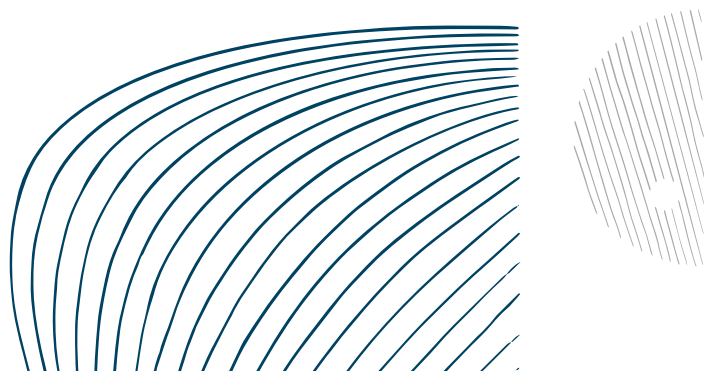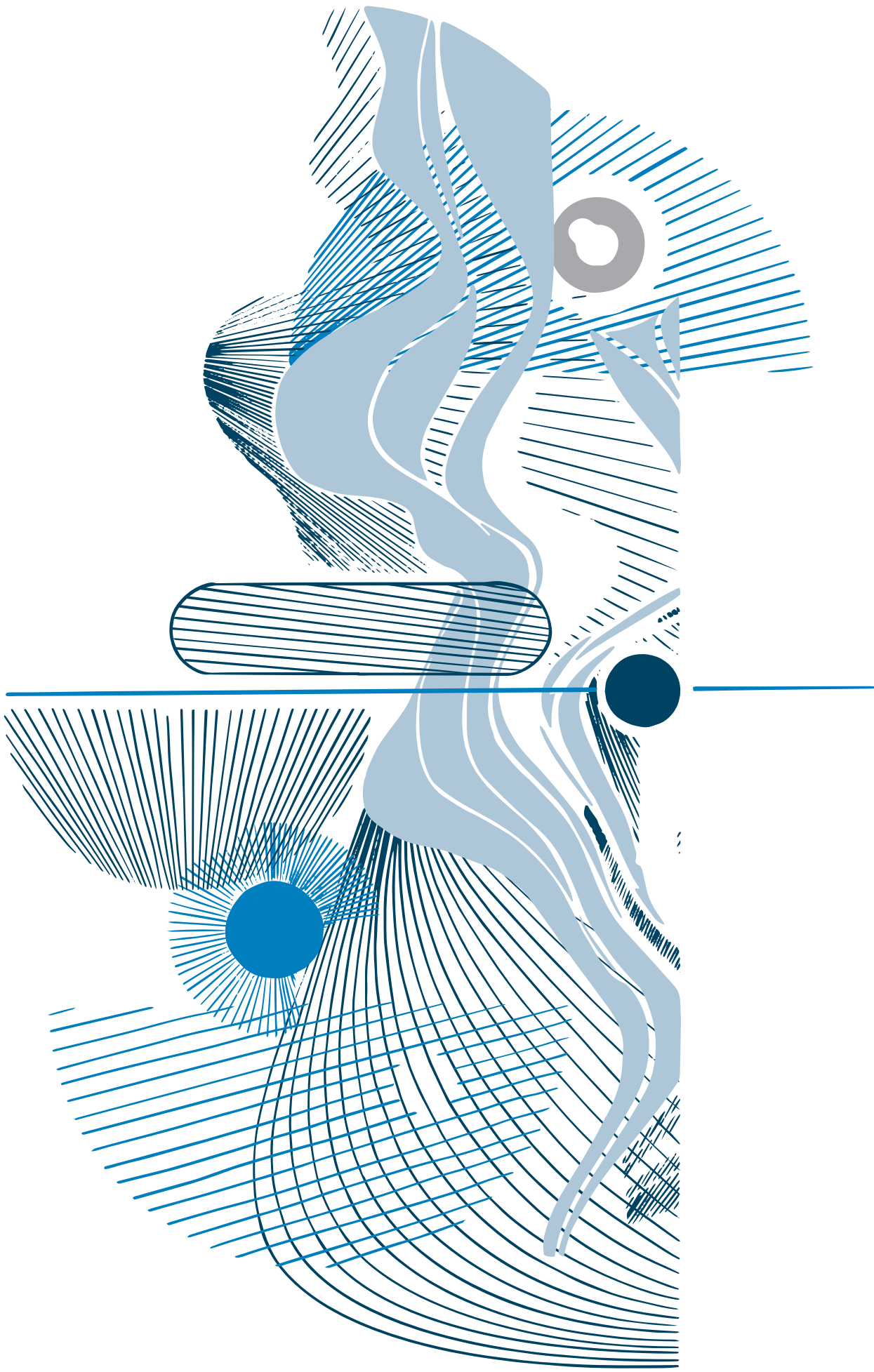
INTRODUCTION

Drivers of violent extremism conducive to terrorism, modalities of engagement in acts of violence, resources mobilized by governments to prevent and respond to political violence, and the impact of political violence vary enormously across groups of boys, girls, men, women, and people of diverse gender identities.[1] Notions of femininity and masculinity play influential roles in individual and group identities and in levels of social marginalization and inclusion.

Gender plays a substantial role in the mediation of relationships to power and the allocation of and access to goods and services, as well as rights and responsibilities. Gender inequalities are often at the heart of social and economic injustice, which perpetuates the power imbalance between people of diverse gender identities. Violence, marginalization, and discrimination against women, girls, and gender-diverse populations are systemic and structural, perhaps one of the most endemic and long-standing categories of political violence in the world.

Mainstreaming gender into the design, implementation, monitoring, and evaluation of interventions aimed at preventing and countering violent extremism (P/CVE) conducive to terrorism is not just a matter of ensuring the participation of women. It is about ensuring inclusive, equitable participation and leadership of people of diverse gender and intersecting identities, recognizing also the diversity existing within a group of individuals that identifies similarly. It is also about accounting for the experiences, needs, and challenges of individuals and recognizing gender differences and inequalities, as well as other intersecting inequalities such as those based on socioeconomic, age, disability, and ethnic and cultural identities. Integrating a gender perspective is a prerequisite for successful human rights–based and people-centered policies and programs intended to address peace and security issues, including those that aim to prevent and counter violent extremism conducive to terrorism. Recognizing that gender does not only apply to women and girls and that these two groups are diverse within themselves and not all girls and all women are the same and that binary approaches to gender can have negative and even harmful impacts on measures to prevent and counter violent extremism conducive to terrorism is an essential part of moving the discussion around gender in P/CVE forward.[2]

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1   In 2018, the UN Independent Expert on protection against violence and discrimination based on sexual orientation and gender identity submitted a report not only recognizing that concepts of gender identity vary greatly across the world, but also acknowledging that "the manner in which laws and policies define identity terms has a significant impact on whether and to what extent universally protected human rights are recognized and protected under the law." UN General Assembly, "Protection Against Violence and Discrimination Based on Sexual Orientation, and Gender Identity: Note by the Secretariat," A/73/152, 12 July 2018, para. 4. One of the outcomes of that report was a report on gender identity. See UN Independent Expert on Protection Against Violence and Discrimination Based on Sexual Orientation and Gender Identity, "Report on Gender Identity," n.d., https://www.ohchr.org/Documents/Issues/SexualOrientation/GenderIdentityReport_SOGI.pdf.

2   In 2021, the report of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism stated,

> She underscores the social construction of gender binaries and that they do not fully encompass the ways in which sexual minorities and lesbian, gay, bisexual, transgender, queer and intersex persons experience the impact of counter-terrorism and countering (violent) extremism law and practice. She also reflects on the impact of those policies and practices for lesbian, gay, bisexual, transgender, queer and intersex persons. An intersectional approach to reflecting the experiences of counter-terrorism measures demonstrates how experiences of discrimination and human rights abuses intersect and are compounded as determined by other social identities, including race, ethnicity, religion, ability, age and sexuality, and beyond.

UN General Assembly, *Human Rights Impact of Counter-terrorism and Countering (Violent) Extremism Policies and Practices on the Rights of Women, Girls and the Family: Report of the Special Rapporteur on the Promotion and Protection of Human Rights and Fundamental Freedoms While Countering Terrorism, Fionnuala Ní Aoláin*, A/HRC/46/36, 22 January 2021, para 3.

As policymakers and practitioners increasingly recognize the importance of investing in preventive measures that complement counterterrorism measures, it is critical to integrate gender-sensitive analysis when developing National Action Plans (NAPs), strategies, and programs to address violent extremist threats. For instance, a gender-sensitive analysis of engagement in violent extremism conducive to terrorism considers if and how men, women, and people of diverse gender identities follow different pathways to engaging in violence and joining and supporting terrorist groups and contributes to understanding how gendered ideologies, narratives, and dynamics inform recruitment and mobilization efforts. In addition, violent extremism conducive to terrorism and P/CVE should be considered within the broader context of gender inequality and restrictions on an individual's freedoms and rights, as well as instances of gender-based violence and general criminality. Furthermore, sexual and gender-based violence needs to be considered distinctly because it is increasingly used as a recruitment and terrorism tactic, and it can be an early indicator of both the spread of violent extremism conducive to terrorism and a growing acceptance of violence in a society.[3]

Many international actors, such as those within the United Nations and the Global Counterterrorism Forum (GCTF), have recognized the importance of integrating gender-sensitive analysis into P/CVE policies and programs.[4] In addition, the debate around the role of women and girls has shifted from regarding women and girls primarily as victims to recognizing their agency not only as preventers and peace-builders but also as sympathizers, supporters, and perpetrators of terrorism and violent extremism conducive to terrorism. Unfortunately, what has been lacking is the integration of these insights, norms, and principles in all P/CVE policies and programs. For P/CVE interventions to be effective, equitable, and just, they must be gender responsive. The following chapters put forth good practices and resources to guide practitioners and policymakers in designing, implementing, monitoring, and evaluating gender-responsive P/CVE policies and programs.

The implementation of these good practices and resources will look differently depending on the local context and an individual's lived experiences but should always be in alignment with the guiding principles outlined in chapter 1.

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3   Melissa Johnston and Jacqui True, "Misogyny and Violent Extremism: Implications for Preventing Violent Extremism," Monash Gender, Peace & Security Centre and UN Women, October, October 2019, https://asiapacific.unwomen.org/sites/default/files/Field%20Office%20ESEAsia/Docs/Publications/2019/10/ap-Policy-Brief_VE_and_VAW_v6_compressed.pdf; UN General Assembly, *The United Nations Global Counter-Terrorism Strategy: Seventh Review*, A/RES/75/291, 2 July 2021, p. 4 ("[e]xpressing deep concern that acts of sexual and gender based violence, including sexual violence in conflict, are known to be part of the strategic objectives, tactics and ideology of certain terrorist groups and are used as an instrument to increase their power by supporting financing and recruitment and through the destruction of communities").

4   Recalling relevant Security Council resolutions on women, peace and security, and noting the important contribution of women to the design, implementation and monitoring of the Strategy, strongly condemning the systematic targeting of women and girls and their rights by certain terrorist groups, and also noting the differential impact of both terrorism and counter-terrorism measures on women and girls, and encouraging Member States, United Nations entities and international, regional and subregional organizations to ensure the full, equal and meaningful participation and leadership of women in efforts to prevent violent extremism conducive to terrorism and counter terrorism, and further encouraging Member States to work in partnership with relevant stakeholders.

UN General Assembly, *The United Nations Global Counter-Terrorism Strategy: Seventh Review*, pp. 3–4.
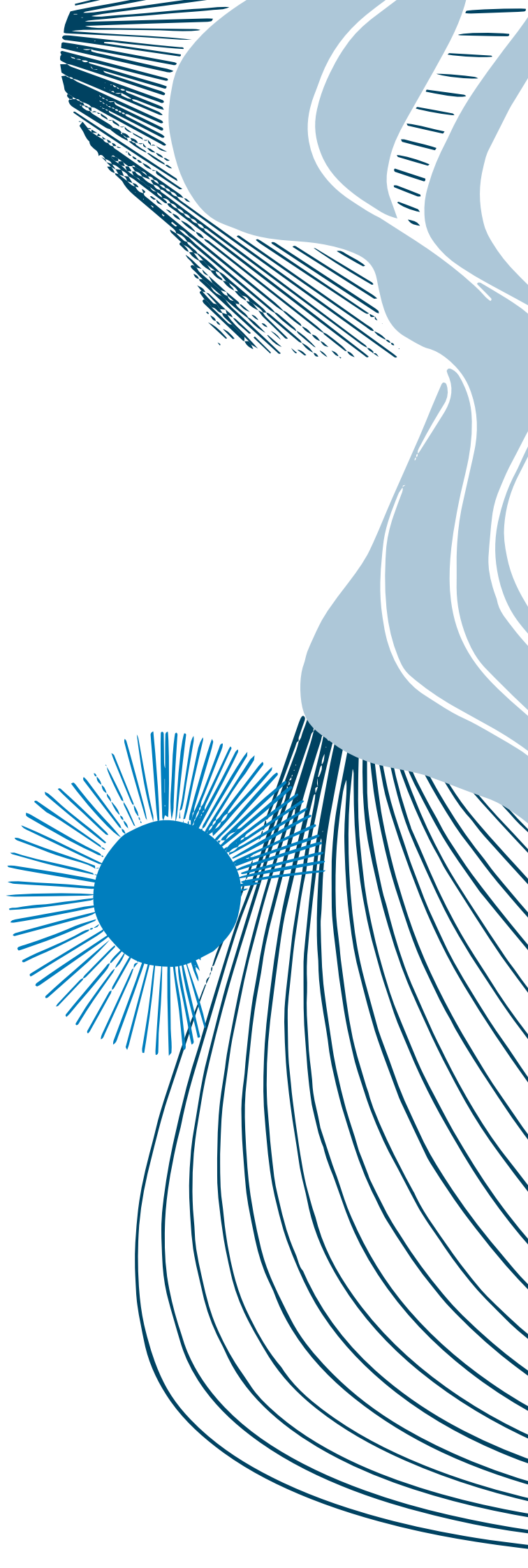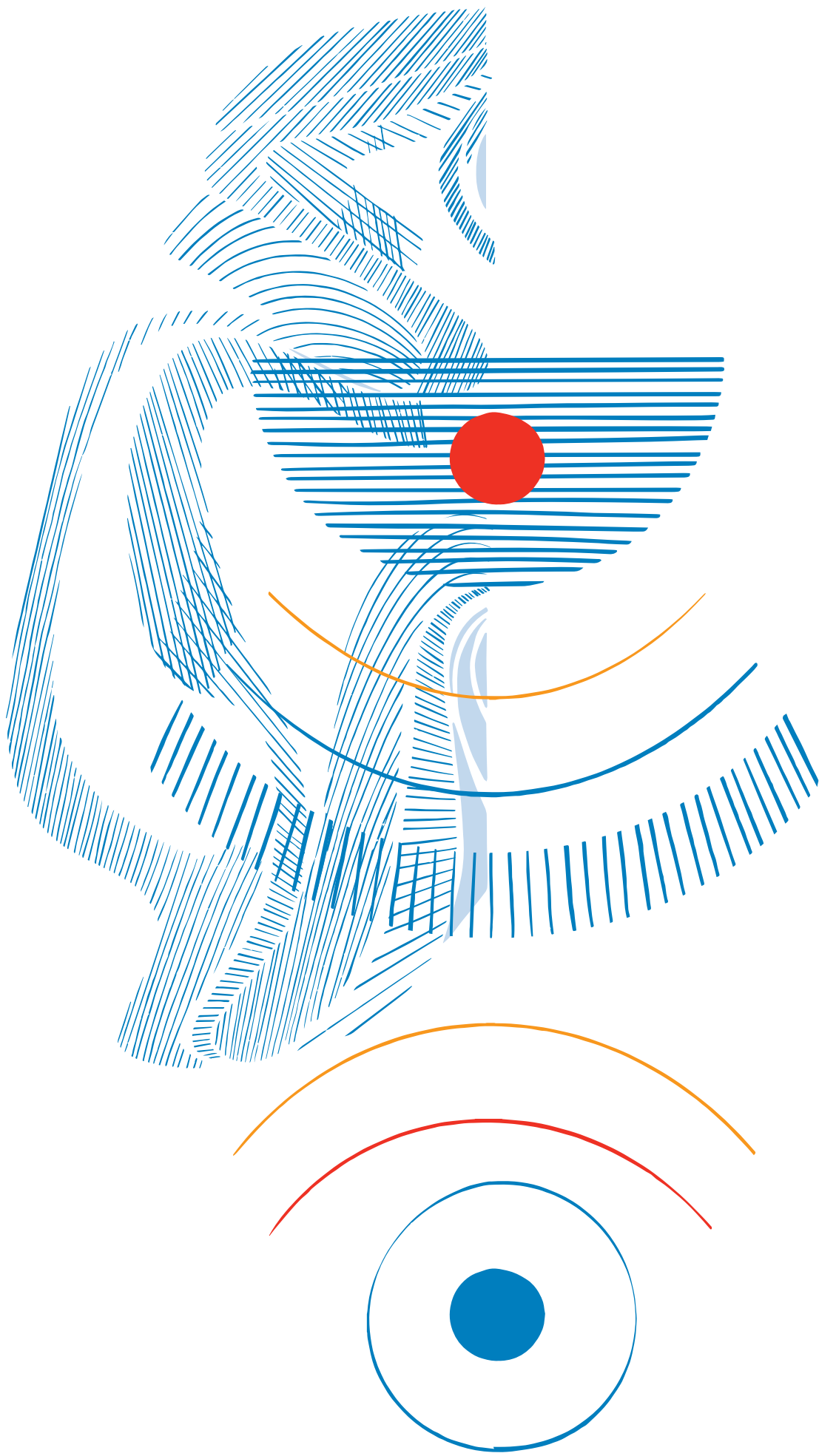
CHAPTER 1. GUIDING PRINCIPLES FOR GENDER-SENSITIVE P/CVE POLICY AND PROGRAMMING DEVELOPMENT

Chapter Objective

This chapter outlines a series of guiding principles and the legal and policy frameworks underpinning them that should inform gender-sensitive and human rights–compliant P/CVE policies and programs. It provides top-level guidance to inform the research and development of an evidence base for policy and programming (chapter 2), the design of gender-sensitive P/CVE policies and programs (chapter 3), and the monitoring and evaluation of these programs (chapter 4). The guiding principles aim to support policymakers and practitioners in designing gender-responsive policies and programming that uphold obligations under international human rights, humanitarian, and refugee law while adhering to the principles of do no harm and promoting gender equity, justice, and empowerment.

Chapter Highlights

- Fundamental guiding principles for more effective, cognizant, and sustainable P/CVE policy and programming.

- International human rights obligations form the basis of gender-sensitive programming and policy formulation.

Relevant Good Practices From the GCTF Good Practices on Women and CVE and Its Addendum[5]

Good Practice 3: Recognize and promote the different roles of women and girls as critical stakeholders in countering violent extremism (CVE), including in developing more localized, inclusive, credible, resonant, and effective approaches.

Good Practice 4: Protect the human rights of women and girls, including their equality, nondiscrimination, and equal participation, and ensure that CVE efforts do not stereotype or instrumentalize women and girls.

Good Practice 5: Prevent and address the direct and indirect impacts of violent extremism and terrorism on women and girls.

Good Practice 11: Build the capacity of women and girls to contribute safely and productively to CVE efforts in a manner tailored to local contexts.

Good Practice 12: Ensure the security of women and girls involved in CVE, including in civil society, taking into account when labeling their efforts as such might be dangerous or counterproductive.

Good Practice 15: Engage and empower women in civil society and civil society actors working in the field of women's and human rights, especially women's organizations, as critical CVE stakeholders.

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5   The Good Practices derive from the GCTF's *Good Practices on Women and Countering Violent Extremism and Addendum to the GCTF Good Practices on Women and Countering Violent Extremism, With a Focus on Mainstreaming Gender*. See GCTF, *Good Practices on Women and Countering Violent Extremism*, n.d., https://www.thegctf.org /Portals/1/Documents/Framework%20Documents/2016%20and%20before/GCTF-Good-Practices-on-Women-and-CVE .pdf; GCTF, *Addendum to the GCTF Good Practices on Women and Countering Violent Extremism, With a Focus on Mainstreaming Gender*, n.d., https://www.thegctf.org/LinkClick.aspx?fileticket=jA1tbXKhobE%3d&portalid=1. The Good Practices were endorsed by the GCTF in 2015. Recognizing that language and understanding have evolved, this toolkit will endeavor to adopt a more contemporary approach to the language, including replacing "countering violent extremism" with "countering violent extremism conducive to terrorism."

Good Practice 16: Prioritize engagement at the grassroots level with women in civil society and civil society actors working in the field of women's rights, to build on local practices and support local ownership.

Good Practice 19: Increase the participation of women at all levels, especially those marginalized, and mainstream gender in the security bodies and other public authorities involved in CVE.

Good Practice 1 (Addendum): Mainstream gender in CVE efforts, including promoting policy coherence with women, peace, and security (WPS) frameworks.

Good Practice 3 (Addendum): Ensure that CVE policies and programs recognize and involve women and girls as critical stakeholders.

This chapter outlines a series of guiding principles and the legal and policy frameworks underpinning them that should inform gender-sensitive P/CVE policies and programs. Adopting these guiding principles leads to more effective P/CVE policy and programming by accounting for individuals' lived experiences and realities and complying with international law. It is crucial that principles of nondiscrimination and equality guide all P/CVE policies and programs. Further, trends experienced today, including shrinking civic space, particularly for groups led by women and people of diverse gender identities, must be considered when designing and implementing P/CVE policies and programs.

Patriarchy and misogyny, although they manifest differently across contexts, are embedded in the norms, structures, and social relations of virtually all societies. Stakeholders may be resistant to efforts to achieve gender equity and the incorporation of gender-related considerations into P/CVE interventions. There can be powerful interests vested in perpetuating structures of gender-based oppression and discrimination. The ability of women to fully participate in society and government is severely restricted in many societies by law, structure, or practice. The control over women's bodies has become one entry point for the internationalization of extremist belief among women in diverse contexts and societies. In some religious patriarchal societies, the control on women's bodies, such as strict clothing rules and the loss of reproductive choices, is utilized to limit women's agency and provide an opportunity for extremist ideas to enter every aspect of women's lives. The existence of people of diverse, trans-, and nonbinary gender identities and diverse sexual orientations is criminalized in some countries, and they are disproportionately targeted for violence with impunity regardless of their legal status. Women and people of diverse gender identities are also disproportionately targets of sexual, domestic, and workplace violence and discrimination around the world.[6] Low reporting on crimes, including sexual and gender-based violence, is socially sanctioned, and victims often face shame and stigma. As gender-based discrimination is structural and systemic, women, men, and people of diverse gender and intersectional identities may have vastly different experiences working with a wide range of public service providers and private enterprises, including institutional partners in peace and security interventions, such as police, the judiciary, and prisons.

All P/CVE policies and programs, including their design, monitoring, and evaluation, should be grounded in a rights-based approach. Whether research, policy, or programming, all interventions must be anchored in the protection and promotion of rights, particularly in the context of counterterrorism and P/CVE. This means adhering to a set of robust, transparent, and clearly communicated standards of ethics to ensure that engagement is undertaken based on the informed consent of participants and that measures are in place to protect their anonymity and confidentiality. Rights-based approaches

- comply with States' international human rights obligations, including as to nondiscrimination, equality, freedom of religion, privacy rights, and freedom of expression and association;

- place respect for human rights as a means of and an end to P/CVE interventions in order to address inequities and injustices that drive violent extremism conducive to terrorism;

- focus on the intersection of power and law where structural violence and oppression is most palpable;

- center the underlying factors that drive inequity, marginalization, and oppression against different groups of women, men, girls, boys, and people of diverse gender and intersecting identities, which in turn drive further violence and conflict;

- monitor all governmental policies and practices in the P/CVE space for their potential adverse impacts on gender and respect for human rights; and

- reframe stakeholder relationships to recognize the essential agency of individuals and communities.

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6   A 2019 UN report from the Independent Expert on protection against violence and discrimination based on sexual orientation and gender describes how violence and discrimination can impact individuals' education, employment, health, housing, and access to public goods and spaces. UN General Assembly, "Protection Against Violence and Discrimination Based on Sexual Orientation and Gender: Note by the Secretary-General," A/74/181, 17 July 2019.

The following guiding principles, grounded in the aforementioned rights-based approaches, form the basis of gender-responsive programming and policy formulation.

1. **The principles of nondiscrimination and equality should guide all P/CVE policies and programs.** Nondiscrimination and equality are core elements of the international human rights normative framework. These elements appear in several international treaties and conventions and were first underscored in the *Universal Declaration of Human Rights*, which states that every human being is entitled to all rights and freedoms "without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status."[7] The centrality of equality and nondiscrimination is the uninterrupted protection of rights regardless of the circumstances that apply. These principles maintain a continuum of rights-bearing responsibilities by states, whether in times of armed conflict or peace.[8]

2. **The do-no-harm principle and gender and conflict sensitivity must underpin all components of P/CVE policy and programming interventions.** P/CVE policies and programs need to avoid creating or exacerbating drivers of violence and, wherever possible, make a positive contribution to peace.[9] They thus need to be conflict sensitive, do no harm, and account for the diverse needs, challenges, and risks to men, women, girls, boys, and people of diverse gender and intersecting identities. Peace and security interventions that fail to or inadequately account for gendered roles, needs, and power relations have a substantially higher risk of doing harm and of reinforcing norms, institutions, and structures that enable gender-based injustice and violence.

3. **Accountability is a prerequisite for engagement.** Many peace and security programs, particularly P/CVE programs, are built on the assumption that communities owe their trust to and should feel safe engaging with governmental security actors, such as the police. These assumptions persist even in the face of countervailing evidence that these institutions are a substantial source of insecurity and violence to many groups of people and often disproportionately impact people based on gender and intersecting identities. The maintenance of strong, independent institutions of oversight and accountability over the justice and security sectors to prevent, investigate, and punish abuse and corruption is a crucial prerequisite for equitable, inclusive community engagement.

4. **Gender-responsive stakeholder engagement should be inclusive and participatory and prioritize the voices, needs, and empowerment of the most marginalized.** All aspects of P/CVE program design, implementation, monitoring, and evaluation should be co-led and -managed by stakeholders, partners, and program participants of diverse gender and intersecting identities, prioritizing women's civil society organizations and marginalized groups who are most impacted by a policy or program. These stakeholders are best equipped to define what success looks like and the means to measure it, as well as to identify the nature and terms of their engagement in P/CVE initiatives, including on whether a P/CVE framing is most appropriate in each circumstance.

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7   UN General Assembly, A/RES/217(III), 10 December 1948, art. 2 (*Universal Declaration of Human Rights*). See International Covenant on Civil and Political Rights, 16 December 1966, 999 U.N.T.S. 14668; International Covenant on Economic, Social and Cultural Rights, 19 December 1966, 993 U.N.T.S. 3.

8   Additional human rights obligations will also be relevant for developing and assessing P/CVE policies and programs, including those in regard to privacy, freedom of religion, and freedom of association. The latter, for example, is particularly applicable for ensuring that P/CVE policies consider the uniquely gendered factors that structure the position of those human rights defenders promoting gender equality, as well as for ensuring that P/CVE policies do not contribute to shrinking the space of gender equality advocates, including women's rights defenders.

9   UN Development Programme (UNDP), *Conflict Sensitivity: Experiences From UNDP's Local and Community Development Practice in Myanmar*, September 2017, https://www.mm.undp.org/content/dam/myanmar/docs /Publications/PovRedu/UNDP_MM_Conflict_Sensitivity_Experiences_In_Local_and_Community_Development _ENG_web.pdf.

5. **Inclusivity means more than "casting a wide net."** It means actively seeking to remove barriers to participation as well. Interventions are only as inclusive as they are accessible. The participation and leadership of boys, men, girls, women, and people of diverse gender identities can vary significantly depending on when and where activities, meetings, and consultations are held. For example, considerations for participants' physical safety, access to transportation, and need for child care and associated costs are crucial to ensuring that individuals are able to participate in project activities. In circumstances where participants would need to miss time at work to join a meeting or project activity, organizers should consider offering compensation for participation and contributions.

6. **Compensating local and civil society experts.** In many countries, women's labor and expertise are undervalued across the board, including in government, civil society, and academia. This trend is more acute among women with subaltern intersecting identities. This disparity encourages an environment where women, far more so than men, are expected to speak and write without compensation to establish and maintain credibility in their field. When women, men, and people of diverse gender identities are invited to participate in activities as expert speakers or panelists or to author or consult on a written output, they should be equally compensated.
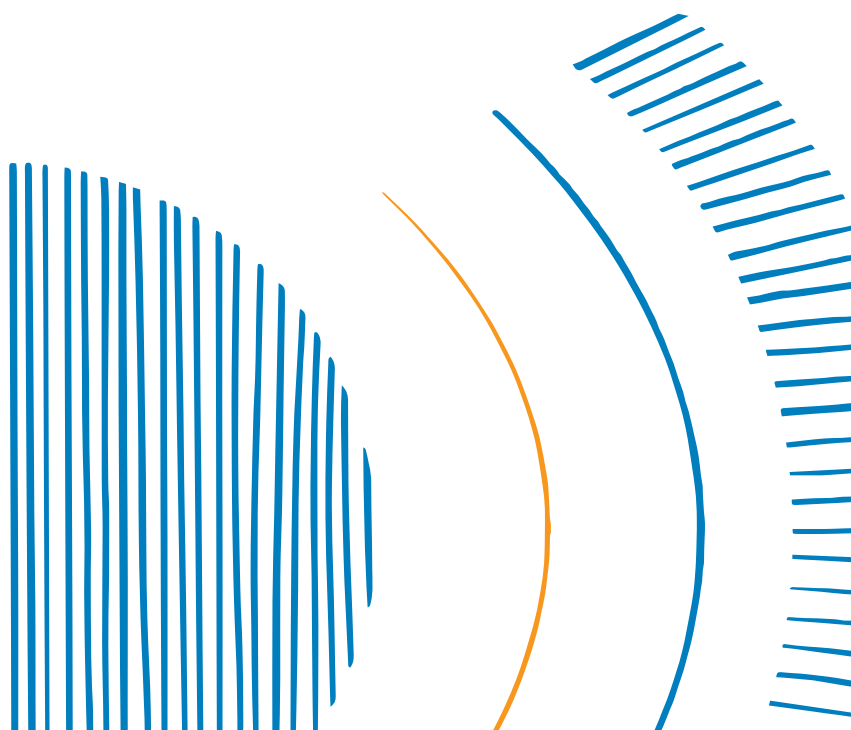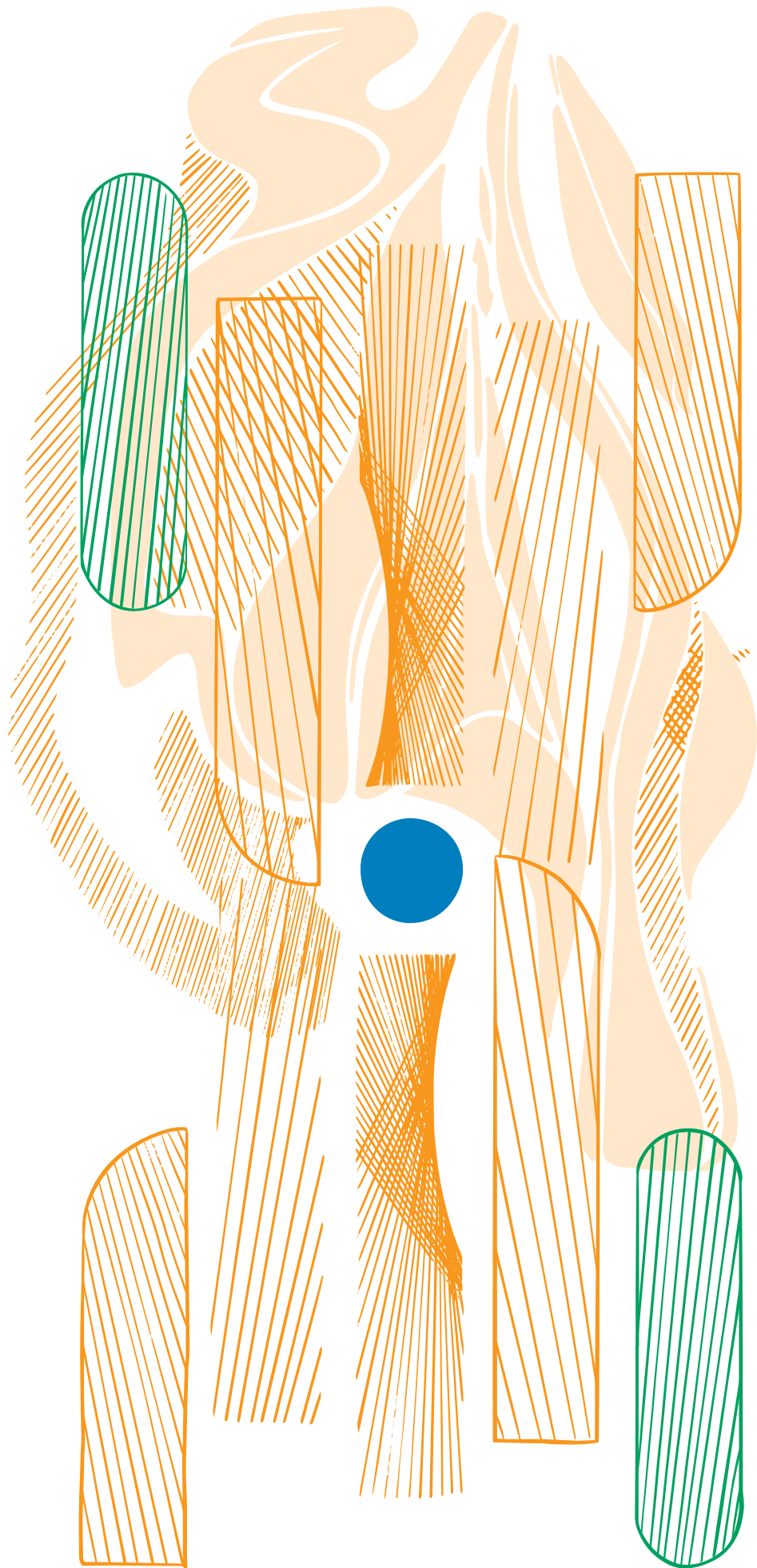
CHAPTER 2. GENDER CONSIDERATIONS IN P/CVE RESEARCH

Chapter Objective

The evidence base on gender and P/CVE is still limited, particularly with respect to understanding the structural and cultural barriers to involvement of women, girls, and people of diverse gender identities in the security sector and decision-making processes in many countries and regarding the context-specific risks to their safety and enjoyment of human rights when participating in P/CVE efforts. This chapter explores some of these challenges and pays special attention to (1) ethical considerations in research and data gathering, (2) the importance of a gendered analysis in P/CVE, and (3) use of this analysis to identify gender biases and stereotypes that are reflected in current P/CVE research, limiting the credibility of its evidence base.

Chapter Highlights

- Ethical considerations in research and data gathering.

- Identification of gender biases and stereotypes and their impact on current P/CVE research.

- Implicit bias test.

Relevant Good Practices From the GCTF Good Practices on Women and CVE and Its Addendum

Good Practice 2: Ensure that CVE efforts counter women's and girls' involvement in violent extremism, including by identifying gender dynamics in radicalization leading to terrorism and preventing it among women and girls.

Good Practice 8: Build and use evidence-based approaches to identify and effectively address the factors that lead to women's and girls' involvement in violent extremism and terrorism.

Good Practice 2 (Addendum): Build a stronger evidence base on gender and violent extremism, including gendered aspects of men's, women's, boys', and girls' radicalization to violent extremism and terrorism.

Policies and programs informed by local experience and credible data collection efforts will allow for the development of nuanced, contextualized assessments of local realities. P/CVE policies and programs that are based on the input of all stakeholders in the communities most impacted by violent extremism conducive to terrorism are often most effective because they account for the actual needs, capabilities, and challenges of all individuals and will be able to address localized drivers of violent extremism conducive to terrorism. A dedicated research phase prior to implementing a P/CVE policy or program allows practitioners and policymakers, in collaboration with community stakeholders, to familiarize themselves with the context and ensures programs and policies are being developed in a manner that reflects good practices and accounts for ongoing relevant interventions and key stakeholders. In addition, empirical research to investigate different narratives for recruiting men, women, girls, boys, and a diverse range of gender identities is crucial to provide the most viable prevention efforts to counter gender-specific recruitment processes conducted by violent extremist groups.

2.1. Gender Analysis in P/CVE Programs and Policies

A gender analysis is a critical examination of how gender, identity, and power interact as part of an operating environment. For example, differences in gender norms, activities, needs, opportunities, and rights and entitlements affect men, women, girls, boys, and people of diverse gender identities in certain situations or contexts. Gender analysis examines the relationships between people of different genders, their access to and control of resources, and the constraints they face relative to each other and with respect to their intersecting identities. A gender analysis should be integrated into all assessments and situational analyses to ensure that gender-based injustices and inequalities are not exacerbated by programs and policies and that, where possible, greater equality and justice in gender relations are promoted.[10]

There are numerous frameworks and models for conducting gender analyses that can be adapted based on the nature of the program or policy (box 2.1).

Box 2.1. Gender Analysis Frameworks

Gender-Based Analysis Plus (GBA+) - Canada

The GBA+ is an analytical process developed by the Government of Canada that provides a rigorous method for the assessment of systemic inequalities, as well as a means to assess how varied groups of women, men, and people of diverse genders identities may experience policies, programs, and initiatives. The "plus" in GBA+ acknowledges that GBA+ is not just about differences based on sex and gender. All people have multiple characteristics that intersect and contribute to their identities. GBA+ considers many other identity factors, such as race, ethnicity, religion, age, and mental or physical disability and how the interaction among these factors influences the way individuals might experience governmental policies and initiatives.[a] The Canada Centre for Community Engagement and Prevention of Violence, for example, incorporates the GBA+ framework by making it a criterion for all applications to receive funding support for initiatives that aim to prevent radicalization to violence in Canada.

Below are graphical depictions of intersecting identities and a summarization of the various steps in a GBA+ analysis.

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10   See UN Women Training Centre, "Gender Analysis," *Gender Equality Glossary*, n.d., https://trainingcentre .unwomen.org/mod/glossary/view.php?id=36&mode=letter&hook=G&sortkey=&sortorder= (accessed 17 October 2021).

IDENTIFY ISSUE

CHALLENGE ASSUMPTIONS

GATHER THE FACTS – RESEARCH AND CONSULT

DEVELOP OPTIONS & MAKE RECOMMENDATIONS

MONITOR & EVALUATE

COMMUNICATE

DOCUMENT

RELIGION · AGE · DISABILITY · ETHNICITY, RACE · LANGUAGE · SEX · GENDER · EDUCATION · GEOGRAPHY · SEXUAL ORIENTATION · INCOME · CULTURE

EXCELLENT RESULTS FOR DIVERSE CANADIANS
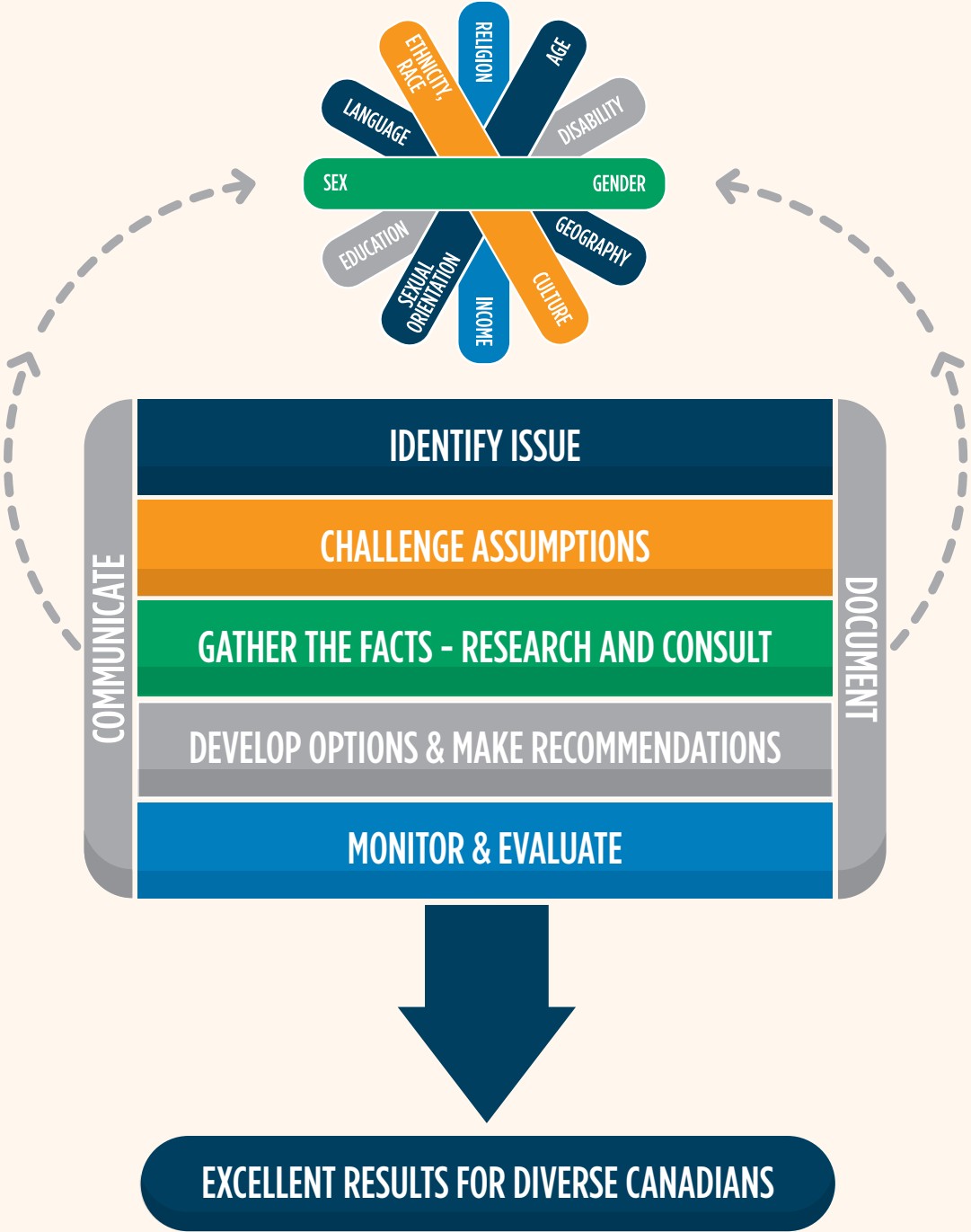
Sources: Government of Canada, "Government of Canada's Approach on Gender-Based Analysis Plus," 14 April 2021, https://women-gender-equality.canada.ca/en/gender-based-analysis-plus/government-approach.html; Government of Canada, "Introductio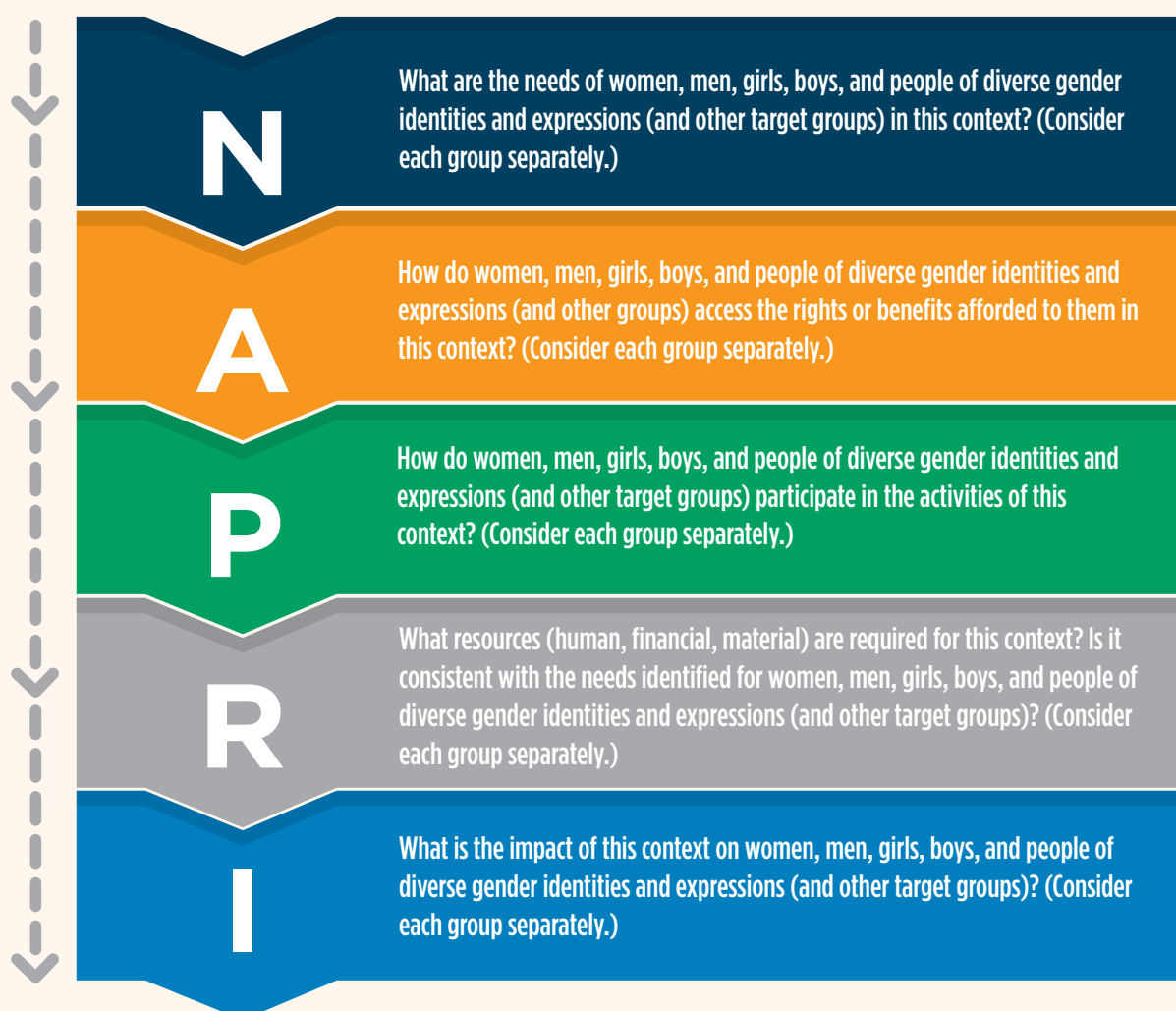n to GBA+," 14 April 2021, https://women-gender-equality.canada.ca/gbaplus-course-cours-acsplus/eng/mod03/mod03_03_02.html.

The Geneva Centre for Security Sector Governance (DCAF) NAPRI Tool

The DCAF Needs, Access, Participation, Resources, and Impact (NAPRI) framework is a gender analysis tool for actors working in or with the security and justice sector. The NAPRI Tool prompts the user to ask specific questions across different dimensions of a given context. The NAPRI Tool can help a user to analyze a context, project idea, policy, legislation, or any other action or intervention using no more than desk research or reflection. At the other end of the scale, it can be used as a framework for extensive, participatory gender analysis using a variety of data collection methods.

When using the NAPRI Tool, identification of the assumptions being made where evidence is weak can easily be neglected, which may present challenges later. In documenting responses to the questions, users should note which ones are assumptions that further data collection must verify. Like all gender analysis tools, conclusions reached from use of the NAPRI Tool should be continuously reviewed and updated throughout the project cycle.[b]

Below is an illustration of the NAPRI Tool dimensions.

N — What are the needs of women, men, girls, boys, and people of diverse gender identities and expressions (and other target groups) in this context? (Consider each group separately.)

A — How do women, men, girls, boys, and people of diverse gender identities and expressions (and other groups) access the rights or benefits afforded to them in this context? (Consider each group separately.)

P — How do women, men, girls, boys, and people of diverse gender identities and expressions (and other target groups) participate in the activities of this context? (Consider each group separately.)

R — What resources (human, financial, material) are required for this context? Is it consistent with the needs identified for women, men, girls, boys, and people of diverse gender identities and expressions (and other target groups)? (Consider each group separately.)

I — What is the impact of this context on women, men, girls, boys, and people of diverse gender identities and expressions (and other target groups)? (Consider each group separately.)

Source: Lorraine Andaya Serrano, "Integrating Gender in Project Design and Monitoring for the Security and Justice Sector," in Gender and Security Toolkit, no. 15, Geneva Centre for Security Sector Governance, Organization for Security and Co-operation in Europe Office for Democratic Institutions and Human Rights, and UN Women, 2019, p. 13, fig. 3, https://dcaf.ch/sites/default/files/publications/documents/GSToolkit_Tool-15%20EN%20FINAL_0.pdf.

a   Government of Canada, "What Is Gender-Based Analysis Plus," 14 April 2021, https://women-gender-equality. canada.ca/en/gender-based-analysis-plus/what-gender-based-analysis-plus.html.

b   Lorraine Andaya Serrano, "Integrating Gender in Project Design and Monitoring for the Security and Justice Sector," in *Gender and Security Toolkit*, no. 15, Geneva Centre for Security Sector Governance, Organization for Security and Co-operation in Europe Office for Democratic Institutions and Human Rights, and UN Women, 2019, pp. 12–13, https://dcaf.ch/sites/default/files/publications/documents/GSToolkit_Tool-15%20EN %20FINAL_0.pdf.

From the various gender-analysis frameworks, several fundamental principles can be distilled that should guide the approach.

1. **Gender analysis should account for intersecting identities and how those impact power, access, and society.** As mentioned earlier in this chapter, adopting and mainstreaming gender-related considerations into policy and programs and the analyses on which they are based must not assume that women, men, boys, girls, and people of diverse gender identities are able to exercise their rights similarly, face similar obstacles, or have access to comparable degrees and forms of power in society. People's lived experience must be understood through the lens of their gender identity, alongside other intersecting identities such as race, class, age, disability, sexual orientation, ethnicity, religious identity, and nationality. A group's access to resources, power, rights, and security may be drastically different based on its gender identity in combination with one or more intersecting identities. Gender analysis is not a binary comparison of factors affecting men and women, but rather an examination of the power, needs, experiences, challenges, and other factors affecting different groups of women, men, boys, girls, and people of diverse gender identities. It is therefore crucial to frame research questions using an intersectional lens.

Intersecting Identities: Social norms, roles, and expectations that a society deems appropriate, or desirable are often most resistant to change. The intersecting identities approach seeks to better understand how a person's multiple identities impact their influence and power in any given situation and thus how society may or may not be addressing their grievances. By seeking understanding of power dynamics, this approach can help challenge societal norms that cause or perpetuate inequalities, especially gendered inequalities.[11] An intersectional approach to reflecting the experiences of counterterrorism measures demonstrates how experiences of discrimination and human rights abuses intersect and are compounded as determined by other social identities, including race, ethnicity, religion, ability, age, and sexuality.[12]

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11   Kathleen Kuehnast and Danielle Robertson, "Gender Inclusive Framework and Theory," U.S. Institute of Peace, 2018, p. 14, https://www.usip.org/sites/default/files/2018-08/gender-inclusive-framework-and-theory-guide.pdf.

12   UN General Assembly, *Human Rights Impact of Counter-terrorism and Countering (Violent) Extremism Policies and Practices on the Rights of Women, Girls and the Family: Report of the Special Rapporteur on the Promotion and Protection of Human Rights and Fundamental Freedoms While Countering Terrorism, Fionnuala Ní Aoláin*, A/HRC/46/36, 22 January 2021.

Binary comparison	***Intersectional analysis***
What challenges do women face in running for political office?	How do the challenges of running for political office differ across different groups of women?
How do incarceration rates of young men differ from young women?	How do incarceration rates of young white men, young white women, young men of color, and young women of color differ?
What factors undermine the willingness of women to interact with the police?	How do factors that undermine willingness to engage with the police differ across different groups of women, men, girls, boys, and people of diverse gender identities?

Accounting for factors that affect people based on their gender identity and other intersecting identities will help ensure that programs and policies are framed from the perspective of those most impacted by the policy or program. They are also designed to achieve equitable outcomes for different groups of people and more effectively mitigate and avoid reinforcing structures and systems of oppression.

2. **Use participatory, accessible, and inclusive methods.** A strong gender analysis draws on the expertise and experiences of different men, women, girls, boys, and people of diverse gender identities in terms of leading and participating in such research. This analysis should reflect the voices of marginalized groups and individuals who are at most risk of any adverse impacts of policy and program interventions. All research activities and written outputs should be communicated in unambiguous language, avoiding reliance on academic and policy jargon. They also must be accessible for persons with disabilities, across language barriers, and without regard to other aspects of identity that may impact access. The ability of research informants and beneficiary groups to easily access and digest written outputs helps ensure the accountability of stakeholders and implementation partners.

3. **Gender analyses should interrogate the gendered power relations in a society, institution, and organization.** The political economy and institutional analyses of policymakers and program implementers in the counterterrorism and P/CVE spaces often fail to account for relationships of power among groups based on gender differences, inequalities, and other intersecting identities. There may be an assumption that all or even most groups of people generally enjoy equal enough access to goods and services, that institutions of government are neutral arbiters of justice and protectors of rights and liberties, and that security institutions uphold the law and protect public safety. Experts argue this trend points to a fundamental misunderstanding

> about the way the world and society work[ ] – that democratic rights, law and order, an impartial judiciary and police, due process and access to redress, rights of association, civil liberties, an independent media, etc. are inevitably present and surrounding change processes in a larger safety net. In reality, few of these conditions can be presumed to exist where groups of marginalized and oppressed people seek fundamental change for social and economic justice.[13]

4. **Gender analysis approaches and, where appropriate, outcomes should be made widely available.** This allows for growing the evidence base and constant learning and improving rather than reinventing the wheel.

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13   Srilatha Batliwala and Alexandra Pittman, "Capturing Change in Women's Realities: A Critical Overview of Current Monitoring and Evaluation Frameworks and Approaches," Association for Women's Rights in Development, 2010, p. 12, https://www.awid.org/sites/default/files/atoms/files/capturing_change_in_womens_realities.pdf.

2.2. Data Collection and Access

Inconsistencies in the collection of gender-disaggregated data make it difficult to accurately assess aspects of a topic of interest, such as the return of foreign terrorist fighters[14] (returning and relocating from conflict) and accompanying families. These inconsistencies can include whether a state collects gender-disaggregated data, what type of information it collects, and how it is used or reported. In addition to gender, several categories of disaggregation may be relevant.

- Age
- Household income
- Disability
- Language
- Geographic origin
- Race
- Ethnicity
- Religion
- Physical and mental health needs
- Level of education
- Marital status
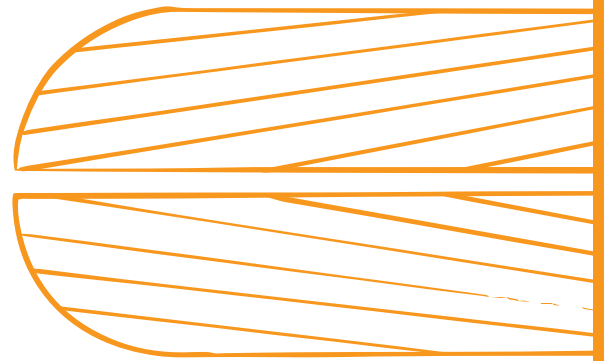
To ensure research participants and their data are fully protected during and after a study, researchers should familiarize themselves with the laws and protocols regarding the use of human subjects, privacy, and data protection.[15] Research team and program staff should consider how the data will be stored and protected, as well as how the data will be collected, including any biases or influences the interviewer may have on the data collection process. Additionally, researchers should acknowledge and mitigate their biases when analyzing the data and presenting any research findings. Finally, research teams should consider making their data and outcome documents accessible to the public, after all identifying information is anonymized or removed to protect the human subject. Where possible, research should be translated into multiple languages to ensure broad accessibility and transparency.

2.2.1. DIFFERENT TYPES OF DATA TO CONSIDER

Appropriate research methods can include the use of literature reviews, secondary data analysis, surveys, interviews, and field studies. Utilizing both quantitative and qualitative data collection methods often yields more complete and richer data sets and findings. Quantitative research can provide insight into a topic of interest by providing data, such as the number of people who have traveled to join a violent extremist group or the number of people who have returned to their country of origin. Qualitative research provides insights

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14   Per UN guidance, the term "foreign terrorist fighter" is only used in relation to relevant Security Council resolutions, such as Resolution 2178. Concerns have been raised regarding the labeling of individuals and their families, by association, as foreign terrorist fighters. Difficulties relate to the criminal regulation of individuals' intentions and the blurring of lines between terrorism and armed conflict, with consequences for human rights protection and the protection regime under international humanitarian law. For more information, see the glossary.

15   If a jurisdiction does not have specific protocols concerning the use of human subjects in nonmedical research on human subjects, then the existing protocols for medical research often include guidelines and requirements that are applicable to all research involving human subjects.

based on unquantifiable data to assess and analyze an issue. Often, this type of research is conducted through interviews, surveys, group discussions, observation, or examination of written material, including documents and online messages. Data triangulation, or the use of multiple methods or data sources, is particularly important to verify results and create a more comprehensive understanding.

An overemphasis on quantitative data can lead to conclusions or results that do not adequately represent an individual's experiences and may not accurately reflect the challenges and lessons learned. When trying to demonstrate shifts on a broader and long-term scale, such as changing gender norms within a community or society, quantitative data (e.g., increased gender balance in leadership positions in the security sector) may not accurately reflect the more nuanced changes that are taking place in security sector institutions or wider society because these often occur over a longer period of time. Collecting quantitative or qualitative longitudinal data to measure long-term impacts of P/CVE policies and programs tends to be difficult, especially if the policy or program has a short life cycle, there is a lack of funding or will to continue the data collection and analysis, or respondents cannot be repeatedly located for a few years or even a few months after the policy's or program's inception.

2.2.2. GENDERED STEREOTYPES AND ASSUMPTIONS

Although stereotypes and assumptions depend on social and cultural contexts, one persistent assumption is that women are victims rather than perpetrators of violence, including violent extremism. Evidence shows that women are active participants, holding such different roles as recruiters, communicators, influencers, planners, and attackers. Failing to recognize women and girls as active members of violent extremist groups and participants in violence can limit the scope and inclusivity of research on and policy responses to violent extremism and P/CVE. Similarly, there is a tendency to assume that all men involved in violent extremist and terrorist groups join voluntarily. Neglecting to consider the circumstances under which men and boys join violent extremist groups and perpetrate violence can equally limit research findings and their analysis to a binary understanding of perpetrator and victim.

Another widespread assumption is that women lack agency and have limited control over their involvement in violent extremism. This assumption particularly impacts the way women are perceived by their communities and the legal system when they disengage from violent extremism. Much like the assumption that women are only victims of violent extremism, it is equally as harmful to ignore women's agency and willingness to join violent extremist groups.

Gender stereotypes also affect women's role in P/CVE efforts. The assumption that women are best placed to spot signs of radicalization in their roles as mothers is perpetuated across the P/CVE community. This stereotype can have many negative implications, including a formulaic understanding of a family and family roles, neglect regarding the inclusion of other family relations, an overemphasis on the relationship between mother and child, and the lack of recognition that a mother may not necessarily be equipped to act accordingly. It further perpetuates the notion that women are homemakers and the primary caregiver, reinforcing stereotypical notions of masculinity where men cannot be a nurturing, moderating force in domestic life.

2.2.3. BIASES WHEN COLLECTING DATA

When designing and developing P/CVE policies and programming, it is important to reflect on one's own biases and how they might impact the intent and outcome of a program or policy. Often, biases are the product of the social norms to which individuals are exposed and can result in unconscious attitudes and stereotypes that introduce implicit biases into the research. Instruments, such as the one developed by Project Implicit, can be taken online and are an important tool in not only recognizing biases, but ensuring that researchers, policymakers, and program implementers strive to limit the impact of these biases on their work. Awareness of bias alone, however, is insufficient. Ideally, the bias tests are coupled with or followed up by training aimed at teaching how to manage bias and change potential bias behavior.[16]

Implicit biases can affect the way people's roles in violent extremism and in P/CVE efforts are perceived, as well as the approach to conducting research on terrorism and violent extremism. Much of the current evidence base focuses on certain groups of male perpetrators of terrorism. This focus not only ignores the different roles women play in violent extremism, but also reinforces stereotypes that make it easier for women perpetrators to evade detection when carrying out attacks.

Resource Highlight: Implicit bias test

Project Implicit is a nonprofit organization and international collaboration among researchers who are interested in implicit social cognition—thoughts and feelings outside of conscious awareness and control. The goal of the organization is to educate the public about hidden biases and to provide a "virtual laboratory" for collecting data.[a]

The implicit bias test asks users to report their "attitudes or beliefs about [certain] topics" and their personal information before answering test questions.[b] Participants can choose specific bias test themes, including gender career, race, age, and religion. The test is designed to measure the strength of association between concepts and comprises five sections where participants are asked to sort words and concepts into different categories. Further information about the test can be found on Project Implicit's website in the education category.[c]

[a]   Project Implicit, "About Us," n.d., https://implicit.harvard.edu/implicit/aboutus.html (accessed 3 October 2021).

[b]   Project Implicit, "Preliminary Information," n.d., https://implicit.harvard.edu/implicit/takeatest.html (accessed 3 October 2021).

[c]   Project Implicit, "About the IAT," n.d., https://implicit.harvard.edu/implicit/iatdetails.html (accessed 3 October 2021).

2.2.4. ETHICAL CONSIDERATIONS IN RESEARCH AND DATA COLLECTION

When conducting any type of research, it is important to be guided by ethical methods of data collection and storage. In discussing the ethics of research on women's and girls' experiences in violent extremist groups, it is key to consider not only the source of information, but also the methods of data collection.[17] The segments below outline essential parts of an ethical research process and note how each relates to gender.[18]

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16   Francesca Gino and Katherine Coffman, "Unconscious Bias Training That Works," *Harvard Business Review*, September–October 2021, https://hbr.org/2021/09/unconscious-bias-training-that-works; Tiffany L. Green and Nao Hagiwara, "The Problem With Implicit Bias Training," *Scientific American*, 28 August 2020, https://www.scientificamerican.com/article/the-problem-with-implicit-bias-training/.

17   Involving girls and boys in research may require additional protections and considerations. Research teams should conduct inquiries into whether there are additional guidelines, regulations, or laws that they need to follow if their research involves youth or adolescent human subjects.

18   This is not an exhaustive list of ethical considerations. For further information on conducting research, programs, and policies in an ethical manner, see annex II.

In a **do-no-harm approach,** "every possible measure should be undertaken to ensure that no stakeholder be put in danger" or be at an increased risk for harm as a result of their participation in a project or study. These harms can include physical, psychological, and social harms. When taking a do-no-harm approach to research, policies, and programs related to gender, it is key to examine whether the program is perpetuating or reinforcing existing gender norms, structures, or stereotypes that are harmful.

– UN Evaluation Group (UNEG), *UNEG Ethical Guidelines for Evaluation*, 2020, p. 11, http://www.unevaluation.org/document/download/3625.

Anonymity in a research process signifies that the identity of research participants will not be disclosed and cannot be deduced from research outputs. This includes information that could identify individuals directly, such as their name or address, or indirectly. In some studies, anonymity allows participants to reveal information they may not want attributed to them. It can also improve participation in studies where there may be significant risk posed to participants by providing an extra element of protection to them.

– University of Michigan Office of Research, "Data Security Guidelines," October 5, 2020, https://research-compliance.umich.edu/data-security-guidelines.

Confidentiality refers to a participant's ability to provide information with the knowledge that it will be protected and used only for the purposes identified by the researcher. The release of any data collected from participants in the study should be done in accordance with the informed consent of the participant and with the proper measures to protect the identity of the participant. Data protection is also a key part of confidentiality. Researchers should take precautions to ensure that data are stored in a secure manner and access is limited to those who are working on the project. It is crucial that participants' data, including information about their gender identity, are protected as it may put them at increased risk to have their gender identity made public.

– UNEG, *UNEG Ethical Guidelines for Evaluation*, p. 22.

Informed consent is the procedure through which participants are informed of the purpose and nature of the research study and of the potential harms and should include relevant information on data protection and confidentiality. Informed consent relates directly to the dignity and authority of the participant. The researcher needs to indicate that topics may be addressed in the study that are difficult to discuss and that the participant can opt out of responding to any questions that make them uncomfortable or to end their participation at any time. The research team can be expected to carefully reflect on topics such as gender, including the need for participants to disclose information and its relevance to the research team. The researcher should also provide information on how to contact the research team and where to find support with regard to any concerns. Researchers should always be prepared to accommodate any accessibility needs.

– Partners for Prevention, "Ethical and Safety Guidelines for Research on Gender-Based Violence," n.d., pp. 3–4, http://www.partners4prevention.org/sites/default/files/ethical_and_safety_guidelines_for_research_with_men_final.pdf.

Building on the ethical considerations in research and data collection outlined in this chapter, gender-specific considerations must be reflected in all P/CVE research efforts. There are various questions to consider when conducting research.

1. Does research make a distinction between gender and sex?

    (a) Participants should not be asked about their sex in most P/CVE research contexts.

    (b) Where it is unlawful or dangerous for people of nonbinary and transgender identities to exist, options should be restricted to male, female, and prefer not to answer.

    (c) In contexts where people of nonbinary genders may openly exist, people should be given the flexibility to identify their gender or abstain from such identification.

2. Is collecting and sharing the gender identity of research participants necessary for the study?

    (a) Why is information on gender or sex being collected?

    (b) Always follow and obey the do-no-harm principle. Will revealing gender identities at the individual level or in the aggregate put participants in harm's way?

    (c) Gender does not exist in a vacuum. How must other factors and their intersection with gender be considered?

3. How will this data be stored and protected during the project and over the long term?

4. How will the research impact gender inequality or the gendered aspects of P/CVE?

5. What is the composition of the research team, and how does this impact the research and data collection?

    (a) A gender-balanced research team will make it more likely that participants have access to a team member with whom they are comfortable.

    (b) Other considerations for the establishment of a diverse research team should include cultural diversity and sensitivity and language skills.

6. Has the research team received training on how to conduct gender-sensitive research?

7. Do participants have all the necessary means and information to report ethical concerns and inappropriate behavior by a member of staff?

8. Is research guided by human rights, including those related to privacy?

2.3. Research on the Gendered Aspects of Radicalization and Recruitment to Violent Extremism, P/CVE, and Rehabilitation and Reintegration

Perhaps one of the most important factors in strengthening the evidence base is investing in gender-sensitive P/CVE research and supporting the involvement of a diverse range of researchers and policymakers. A dedicated research phase should underlie all P/CVE policies and programming to gather information that is relevant specifically to program or policy in development. It is impossible to gather relevant data and evidence to analyze the ways in which gender dynamics are connected to P/CVE without sufficient resources and funding. When designing a P/CVE program or formulating a policy, program implementers and policymakers should consider the questions below.

Questions	Key takeaways
Have I been engaging equally with people of different gender identities over the course of my research? If not, who is underrepresented in the study, and how can I improve my engagement with them?	Policymaking processes and projects should have a dedicated research phase to ensure that they are informed by the relevant context and are addressing the most pressing issues and sensitivities. Resources and funding must be made available to conduct necessary research to continue building the evidence base.
How can I incorporate a gender lens or gender analysis into each phase of my project or research process?	When conducting research, review the entire data- or information-gathering phase to ensure the process is ethical and includes safeguards for protecting participants' information.
Is my research question, project methodology, and theory of change influenced by gender stereotypes or my own gender(ed) assumptions? How can I mitigate the impact of these stereotypes?	Ensure that when conducting a gender analysis, it considers the experiences of different gender identities. Avoid using men as the default and assessing all other experiences against theirs.
Does my analysis account for the different identity factors that have influenced a person's experience with violent extremism or P/CVE programs? These can include race, ethnicity, socioeconomic status, and age.	Ask researchers, program implementers, and policymakers to assess their own implicit biases at the start of every project. This will help prevent reliance on stereotypes and assumptions when designing and implementing a project or study. Ensure the research, program, and policy teams reflect diverse identity factors, including gender, race, age, and ethnicity.

Resource Highlight: What Women Say: The Intersection of Misogyny and Violent Extremism

In her research, Saeida Rouass addresses the growing interest in the intersection of misogyny and violent extremism. In "What Women Say," she presents three case studies that were selected from a body of 36 interviews with men and women in the United States, who have direct experience with white supremacy violent extremist movements.[a] Qualitative research studies such as this one highlight the personal motivators behind an individual's pathways to white supremacy.

Misogyny and violent extremism have become topics of interest in the discourse around violent extremism, but there is limited research on how they interact. Research on their relationship can reveal not only how misogyny and violent extremist ideologies intersect, but also how, among other issues, toxic masculinity, patriarchy, gender norms, and domestic violence interact with violent extremism.

[a] Saeida Rouass, "What Women Say: The Intersection of Misogyny and Violent Extremism," in *Researching the Evolution of Countering Violent Extremism*, ed. Farangiz Atamuradova and Sara Zeiger (Hedayah, 2021), https://hedayahcenter.org/app/uploads/2021/09/Full-Edited-Volume-RC2019.pdf.

Further reading

Conciliation Resources, "Gender and Conflict Analysis Toolkit for Peacebuilders," December 2015, https://rc-services-assets.s3.eu-west-1.amazonaws.com/s3fs-public/CR%20Gender%20Toolkit%20WEB.pdf.

Evie Browne, "Gender in Political Economy Analysis," *GSDRC Helpdesk Research Report*, 17 January 2014, http://www.gsdrc.org/docs/open/hdq1071.pdf.

Jethro Pettit, "Power Analysis: A Practical Guide," Swedish International Development Cooperation Agency, 2013, https://www.alnap.org/system/files/content/resource/files/main/power-analysis-a-practical-guide-3704.pdf.

UN Development Group, *Data Privacy, Ethics and Protection: Guidance Note on Big Data For Achievement of the 2030 Agenda*, n.d., https://unsdg.un.org/sites/default/files/UNDG_BigData_final_web.pdf.

UN System Chief Executives Board for Coordination, "Principles on Personal Data Protection and Privacy," n.d., https://unsceb.org/principles-personal-data-protection-and-privacy-listing (accessed 29 December 2021); UN Children's Fund (UNICEF), *UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis*, CF/PD/DRP/2015-001, 1 April 2015, https://www.unicef.org/media/54796/file.
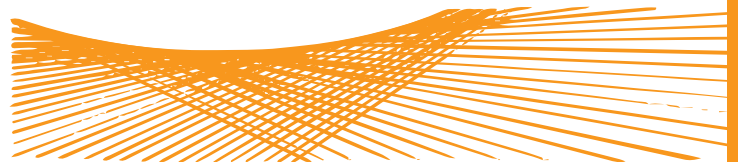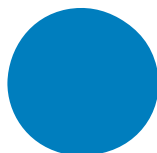
CHAPTER 3. DESIGNING GENDER-SENSITIVE P/CVE POLICIES AND PROGRAMS

Chapter Objective

This chapter outlines gender considerations applicable to all P/CVE policies and programs. It further supports policymakers and practitioners in designing gender-responsive and human rights–compliant policies and programming that uphold the do-no-harm principle and promote gender equity, justice, and empowerment.

Chapter Highlights

- Gender-sensitive theory of change development.

- Accessibility and gender-sensitive stakeholder engagement.

- Gender-inclusive language.

- Examples of gender-responsive policy responses and programs, including rehabilitation and reintegration efforts and NAPs.

Relevant Good Practices From the GCTF Good Practices on Women and CVE and Its Addendum

Good Practice 1: Include women and girls and gender mainstreaming in the design, implementation, monitoring, and evaluation of all policies, laws, procedures, programs, and practices related to CVE.

Good Practice 9: Ensure that CVE efforts, including alternative narratives, address women and girls' involvement in violent extremism and terrorism.

Good Practice 10: Develop gender-sensitive disengagement, rehabilitation, and reintegration programs that address the specific needs of women and girls on a path to terrorist radicalization or involved in violent extremism.

Good Practice 14: Involve women and girls and mainstream gender in community engagement and community-oriented policing efforts for CVE through genuine partnerships based on trust and the pursuit of common goals.

Good Practice 5 (Addendum): Ensure that CVE, including reintegration policies, are based on gender-sensitive analysis of the conditions conducive to women and girls' involvement in violent extremism.

Good Practice 7 (Addendum): Design and support gender-responsive reintegration and rehabilitation processes and measures.

3.1. Theory of Change

Theory of change is a tool practitioners can use to explore, understand, and explain the changes they think are needed to achieve policy and program goals. It is developed through collaborative learning exercises in which stakeholders identify possible preconditions for change; identify assumptions, obstacles, and opportunities; explore and weigh different pathways to success; and anticipate unintended consequences of change. Theorizing change is about understanding how change works for the groups of people most impacted by a problem and identifying potential avenues to support effective change in accordance with their needs. The process should draw from and align with the underlying gender analysis. Few changes impact individuals and groups in the same way, and anticipated changes can often result in unanticipated consequences. Although an intervention may produce positive outcomes for certain groups, these changes may unintentionally cause harm. A nuanced understanding of factors that enable or inhibit change and a questioning of assumptions around those factors are critical for achieving success and managing expectations around what an intervention can and cannot achieve.

Theorizing change requires leadership, time, and resources. Women, men, girls, boys, and people with diverse gender and intersecting identities may have different visions of success, be impacted differently by different changes, and face different challenges and risks during change processes. To account for the myriad of ways interventions might impact the lived realities of communities, particularly marginalized groups, robust theories of change should be developed with active stakeholder, constituent, and beneficiary leadership and input. This process can prove of immense value in building relationships of trust and collaboration among stakeholders and gaining critical insights. Integrating complex and varied viewpoints into theories of change can take time and present unique challenges and thus needs to be appropriately considered and resourced.

Facilitators of theory of change development processes should be skilled in the promotion of inclusive, equitable, and accessible design, monitoring, and evaluation. Given the sensitive nature of the theory of change development process, it is important to ensure that facilitators are capable not only of facilitating discussion and accounting for different perspectives of change, but also in fostering trust and collaboration.[19]

It is crucial to account for complex, overlapping dimensions of gender-related change. How will P/CVE interventions change or further reinforce a primary objective? It is critical that a theory of change account for how an intervention may have positive or negative consequences for gender-related power dynamics. Theories of change should always be formulated to promote gender equality and should ensure that P/CVE interventions do not cause harm and reinforce existing forms of gender-related inequality and oppression. The Rao and Kelleher model provides a useful framework for considering different dimensions of change in gender-related power dynamics (fig. 3.1).[20]

Theories of change should identify how the intervention will explicitly engage with, relate to, and impact gender and related dynamics. A robust theory of change should clearly identify how an intervention will interact with people of diverse gender and intersecting identities and how the changes envisioned will impact those among the most marginalized populations. Accounting for this information will be essential when designing or monitoring frameworks and for assessment during evaluation processes.

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19   Oxfam's *Feminist Principles of Monitoring, Evaluation, Learning and Accountability* emphasize that "persons facilitating evaluative processes should be self-aware and should possess skills including … facilitating, listening, interviewing, and writing/recording" and "that time is needed to build trust and understanding." Shawna Wakefield and Daniela Koerppen, "Applying Feminist Principles to Program Monitoring, Evaluation, Accountability and Learning," *Oxfam Discussion Paper*, July 2017, https://oxfamilibrary.openrepository.com /bitstream/10546/620318/4/dp-feminist-principles-meal-260717-en.pdf.

20   See Aruna Rao and David Kelleher, "Unravelling Institutionalized Gender Inequality," *AWID Occasional Paper*, no. 8 (October 2002), https://genderatwork.org/wp-content/uploads/2017/10/Unravelling-Institutionalized -Gender-Inequality_AWID_Rao_A_D_Kelleher_ARTICLE.pdf; Aruna Rao and David Kelleher, "Is There Life After Gender Mainstreaming?" *Gender and Development* 13, no. 2 (July 2005): 57–69.

Figure 3.1. Dimensions of Change in Gender Power
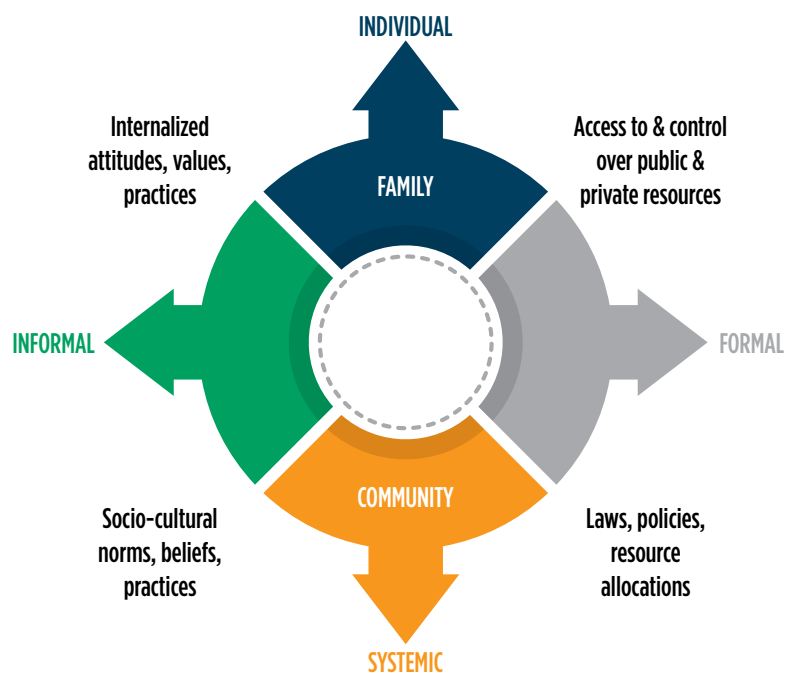
Source: Srilatha Batliwala and Alexandra Pittman, "Capturing Change in Women's Realities: A Critical Overview of Current Monitoring and Evaluation Frameworks and Approaches," Association for Women's Rights in Development, 2010, p. 18.

3.2. Accessibility and Gender-Responsive Stakeholder Engagement

Integrating gender-related considerations in the design of P/CVE policy measures and interventions from the outset is critical for ensuring they are responsive to the needs of all members of the community. Stakeholder engagement practices, political economy or power analyses, theories of change, and intervention design are all crucial components of the design process, which must specifically account for gender-related considerations regardless of objectives. P/CVE interventions do not necessarily need to have gender equity, justice, and empowerment as their primary goals to integrate a gender perspective but at a minimum should always include a gender analysis and not negatively impact gender equality. The gender equality continuum is a useful tool to gauge how interventions integrate a gender perspective (fig. 3.2).

Involving women and addressing gender are not the same. Policies or programs that integrate a gender perspective include those that

(1) target the promotion of gender equity, justice, and empowerment goals as primary objectives;

(2) target other goals as primary objectives but seek and promote gender equity, justice, and empowerment as tertiary or supporting goals; or

(3) account systematically for a gender perspective at all stages to ensure the intervention does not harm or reinforce gender-based violence and oppression.

A policy or program that prioritizes the participation of women but does not fall under the above categories is not integrating a gender perspective; it is, in other words, gender blind. "Add women and stir" is not good enough.[21]

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21   Gillian Fletcher, "Addressing Gender in Impact Evaluation: What Should Be Considered?" Methods Lab, October 2015, p. 6, https://cdn.odi.org/media/documents/9934.pdf.

Figure 3.2. Gender Equality Continuum
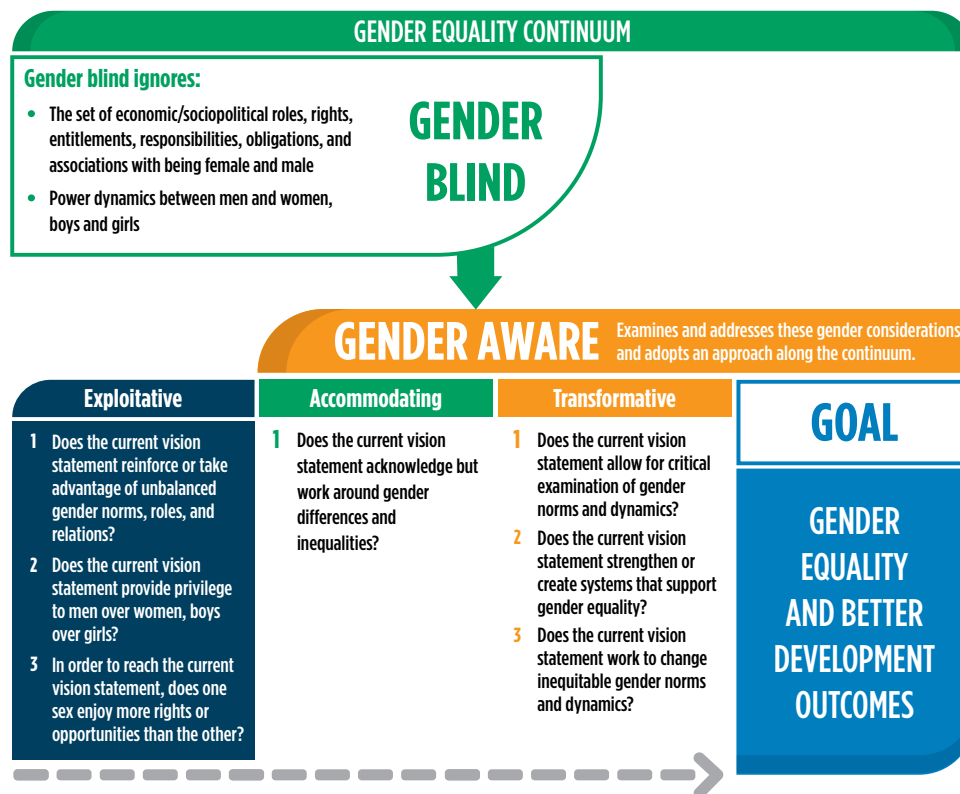
Source: Health Communication Capacity Collaborative, "Integrating Gender Into Social and Behavior Change Communication: An Implementation Kit," U.S. Agency for International Development, May 2016, p. 15, https://sbccimplementationkits.org/gender/wp-content/uploads/sites/7/2017/04/Gender-and-SBCC-I-Kit.pdf.

P/CVE policies and programs and their design, implementation, monitoring, and evaluation processes need to account for disabilities and other obstacles that affect their accessibility to people of diverse gender identities. This includes, among others, physical, mental, intellectual, sensory, financial, educational, and linguistic impairments.

3.3. Considerations for Gender-Sensitive P/CVE Policy Formulation and Program Development

As affirmed in Addendum to the GCTF Good Practices on Women and Countering Violent Extremism, with a Focus on Mainstreaming Gender, notable challenges exist regarding the practical use of Good Practices on Women and Countering Violent Extremism, including a limited, nascent evidence base on gender, violent extremism conducive to terrorism, and P/CVE; the structural and cultural barriers to women's involvement in the security sector and decision-making; and the significant risks to women's and people of diverse gender identities' safety and their enjoyment of human rights when engaging in P/CVE efforts or being targeted by them. Prevention efforts must address the political, social, and economic root causes of violent extremism conducive to terrorism through an intersectional lens by accounting for an individual's security, rights and lived experiences, opportunities, and access, as well as structural biases within societies governing these factors and dynamics. When designing a policy or program, the underlying theory of change should be developed in a gender-sensitive manner, ensuring gender-related considerations are reflected in each stage of the policy and program design and implementation process. The involvement of individuals of diverse gender and intersectional identities in policy and program design is critical to more inclusive, effective approaches. Gender-inclusive language needs to be used to ensure nondiscrimination against individuals and not perpetuate gender stereotypes and assumptions.

> **Resource Highlight:** Gender-inclusive language
>
> When developing a gender-sensitive policy on preventing and countering violent extremism conducive to terrorism, ensure to use nondiscriminatory language. The United Nations has developed guidelines for gender-inclusive language, which entails speaking and writing in a way that does not discriminate against a particular sex, social gender, or gender identity and does not perpetuate gender stereotypes and assumptions.[a] Given the key role of language in shaping cultural and social attitudes, using gender-inclusive language is a powerful way to promote gender equality. The guidelines have been developed in all six official UN languages.
>
> a   United Nations, "Gender-Inclusive Language," n.d., https://www.un.org/en/gender-inclusive-language/ (accessed 12 December 2021).

Knowing that misogyny and violence against women and people of diverse gender identities can constitute violent extremism conducive to terrorism, policy and program efforts that embed gender equity and justice within society are well placed to address drivers of violent extremism conducive to terrorism. Experts argue that hostile sexist attitudes and support for violence against women and people of diverse gender identities are associated with support for violent extremism conducive to terrorism.[22] Their research explored the relationship between attitudes and practices indicating misogyny and support for violent extremism conducive to terrorism. Violence against women and people of diverse gender identities is a material manifestation of the presence of misogyny in cultures and societies. Unequal structures and discriminatory social and cultural norms can breed misogyny.[23] Yet, it is also important to ensure that a focus on misogyny does not embed and perpetuate stereotypes on whether certain communities or religions have views that are inherently antithetical to gender equality.

3.3.1. CIVIL SOCIETY ORGANIZATIONS, INCLUDING WOMEN-LED AND HUMAN RIGHTS ORGANIZATIONS, AND ACTIVISTS

Women, civil society organizations, human rights organizations, and activists have long been essential to peace and security efforts. They have been instrumental in safeguarding communities, detecting early-warning signs of radicalization, intervening and dissuading individuals from supporting or joining terrorist groups, and rehabilitating and reintegrating individuals into their families, communities, and societies. Despite these long-standing efforts, much capacity continues to be focused on advocacy to help policymakers and governments understand in what ways they are currently excluded from or directly targeted by policies. A thorough analysis of the relationship among gender, peace and security, human rights, and P/CVE efforts, however, is still neglected.

Women and girls, as well as people of diverse gender identities, feel the disproportionate impact of security measures implemented under the auspices of counterterrorism efforts. Women's organizations, which tend to be smaller and more informal, have been more affected directly by increased administrative requirements[24] or inadvertently when a range of gendered security harms have been inflicted through national security policies even when national governments have tried to incorporate a gender perspective. Some of these may include the synonymous use of "gender" and "women" and the instrumentalization

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22   Johnston and True, "Misogyny and Violent Extremism."

23   UN Office on Drugs and Crime, "Forms of Gender Discrimination," October 2018, https://www.unodc.org/e4j/en/integrity-ethics/module-9/key-issues/forms-of-gender-discrimination.html.

24   UN General Assembly, *Impact of Measures to Address Terrorism and Violent Extremism on Civic Space and the Rights of Civil Society Actors and Human Rights Defenders: Report of the Special Rapporteur on the Promotion and Protection of Human Rights and Fundamental Freedoms While Countering Terrorism*, A/HRC/40/52, 1 March 2019; Jayne C. Huckerby, "In Harm's Way: Gender and Human Rights in National Security," *Duke Journal of Gender Law & Policy* 27, no. 1 (2020): 179–202.

of gender equality through the promotion of gender equality and women's empowerment as a national security tactic, as well as the use of a gender equality perspective to focus on female terrorists in ways that encourage punitive state responses.[25]

Other impacts may include laws and policies prohibiting women and people of diverse gender identities from equal access to land, property, and housing; economic and social discrimination; sexual and gender-based violence; and denial of sexual and reproductive health and rights.

When designing gender-responsive P/CVE policies and programs, the inclusion of the aforementioned stakeholders is crucial to ensure P/CVE interventions do not further exacerbate or reinforce existing stereotypes or make them the target of P/CVE policies and programs. In addition to their inclusion, the following guiding questions and considerations should be kept in mind.

Box 3.1. Disabilities and Accessibility

The United Nations acknowledges that accessibility is a human rights issue and development concern.[a] Ensuring interventions are accessible to all requires consideration of issues that affect the ability of different groups of people to participate in interventions physically and virtually and obtain related communications and information. This includes considerations of the needs of people based not only on their gender and intersecting identities but also on a broad spectrum of disabilities.

People with disabilities, defined as those individuals who have long-term physical, mental, intellectual, or sensory impairments, make up about 15 percent of the world's population, a majority of whom live in the global South. In her July 2020 report to the UN Secretary-General, Catalina Devandas-Aguilar, the Special Rapporteur on the rights of persons with disabilities, writes that these populations

> are more likely to live in poverty compared with their peers without disabilities and, owing to structural inequalities linked to attitudinal, environmental, and institutional barriers, are less likely to have access to employment, health, education, social protection and other services. Persons with disabilities also experience multiple and intersecting forms of discrimination and oppression. Women with disabilities are more likely to be poor or unemployed or lack adequate support than men with disabilities. In conflict and emergency situations, persons with disabilities are often among the most adversely affected, sustaining disproportionately higher rates of morbidity and mortality. The adverse impacts of climate change are also likely to be experienced more severely by persons with disabilities.[b]

Following are some potentially useful resources to consider in promoting disability and gender equity and justice in the design of programs and policies.

Bridging the Gap, "Inclusive and Accessible Communication Guidelines," n.d., https://bridgingthegap-project .eu/wp-content/uploads/BtG_Inclusive-and-accessible-Communication-Guidelines.pdf.

Ontario Ministry of Economic Development, Employment and Infrastructure, "Planning Accessible Events So Everyone Feels Welcome," 2016, https://accessibilitycanada.ca/wp-content/uploads/2016/06/Planning -Accessible-Events-May-2016.pdf.

[a] UN Department of Economic and Social Affairs, *Accessibility and Development: Mainstreaming Disability in the Post-2015 Development Agenda*, ST/ESA/350, n.d., https://www.un.org/disabilities/documents/accessibility_and _development.pdf.
[b] UN General Assembly, "Rights of Persons With Disabilities: Note by the Secretary-General," A/75/186, 20 July 2020 (containing *Report of the Special Rapporteur on the Rights of Persons With Disabilities, Catalina Devandas-Aguilar*).

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25   Ibid.

Gender-sensitive policy formulation and program development questions	Useful considerations
Does the policy or program uphold the do-no-harm principle?	P/CVE policies and programs should not rely on, exacerbate, or reinforce structural biases, gender inequity, violence, and oppressive power relations and structures.
P/CVE policies and programs should safeguard and protect the rights of women, girls, and people of diverse gender identities and avoid instrumentalizing the WPS and gender equality and equity agendas and women's organizations.	
Does the policy or program build on an intersectional identity analysis?	P/CVE policies and programs should account for the experiences of different groups of women, men, girls, boys, and people of diverse gender identities. They should not be based on the assumption that groups have the same experiences based on a shared gender identity.
Is the policy or program holistic and aligned to help address the drivers of conflict and promote and protect the rights of people of diverse gender identities?	P/CVE policies and programs should promote the protection of civic space, including for women, girls, and people of diverse gender identities.
Does the policy or program use nonsexist, gender-inclusive, nonderogatory language?	Gender-inclusive language is a powerful tool to promote gender equality.

3.3.2. CAPACITY NEEDS OF CIVIL SOCIETY ORGANIZATIONS

Engaging civil society organizations and community representatives in P/CVE efforts is crucial to ensure the interventions do no harm, are sustainable, and are successful in supporting the communities most effected by violent extremism conducive to terrorism. To ensure the meaningful involvement of civil society organizations, and particularly women-led organizations and people of diverse gender identities, barriers for participation must be broken down. To do so, their access to resources and capacity limitations must be considered and taken into account when designing P/CVE programs. Investments must be made in sharing the ever-evolving knowledge of terrorism and P/CVE alongside building the organizational capacities of smaller, less formal organizations. Potential areas of capacity support for civil society organizations can include thematic expertise, mentorship programming, support of proposal developments, grant administration, program finances, monitoring, evaluation, and reporting and communication demands. Other areas for consideration should include intersectional identity–specific areas and organization-specific capacity concerns. Local organizations are uniquely positioned to understand and serve specific communities and provide valuable insights and thus must always be included as trusted partners in the design process of P/CVE policies and programs. Training to support civil society organizations in the aforementioned areas and so-called small grant funding mechanisms can be important tools in supporting locally led P/CVE efforts. Good practices and examples exist across the world, including training and support to women's peace-building organizations on monitoring and evaluation; support to human rights defenders to monitor the conduct of security officials, including violations of women's and girls' rights; and support to engage women's organizations in conducting research as the basis for policy dialogue with the government on implementation of the preventing violent extremism NAP and related policies.

Existing small grants funding mechanisms were developed by a variety of organizations with the aim to financially support the involvement of civil society organizations and their overall capacity needs to sustain their engagement in P/CVE efforts, while lifting some of the capacity challenges and administrative burdens often connected to larger grants administration.[26]

The shrinking space in which civil society organizations operate can further hinder the engagement of civil society organizations and communities. It is important that counterterrorism and countering the financing of terrorism measures do not negatively impact civil society organizations, including women-led organizations, youth-led efforts, and organizations that provide resources and support to people of diverse gender identities and sexual orientations, including lesbian, gay, bisexual, transgender, intersex persons (LGBTI+).[27]

3.4. Select Examples of Gender-Responsive Policy Responses and Programs

A few select policy and program examples were identified to further support program implementers and policymakers in considering gender as an integral part of all P/CVE efforts. The following subsections were developed to provide guidance in specific areas, although many of the outlined gender considerations and recommendations can be applied to other P/CVE areas. When designing gender-responsive P/CVE policy and program efforts, policymakers and program implementers can distinguish between an intervention being gender specific or gender relevant (table 3.1). Gender-specific P/CVE policies and programs address the needs of a specific group, for example, women or women-led organizations. Gender-relevant P/CVE policies and programs incorporate gender-responsive considerations in the design of the intervention but do not necessarily target or benefit a specific group.

3.4.1. GENDER-RESPONSIVE PREVENTION PROGRAMS, INCLUDING SMALL-GROUP INTERVENTIONS, MENTORSHIP PROGRAMS, AND PSYCHOSOCIAL AND RESILIENCE SUPPORT

By addressing the root causes of violent extremism conducive to terrorism, P/CVE programs tend to emphasize "push factors," which refer to structural conditions that foster the spread or increase the appeal of violent extremism conducive to terrorism, including marginalization, inequality, and the denial of rights and civil liberties. Gendered societal norms, discrimination, and gender inequality can also be root causes of violent extremism conducive to terrorism. Preventive programs should always seek to address systemic gender inequalities and harmful gender stereotypes and assumptions. Depending on the intended goal of the program, efforts may focus on social media literacy, vocational training, or an increase in access to education for all. Involving a diverse group of stakeholders in the design, development, and implementation of gender-responsive P/CVE programming will allow implementers to create preventive efforts that are accessible and meaningfully address core issues.

Small-group interventions can include mentorship programs, programs for trauma recovery, resilience support, and psychosocial support programs. The effectiveness of these interventions strongly depends on the individual's and sometimes the community's needs. Considerations should include the gendered nature of mental health, relationships, and experienced violence. As learned behaviors around violence are connected to gender norms and inequalities, any type of program will have to account for these to be useful to the individual.

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26   Small grants are offered by organizations such as the Global Community Engagement Resilience Fund, the International Civil Society Action Network, the Global Center on Cooperative Security, UN Women, and the U.S. Institute of Peace. All mechanisms are dedicated to providing financial support and assistance to organizations focusing on a variety of thematic areas, including rehabilitation and reintegration, empowerment of youth leaders, women-led peace-building efforts, and promotion of resilient communities.

27   For more information on UN use of the LGBTI+ terminology, please see UN Free & Equal, "Definitions," Office of the UN High Commissioner for Human Rights, n.d., https://www.unfe.org/definitions/#:~:text=Gender %20identity%20reflects%20a%20deeply%20felt%20and%20experienced,with%20the%20sex%20assigned %20to%20them%20at%20birth (accessed 5 March 2022).

Table 3.1. Gender-Specific and Gender-Relevant Examples

Program and Policy Example	Outcome	Gender Specific	Gender Relevant	Considerations
Women-centric efforts, for example, programs to rehabilitate and reintegrate women associated with foreign terrorist fighters	Successful reintegration of female fighters	✅		What gender-specific considerations need to be taken into account when reintegrating women and girls into families, communities, and societies hostile to women and people of diverse gender identities?
Increase in the participation of women in the security and justice sector	Population representation in security and justice sectors			A more representative security sector does not necessarily translate to better security and justice for women and people of diverse gender identities.
Development of gender-responsive National Action Plans (NAPs)	Incorporation of gender considerations in preventing and countering violent extremism (P/CVE) NAPs		✅	Align the development of P/CVE NAPs with objectives of the women, peace, and security (WPS) agenda, specifically with the activities and objectives of WPS NAPs.
Gender-responsive prevention programs, including small-group interventions, mentorship programs, and psychosocial and resilience support	Depending on the specific goal of the program		✅	Consider the gendered nature of trauma, power, and violence, including sexual and gender-based violence, when engaging with individuals.

Case Study

Supporting Women's Grassroots Efforts to Prevent Violent Extremism Conducive to Terrorism in the Philippines

Country: The Philippines
Actor: UN Development Programme

In partnership with the Bangsamoro Women Commission, the UN Development Programme assisted in convening the Women Insider Mediators-Rapid Action and Mobilization Platform (WIM-RAMP), a group of community-based women mediators from Moro and Indigenous Peoples communities in the Bangsamoro Autonomous Region in Muslim Mindanao. WIM-RAMP is committed to working toward changing attitudes and behaviors that promote violence, creating spaces for dialogue, and connecting different mediation tracks in a manner that helps prevent conflict and helps peace agreements endure. WIM-RAMP members are now considered essential workers in promoting peace education and developing counternarratives to tackle extremist propaganda, misinformation, and hate speech.[28]

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28   UNDP, "Women Insider Mediators Platform," n.d., https://www1.undp.org/content/tolerance-and-diversity/en /home/WomenInsiderMediatorsPH.html (accessed 10 December 2021).

Case Study

Trauma Consciousness and Resilience Support in Nigeria: Carefronting

This case study was specifically developed for the GCTF Gender and P/CVE policy toolkit in collaboration with Carefronting Nigeria.

Country: Nigeria
Actor: Carefronting Nigeria

Carefronting Nigeria is a nongovernmental organization founded in 2000 and based in Kaduna. The organization facilitates dialogues, trainings, and workshops using peace-building education and restorative justice methods to engage individuals imperiled by tumult and instability. In the wake of the violent Boko Haram insurgency, trauma consciousness and resilience support has risen to the forefront of Carefronting's agenda. Carefronting provides training for lay counselors and civil society actors as first responders to traumatized persons who are victims and survivors of the insurgency.

During the trauma and resilience workshops, the trainers create a safe space that is conducive to the facilitation of open dialogues, addressing topics such as anger, conflict, and power as experienced by the individual. This approach allows training staff to address the gendered nature of trauma and sexual and gender-based violence. Individuals are able to address their lived experiences while accounting for intersectional identity factors such as gender, age, and sexual orientation.

Violent extremism conducive to terrorism is deeply gendered and affects individuals differently as victims, survivors, or perpetrators. To respond to the experiences, the approach to support the individuals must also be targeted. Maji Peterx, Carefronting's lead facilitator with Alternatives to Violence Project and Trauma Consciousness and Resilience, elaborates that, in his experience, "boys who are violent extremist offenders often bounce back faster especially amongst their peers with the attention their experience and narratives receive, especially teenagers. They sometime rely on a hero image as they narrate their exploits as an adventure, but the women often face greater discrimination and stigmatization when opening up about their experiences."

Peterx's experience further speaks to the gendered realities exhibited within a community that need to be addressed when supporting an individual's rehabilitation and reintegration in their community. Expectations, stigma, and stereotypes as experienced by the individual need to be addressed, not only from the individual's perspective but also from the perspective of the community.

To respond to safety concerns particularly for women and girls in Nigeria, Carefronting adapted its approach to respond to security concerns impacting women by creating listening clinics and counseling on wheels to ensure flexibility and women's privacy to process and address their trauma.

Key takeaways

- Experienced trauma is gendered, and rehabilitation and reintegration efforts have to account for this by adopting an intersectional identity analysis.

- Rehabilitation and reintegration processes need to address gender considerations for the individual and the community, including stigma, stereotypes, and expectations. This is important not only for the individual but also for the community into which the individual is being reintegrated.

- Efforts to end gender-based violence have disproportionately focused on legal reforms and criminalization rather than prevention and addressing the root causes and cultural norms that perpetuate violence. They also tend to ignore the women, girls, and people of diverse gender identities who face multiple forms of discrimination due to their race, ethnicity, age, gender, sexual orientation, or disability.

3.4.2. *GENDER-RESPONSIVE NATIONAL AND REGIONAL ACTION PLANS ON P/CVE*

National and regional P/CVE action plans and similar national policy frameworks are a tool for governments to set priorities, strengthen collaboration, and engage a diverse set of stakeholders. The UN Secretary-General's action plan encourages all countries to "consider developing a national plan of action to prevent violent extremism which sets national priorities for addressing the local drivers of violent extremism" and further highlights the need for a "whole of society" approach to P/CVE, recognizing an independent civil society as a critical foundation for sustained P/CVE efforts. As such, P/CVE action plans should be based on broad stakeholder consultation, including through community forums and input from civil society. Goal 5 of the Secretary-General's action plan recommends that countries mainstream gender perspectives in P/CVE efforts, include women in national law enforcement and security agencies, and build the capacity of women and civil society groups to engage in prevention and response efforts. National and regional action plans should be firmly grounded in human rights and developed in a multidisciplinary manner, should promote respect for the principle of equality before the law and address the issue of foreign terrorist fighters, and should be aligned with the Sustainable Development Goals (SDGs) and 2030 agenda.

P/CVE NAPs or similar national policy frameworks should align with and reinforce common goals with women, peace, and security NAPs. Goals include protecting human rights and increasing women's leadership in areas where men have traditionally occupied leadership positions (e.g., the military and the police force). The WPS agenda is a "gender equality and peace agenda that seeks to mainstream gender perspectives to better prevent and respond to insecurity."[29] A 2017 analysis highlighted the minimal references to gender in NAPs.[30] Out of nine analyzed NAPs, only three—Kenya, Somalia, and Switzerland—referred to gender and gender analysis. Yet, consideration of gender in the design and implementation of P/CVE national or regional action plans, by applying an intersectional identity approach to their development, can help stakeholders draft effective policies and set the foundation for gender-responsive programming that addresses the root causes of violent extremism conducive to terrorism and ensures the protection of all human rights.[31]

Resource Highlight: Interactive map for WPS NAPs

Our Secure Future developed an interactive map to track women, peace, and security (WPS) National Action Plans (NAPs) and highlights information such as the number of revisions to the NAP, the percentage of women holding a parliamentary seat, the Global Peace Index and Gender Inequality Index, and the Women, Peace and Security Index for each country. The information provided is an excellent source for preventing and countering violent extremism (P/CVE) policymakers to ensure alignment and complimentary design of P/CVE national and regional action plans and WPS NAPs.[a]

a   Our Secure Future, "National Action Plans," n.d., https://oursecurefuture.org/national-action-plans (accessed 12 December 2021).

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29   Elin Bjarnegård, Erik Melander, and Jacqui True, "Women, Peace and Security: The Sexism and Violence Nexus," Swedish Folke Bernadotte Academy, Peace Research Institute Oslo, and UN Women, November 2020, https://fba.se/contentassets/46391654ca6b4d8b995018560cb8ba8e/research_brief_bjarnegard_et_al_webb.pdf.

30   Rosalie Fransen, Sanam Naraghi Anderlini, and Melinda Holmes, "National Action Plans on Preventing Violent Extremism: A Gendered Content Analysis," International Civil Society Action Network (ICAN), Fall 2017, https://icanpeacework.org/wp-content/uploads/2017/09/GSX-2017-PVE-NAPs-Analysis-1.pdf.

31   See UN Women, *Guidance on Implementing Gender Provisions in the Philippine National Action Plan on P/CVE*, July 2019, https://asiapacific.unwomen.org/sites/default/files/Field%20Office%20ESEAsia/Docs/Publications/2019/07/ap-BLS19221_Action-Plan_004_web.pdf.

3.4.3. GENDER-RESPONSIVE REHABILITATION AND REINTEGRATION PROGRAMS AND POLICIES

Policies and programs focused on the disengagement, rehabilitation, and reintegration of violent extremists should be tailored to broader social and cultural contexts. Efforts that recognize that individuals involved in violent extremism conducive to terrorism cannot necessarily be confined to the binary of victim and perpetrator and account for specific individual experiences are more successful. Gender-responsive rehabilitation and reintegration policies and programs should build on existing research on the drivers of violent extremism conducive to terrorism and consider gender narratives and dynamics that inform an individual's recruitment and radicalization. The recognition of the gendered nature of power relations within societies and within violent extremist groups is essential to these efforts.

Many rehabilitation and reintegration policies and programs have been designed for male perpetrators. Building on the existing evidence base, it is important to design rehabilitation and reintegration programs and policies that account for gendered norms, structures, and processes and their relevance to violent extremism conducive to terrorism and P/CVE. Programs and policies addressing the reintegration of returnees should account for the local attitude toward individuals and their children who left to join violent extremist groups and, where appropriate, engage these communities to help them accept these returnees.

Assumptions and stereotypes about women's agency, their status as victims rather than perpetrators, and other aspects of their experiences, including the experiences of women and girls who are trafficked into violent extremist groups,[32] further complicate the process of designing effective rehabilitation and reintegration policies and programs.[33] Other stereotypes include the demonization of women who have committed crimes, which can be particularly challenging when these women are in the process of reintegrating into a community.

Rehabilitation and reintegration programs that consider gender in their design and implementation phases will be better equipped to effectively address the needs of all people. These programs and policies must be fair while allowing for addressing individual needs and vulnerabilities, and rules, regulations, resources, services, and programs must be applied impartially and without discrimination on the grounds of race, color, gender, language, religion, political or other opinion, national or social origin, property, birth, sexual identity, or any other protected status.[34] These programs should also follow and promote important international standards set by, for example, the *United Nations Standard Minimum Rules for the Treatment of Prisoners (The Nelson Mandela Rules)* and the *United Nations Rules for the Treatment of Women Prisoners and Non-Custodial Measures for Women Offenders (The Bangkok Rules)*.[35]

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32   Jayne Huckerby, "When Terrorists Traffic Their Recruits," Just Security, 15 March 2021, https://www.justsecurity .org/75343/when-terrorists-traffic-their-recruits/.

33   Rebecca Turkington and Agathe Christien, "Women, Deradicalization, and Rehabilitation: Lessons From an Expert Workshop," *GIWPS Policy Brief*, April 2018, https://giwps.georgetown.edu/wp-content/uploads/2018/04/Policy-Brief -Women-Deradicalization-and-Rehabilitation.pdf.

34   Christopher Dean and Eelco Kessels, "Compendium of Good Practices in the Rehabilitation and Reintegration of Violent Extremist Offenders," Global Center, August 2018, https://www.veocompendium.org/_downloads/GC_2018 _Oct_Compendium.pdf.

35   UN General Assembly, *United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules)*, A/RES/70/175, 8 January 2016; UN General Assembly, *United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (the Bangkok Rules)*, A/RES/65/229, 16 March 2011.

Table 3.2. Gender-Sensitive Considerations in Rehabilitation and Reintegration Program and Policy Design

Disengagement	Rehabilitation	Reintegration
Is a diverse group of stakeholders, including civil society, human rights defenders, and women-led organizations, involved in the process of formulating the policy?		
What stereotypes, perceptions, and assumptions do involved stakeholders hold in this process, and how can they overcome them?		
How did the individual experience power structures and norms within the violent extremist group?	What trauma has the individual experienced, and what support does the individual need to overcome it?	Into what context will the individual be reintegrated, and what gender norms will play a role in this process?
What gender norms were perpetuated within the violent extremist group?	How have harmful gender considerations manifested, and why?	Are vocational training opportunities tailored to individual needs, including a diverse range of interests and skills?
Were expectations related to gender norms accepted or rejected by the individual?	Was the individual a victim of sexual or gender-based violence?	Does the individual have a support system, or what level of isolation is to be expected?
What role do gender norms play in the disengagement process?	What factors initiated the engagement in violent extremism conducive to terrorism, and what factors sustained the engagement?	What level of access to justice does the individual have?
What gender dynamics, norms, and structures existed when the individual "left," and what do they look like upon their return?		Has the community or certain members of the community been prepared for the return of the individual, and what are their attitudes toward the individual?
		What gender considerations, stereotypes, structures, and dynamics are relevant within the community?
		What other factors and vulnerabilities need to be considered while supporting the reintegration of an individual?
		What are gender-specific considerations when reintegrating women, girls, and people of diverse gender identities into families, communities, and societies hostile to them?

Case Study

Reconstructing Identity: The Role of Gender in Driving and Dismantling White Supremacy in Sweden

This case study is part of a series on the role of gender and intersectional identities in CVE and counterterrorism, commissioned by Global Affairs Canada and developed by the International Civil Society Action Network.[36]

Country: Sweden
Actor: EXIT Sweden (Fryshuset)

White extremist groups in Sweden have reentered the spotlight in recent years, encouraged and inspired by the international expansion of white extremist ideology. Notions of masculinity play a central role in recruitment to these groups, which are made up mostly of men. They promote a specific image of maleness: a large, muscular, warrior archetype, often heavily tattooed. Research has found that such an image might be attractive to men experiencing "aggrieved entitlement": a gendered sense of entitlement thwarted by an experience of emasculation, which can stem from push factors such as being victimized or experiencing economic distress.[37] Participation in white extremist groups offers these men a solution: a feeling of ideological superiority and moral authority over others, support from and camaraderie with "brothers in arms," and a place in a predefined identity and belief system.

These gendered drivers are important to consider when reintegrating members of white extremist groups into society. Through its EXIT program, the Fryshuset Foundation has pioneered a relational, psychological approach to enable such reintegration. In this approach, staff, often referenced as "coaches," support disengaging members of violent extremist groups, or "clients," to rebuild their identity outside of violent extremist ideology and practice and support their reintegration into Swedish society. To improve the effectiveness of its interventions, the EXIT program has integrated a gendered perspective that addresses the constructed ideas around gender and masculinity that members internalized during the time in white extremist groups.

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36   ICAN, "Gender and Identity in Extremisms: Case Studies on the Role of Gender and Identity in Shaping Positive Alternatives to Extremisms," n.d., https://icanpeacework.org/wp-content/uploads/2021/10/Gender-and-Identity-Extremisms-Case-Studies.pdf.

37   Michael Kimmel, "Racism as Adolescent Male Rite of Passage: Ex-Nazis in Scandinavia," *Journal of Contemporary Ethnography* 36, no. 2 (April 2007): 202–218, https://doi.org/10.1177%2F0891241606298825.

The EXIT program was established in 1998 and relies on the client's personal choice to disengage and seek support. The program places a heavy emphasis on educational and emotional support, group meetings, individual therapy, advice on social aspects of daily lives, and practical support in searching for a job or returning to school.[38] Available data indicates that EXIT Sweden has a high success rate in addressing disengagement for its target population, although the data is limited due to Sweden's personal data protection laws.[39]

Inspired by research on the role of masculinities in white extremism, including research on and with EXIT Sweden, EXIT coaches began informally implementing a gendered perspective into their work. An important component of the program's work with clients is "modeling" behavior, with coaches acting as role models to challenge clients' self-perception and guide them to explore their own identity and inherent gender biases and conceptions. Consequently, coaches had to reflect on their own understanding and perceptions of masculinities and how their engagement with male clients can challenge or bolster existing conceptualizations of gender. Coaches noticed that a stronger focus on gender allowed clients to explore underlying stereotypes and stigma that guided their behavior with the group. EXIT coaches also encouraged their clients to reflect on masculinity in the movement, including on what it means to be a man in the white extremist movement and their treatment of women. By encouraging critical thinking around gendered issues, clients were able to break down some of the constricting ideas around gender and masculinity that they had internalized during their participation in the movement. The gender perspective organically complemented and enhanced EXIT's existing work around altering and rebuilding social identity.

Notably, in addition to being gender sensitive, EXIT Sweden also offers a model of CVE programming that reaches an older demographic, working primarily with the country's older neo-Nazi population. Their approach—inviting individuals who voluntarily disaffiliated themselves—offers an alternative entry point to disengagement than the more traditional ones of schools and churches.

Key Takeaways

- **Gendered approaches to P/CVE need to address all genders, not just women.** Men, women, and others join violent extremist groups for different reasons. It is imperative to explore motives and use specific approaches, including ones that recognize the role of masculinities.

- Although violent extremist movements and groups may share similarities in their drivers, narratives, and recruitment strategies, **P/CVE approaches cannot take a broad-brush approach and should take into account identity considerations specific to each group,** such as the age and gender of its participants.

- **Leaving white extremist groups requires rebuilding one's entire world and network of relationships** with friends, family, and society. For older men, who are often more isolated and solitary, it may be particularly difficult to find community, thus strengthening the attraction of the "brotherhood" offered by white supremacist movements.

- **Providing alternative ideas of masculinity can be a crucial part of men's disengagement from violent extremist groups and their ability to rebuild a social identity separate from extremist thought.** This includes addressing perceived or real social expectations regarding behavior or looks, encouraging reflection on internalized norms, and modeling alternative behaviors and attitudes.

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38   Casie Elizabeth Daugherty, "Deradicalization and Disengagement: Exit Programs in Norway and Sweden and Addressing Neo-Nazi Extremism," *Journal for Deradicalization*, no. 21 (Winter 2019–2020), https://journals.sfu .ca/jd/index.php/jd/article/view/287/195.

39   Ibid.

Staff for rehabilitation and reintegration programs should receive gender sensitivity training and be made aware of the unique needs that people of different gender identities may have. Trainings should also address the sensitivity and needs of different age groups. When hiring or assigning staff, program implementers should reflect on identity factors and examine where it would be beneficial to assign a case manager who shares a common background (age, gender, language) to an individual to make them more comfortable and allow them to possibly establish a better relationship with their case manager.[40] A diverse team involves a broad range of experts and practitioners, including "mentors, religious scholars, social workers, and aftercare experts" that can help address many of the underlying issues related to violent extremism conducive to terrorism.[41]

3.5. Recommendations for Gender-Sensitive P/CVE Policy Formulation and Program Development

Independent from the type of P/CVE program or policy that is being developed, the following recommendations are presented for the consideration of policymakers and program implementers when designing gender-sensitive P/CVE efforts.

Stakeholder engagement

1. Identify women and people of diverse and marginalized identities as a key stakeholder that a program seeks to engage. This ensures that they are visible and considered at all stages of the program and will promote the practice in engaging a wider range of people in the design and implementation processes.

2. Involve gender experts and organizations that are focused on gender equality and justice and a diverse group of stakeholders, including women-led organizations, to participate in policymaking processes to ensure that the policy considers gender and individual and local contexts.

3. Work with donors to ensure that international and high-level policies on gender and human rights are connected to and guide the project. Further strengthen the synergies between the WPS and P/CVE agendas through the development of policy instruments at the local, national, and international levels. Women's roles in P/CVE often mirror their roles in conflict and peace-building contexts where the WPS agenda has been implemented. The lessons learned in the development process of the WPS agenda can be useful in crafting gender-sensitive P/CVE policy.

4. Ensure policymakers receive gender-sensitivity training to familiarize themselves with the most effective ways to perform a gender analysis or incorporate a gender lens in policies. Training should include a focus on structures of gender-based oppression in the respective society.

5. Consult with civil society on a regular basis throughout policymaking, implementation, and evaluation processes. Civil society organizations are a critical partner in these efforts with expertise in a particular issue area and can provide guidance on how a policy will impact their work and community.

Policy and program design

6. Ensure that those involved in policy and program design have diverse gender and intersectional identities and bring to bear different backgrounds and experiences, including those most impacted by CVE. This will make for more inclusive and effective P/CVE efforts that reflect the lived experiences of different communities.

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40   Joseph Gyte, Sara Zeiger, and Thomson Hunter, "Blueprint of a Rehabilitation and Reintegration Center," Hedayah, 2020, https://hedayahcenter.org/app/uploads/2021/09/Final-Version_Blueprint-of-a-Rehabilitation-and-Reintegration-Center_FullVersion.pdf.

41   Dean and Kessels, "Compendium of Good Practices in the Rehabilitation and Reintegration of Violent Extremist Offenders," p. 34.

7. Create P/CVE policies and programs on the basis of respect and cultural sensitivity. As perceptions of gender roles and norms vary across cultural contexts, policymakers and program implementers must respectfully address cultural implications and understandings of gender.

8. Design P/CVE interventions to be gender and age responsive. Policymakers and program implementers should consider how lived experiences differ across and within various groups, including children, young people, adults, and elderly people on the basis of gender and other intersecting identity factors, and adapt P/CVE programs and policies accordingly.

9. Define intervention goals and the audience as specifically as possible to be more effective. Interventions cannot meet every need of a community, so outlining very distinct groups of people to engage and outcomes is helpful. Regardless of whether they are the primary program participants, care should be taken to ensure that interventions produce equitable results for women and marginalized groups.

10. Account for the security considerations of program participants prior to the organization of workshops, meetings, and trainings. These security considerations should guide decisions on external communications and branding of the P/CVE policy or program initiative. Security considerations must also be reflected in the program budget by allowing for protection-related expenses such as digital security trainings or physical security needs.

Funding

11. Support and fund multiyear gender-responsive P/CVE programs. Changes that seek to confront societal norms, specifically perceptions of gender, require more time and trust and cannot be accomplished by any single policy or program in isolation.

12. Make gender analysis a prerequisite for all P/CVE programs and policies. Donors and donor governments should ensure gender analyses are included in all P/CVE efforts by only funding programs and policies that incorporate a gender analysis and build on an intersectional identity approach.

Further reading

David Duriesmith and Noor Huda Ismail, "Militarized Masculinities Beyond Methodological Nationalism: Charting the Multiple Masculinities of an Indonesian Jihadi," *International Theory* 11, no. 2 (July 2019): 139–159.

Emily Winterbotham and Elizabeth Pearson, "Different Cities, Shared Stories," *The RUSI Journal* 161, no. 5 (2016): 54–65.

Katherine E. Brown et al., "Conflicting Identities: The Nexus Between Masculinities, Femininities and Violent Extremism in Asia," UNDP Regional Office for Asia and the Pacific and UN Women Regional Office for Asia and the Pacific, 2020, https://www.undp.org/sites/g/files/zskgke326/files/publications /UNDP-RBAP-Conflicting-Identities-Nexus-between-masculinities-femininities-violent-extremism -Asia-2020.pdf.

Kathleen Kuehnast and Danielle Robertson, "Gender Inclusive Framework and Theory," U.S. Institute of Peace, 2018, p. 14, https://www.usip.org/sites/default/files/2018-08/gender-inclusive-framework-and -theory-guide.pdf.

UN Office on Drugs and Crime, *Mainstreaming Gender in Terrorism Prevention Projects*, January 2020, https://www.unodc.org/documents/Gender/Thematic_Gender_Briefs_English/Terrorism_brief_23_03 _2020.pdf.

CHAPTER 4. MONITORING AND EVALUATION

Chapter objective

This chapter elaborates on the importance of integrating a gender perspective in monitoring and evaluating P/CVE policies and programs. It offers a range of principles, concepts, strategies, and tools for designing and implementing monitoring and evaluation frameworks incorporating gender-based and human rights–compliant goals and targets.

Chapter Highlights

- Designing gender-sensitive P/CVE indicators.

- Gender-related considerations in P/CVE policy and program evaluation.

- Process and impact evaluations of P/CVE policies and programs.

Relevant Good Practices From the GCTF Good Practices on Women and CVE and Its Addendum

Good Practice 1: Include women and girls and gender mainstreaming in the design, implementation, monitoring, and evaluation of all policies, laws, procedures, programs, and practices related to CVE.

Good Practice 7: Include gender-sensitive monitoring and evaluation in CVE policy and programs to enhance effectiveness.

4.1. Gender-Related Considerations in Policy and Program Monitoring

Monitoring is not an isolated process. It is an integral, inseparable component of every intervention. Monitoring refers to an ongoing process through which information is gathered and reflected to help policymakers and practitioners to make decisions about P/CVE policies and programs during their implementation. An effective monitoring plan measures the occurrence and extent of short- and long-term changes envisioned in a theory of change; ensures policy and program implementation is responsive to changes in context, risks, and opportunities; and can help support learning over the course of time. As gender analyses inform theories of change, so too do theories of change provide a basis for incorporating an intersectional gender perspective into monitoring frameworks. More generally, the involvement of individuals of diverse gender and intersectional identities in designing indicators, collecting and analyzing data, providing data, and evaluating policies and programs is critical to more inclusive, effective approaches.

A well-designed series of indicators that are properly thought through provides a robust foundation for a monitoring plan. Indicators are measurable data points used to gain insights related to P/CVE interventions. These pieces of information help policymakers and program implementers understand whether the implementation of activities is successful, give clues or signs of results and change, and help generate useful learning to inform policy and programmatic decision-making. Four main types of indicators are commonly used in monitoring projects and policies.

- **Accountability indicators.** These indicators capture data about activities associated with interventions. They are useful for accountability learning and understanding how policies and programs are being implemented. For example, tracking the gender identity of people participating in or benefiting from interventions keeps program implementers accountable to the commitment of inclusivity and equity.

- **Contextual indicators.** These indicators capture data about changes in the environment in which interventions take place, although not necessarily connected to project activities, helping policymakers and program implementers make decisions about the intervention and potentially to better understand the results of P/CVE interventions. Contextual indicators are useful in informing risk identification and mitigation strategies. For example, tracking stories in the media around policy brutality and violence against different groups of women, men, boys, girls, and people of diverse gender and intersecting identities is essential for approaching gender equity and justice between people and the police.

- **Change indicators.** These indicators capture data about the occurrence and extent of project results, whether an intervention is achieving the goals and producing the change intended, as well as other unanticipated positive or negative results. For example, program implementers might capture qualitative data about the ways in which women that participated in a training employed their skills in practice and whether doing so produced better or worse outcomes. Also, they might want to work to gauge whether program participants improved their awareness and support for gender equity and justice following an intervention.

- **Implementation indicators.** These indicators more frequently may take the form of a learning objective than an indicator in a technical sense. Implementation indicators help policymakers and program implementers to reflect qualitatively on how they do their work and how they can perform more intentionally and effectively in the future. For example, they might want to think about how the format of a workshop was conducive to undermining or reinforcing existing gendered power dynamics and how they might want to improve implementation in the future.

Indicators should not only be specific, measurable, attainable, reliable, and time bound, but also equitable and inclusive. Like other aspects of interventions, indicator design should be informed by the principles of conflict sensitivity, do no harm, equity, and inclusion. The SMARTIE framework is a useful means to ascertain the validity of an indicator in accordance with these principles.

Specific – The indicator should measure as closely as possible the object it is intended to measure. Multiple indicators are likely necessary to account for complex learning objectives and outcomes.

Measurable – It should be possible to account for the indicator in concrete and tangible terms. The indicator should not be ambiguous or vague, and it should avoid generalization.

Achievable – It should be technically possible and within an organization's means, capability, and resources to obtain the identified data. An indicator that requires data that do not exist or are impossible to obtain is useless.

Reliable – The quality of the data represented by the indicator should be unambiguous and credible and have a direct connection to the phenomena about which the program is trying to learn.

Time bound – Data should be collected frequently enough to inform progress and influence decisions during implementation.

Inclusive – The indicator should appropriately reflect the learning needs, accessibility requirements, and intervention goals of different groups of women, men, girls, boys, and people of diverse gender and intersectional identities.

Equitable – The indicator should reflect a fair and ethical distribution of responsibilities in design, data collection, review, and analysis.

Rather than reinventing the wheel, **it may be appropriate to integrate indicators from well-established and widely accepted indices and strategies,** such as the Gender Social Norms Index, Gender Inequality Index, and SDGs.

One final consideration for which policymakers and program implementers should account is the indicator's **utility in decision-making.** They should consider how the data collected for each indicator will inform decision-making by different groups of stakeholders during the course of the intervention.

Once deemed effective using the SMARTIE criteria, it is also important to consider how indicators will be used in practice over the course of an intervention. The following key elements of an indicator should be considered during the P/CVE conducive to terrorism intervention design process.

- **What?** What do you want to learn? What is being measured? What are you trying to change?

- **Why?** Why and for whom are we learning this information?

- **Variable?** What qualitative or quantitative variable is being tracked?

- **Source?** What is the source and means of collecting the data?

- **Who?** Who is responsible for collecting and reviewing the data?

- **When?** When and how frequently should data be collected and reviewed?

- **Baseline?** What is the status of the variable measured at the start of the project?

- **Target?** What change in the status of the variable are we expecting?

All indicators, including those related to the promotion of gender equality and other gender-related considerations, should naturally flow from theories of change and gender analysis. Indicators should be developed in accordance with the specific learning needs of program and policy beneficiaries, with particular emphasis on the groups most impacted. Although it may be useful to draw on generic or sample indicators for inspiration, indicators should draw directly from program- or policy-specific theory of change and gender analysis. Whenever possible, relevant, and appropriate, however, consider accounting for national, regional, and international targets and indicators in connection with high-level peace, security, and development initiatives, frameworks, and normative agreements such as national gender equality strategies and WPS NAPs, regional and international treaty instruments and UN Security Council resolutions, and the SDGs.

Indicators and any other contextual analysis should be periodically reviewed by relevant stakeholders. Indicators are the best approximations of data points that will be most valuable based on initial theories of change and gender analysis. Yet, change is not a linear process, and even the best plans rarely unfold as expected in practice. Indicators deemed valid and useful at inception may no longer be fit for purpose one year later, or program implementers may identify a stronger and more direct indicator to measure a target result or may need to adopt a new set of indicators to account for changes in direction or a new variable in the working context. Interventions and associated indicators need to be flexible enough to respond to unforeseen and unanticipated changes beyond the program implementer's control; emerging opportunities, risks, and challenges; and unexpected outcomes of activities.

Avoid an inappropriate overreliance on quantitative data and analysis. The notion that quantitative data provides intrinsically more rigorous, valuable, reliable, and legitimate evidence of change is widely assumed to be true in peace, security, and development policy and programming. Most donors require funding recipients to adopt complicated performance monitoring plans designed primarily to track quantifiable forms of change. Given the relationship between meeting these requirements and funding decisions, all types of organizations are increasingly feeling the pressure to quantify their results. This trend has several problems, two of which are relevant here. First, sociopolitical and cultural shifts in gender relations and inclusion can be extremely difficult to quantify, particularly during the lifespan of the average policy cycle or project. Furthermore, such shifts cannot be attributed to an individual causal or influencing factor but are usually the result of a multiplicity of variables that cannot be simply parsed. The expectation that individual interventions should be able to quantify their contribution to larger systemic change is neither realistic nor valuable. Second, even putting aside resource and capacity constraints, many grassroots organizations and networks promoting equity and inclusion specialize in highly relational community- and individual-level interventions. In these and similar contexts, the most compelling and robust signifiers of an intervention's contribution may be in the form of narratives based on the struggles, experiences, and perspectives of participating groups of women, girls, men, boys, and people of diverse gender and intersecting identities. Such evidence may be more subjective and less tangible and quantifiable, but that does not necessarily undermine its validity or rigor.

This should not be interpreted as suggesting quantitative data and analysis should be avoided or deprioritized. Rather, **indicators should be selected based on their value in demonstrating change and generating useful learning.** A combination of qualitative and quantitative data will likely have the greatest efficacy.

Resource Highlight: In partnership with International Alert, the UN Development Programme (UNDP) has created a toolkit for improving the impact of programming on preventing violent extremism (PVE). This toolkit provides guidance to development practitioners and specialists to improve the design, monitoring, and evaluation of programs that focus on PVE, with specific recommendations, case studies, and guiding questions on how to promote gender-responsive PVE programming at each stage of the programming cycle. The toolkit also features an indicator bank, which can be refined by programming area, that includes specific gender-equality promoting PVE indicators.[a]

[a] International Alert and UNDP, "Improving the Impact of Preventing Violent Extremism Programming," n.d., http://www.pvetoolkit.org/ (accessed 11 December 2021).

4.2. Data Collection and Disaggregation

Addressing gender-related inequity and injustice and, at a minimum, doing no harm require an understanding of the gender and intersecting identities of constituents, participants, and stakeholders. Several factors should determine the program or policy approach to capturing this data.

Individuals of diverse gender and intersectional identities should be involved in the collection and analysis of data. This is critical to more inclusive, comprehensive, and effective approaches and avoidance of program and policy blind spots and biases.

An intersectional gender analysis and theory of change should provide the basis for identifying variable categories and how the data should be disaggregated. Data disaggregation is essential for monitoring the inclusivity of interventions and their impacts on women, girls, men, boys, and people of diverse gender and intersecting identities. Intersectional analyses and theories of change should account for the ways interventions may affect different groups of people based on their gender and other intersecting identities.

Data collection processes should be designed to protect the anonymity and confidentiality of research subjects and program participants. The collection of sociodemographic data often requires participants in interventions to self-identify aspects of their identity. Care must be taken to ensure that the categories of identity requested in these data collection processes cannot jeopardize the safety of participants. For example, national law prohibits the existence of people with certain gender identities in many jurisdictions. Even where national law permits a greater degree of gender diversity, there may be social, cultural, and political stigmas and biases against people of nonbinary gender identities. Data collection instruments should be designed based on gender analysis and a robust assessment of risk. In a high-risk context, it may be determined that limiting gender selection to male and female may be required to best ensure the safety of participants. Regardless, it is crucial to ensure that all participant data collection processes fully adhere to ethical standards of informed consent, anonymity, and confidentiality.

Identity is complex and often defies single-point categorizations. Data collection instruments should allow participants to account for their gender and intersecting identities as freely as possible. Forcing participants to select from predesignated categories of identity should be avoided unless accompanied by an option for open response. Allowing for multiple selections on certain demographic categories alongside an open response is even better to account for complexity, for example, language, ethnicity, and race. Although not necessarily useful for data disaggregation, collecting participants' preferred pronouns can be beneficial from the standpoint of respectful engagement and relationship building.

4.3. Gender-Related Considerations in Policy and Program Evaluation

This chapter describes ways data are generated, collected, and used over the course of design, monitoring, and evaluation processes. The fundamental purpose of all these processes is learning. Gender analysis and theory of change are critical learning tools in designing P/CVE interventions. SMARTIE frameworks and indicator design and review activities are crucial opportunities for learning as well. Design and monitoring processes are foundational components of general evaluation frameworks, commonly understood to be part of an evaluation framework alongside specific evaluation processes. Although it does not have to be in every circumstance, evaluation processes are a means of exploring cumulative intervention experience to generate useful learning and recommendations moving forward. They are an opportunity for participants, partners, stakeholders, implementers, policymakers, and funders to generate deeper knowledge around specific questions at specific points over the lifespan of an intervention. Evaluation processes are related to but distinct from monitoring (table 4.1).

Table 4.1. Differentiating Monitoring and Evaluation

	Monitoring	**Evaluation**
What is it?	Ongoing collection and analysis of data to gauge progress toward achieving results, accounting for changes in the context, needs, and goals.	Reviewing what has happened and why and determining relevance, efficiency, effectiveness, impact, needs, next steps, and so on.
Why do it?	Inform day-to-day decision-making, improve delivery and practice, and strengthen accountability and reporting.	Strengthen future policy and programming, provide evidence of success or lack thereof, and deepen understanding of how and why things work or do not work.
Who does it?	Different components may be led or implemented by lead and partner staff and participants.	Generally facilitated by an external evaluation specialist or a mixed evaluation team and should involve all key stakeholders.
When to plan?	At design stage.	Core decisions taken at design stage and refined prior to implementation.
When to implement?	Throughout the intervention periodically, frequently, or continuously.	Midterm, at completion, and after completion.

Source: Cheyanne Church and Mark M. Rogers, "Designing for Results: Integrating Monitoring and Evaluation in Conflict Transformation Programs," Search for Common Ground, 2006, p. 83.

4.3.1. FRAMING EVALUATION SCOPE, QUESTIONS, AND METHODS

An evaluation takes stock of cumulative learning, but it is not merely a regurgitation of monitoring data. An evaluation can focus on a potentially vast number of areas of inquiry, including answering specific questions about P/CVE interventions. It is not practical to pursue every possible avenue of evaluation. Regardless of the inquiry of focus, evaluations are opportunities to test an intervention's sensitivity and responsiveness to and impact on gendered power disparities, as defined in the underlying gender analysis and theory of change; the success of equity and inclusion measures; and the validity of an approach to gender equity and empowerment among groups of women, girls, men, boys, and people of diverse gender identities, particularly from marginalized populations. Success cannot be determined without the feedback and analysis of participating community members and marginalized populations engaged in the design, including their analysis of success in the context of gender and power dynamics. Evaluations also benefit from being designed and implemented by individuals of diverse gender and intersectional identities.

For all evaluation processes, several important guidelines and tools should be kept in mind when framing the scope, questions, and methods.

Knowledge of the gender analysis that informed the intervention is the first step in evaluating results. Evaluations of whether and how the process and results of interventions accounted for and addressed gender equity and justice are most efficient when interventions are designed in alignment with a robust gender analysis, a theory of change that explicitly accounts for gender-related considerations, and gender equity goals and objectives. It is possible to retrofit an evaluative process to account for gender-related considerations in intervention process and results without a strong gender analysis and

gender-sensitive theory of change. Yet, it will be extremely challenging without stakeholder engagement, foundational knowledge, and critical evaluative tools designed on the basis of a robust gender analysis and theory of change.

Evaluations should prioritize the learning needs of marginalized groups of program participants most impacted by the intervention. As emphasized repeatedly throughout this chapter, evaluations should be shaped and implemented by and produce learning for different groups of stakeholders. Evaluations are not politically neutral processes but are bound up in the needs, interests, and discourses of different stakeholder constituencies. Evaluations should be designed through an inclusive process that prioritizes the input of program participants and stakeholders of diverse gender and intersecting identities. Early in the process, stakeholder input, including from women-led organizations, should be solicited to help frame evaluations and the final evaluation output in accordance with their needs, including its scope, questions, and methods.

Evaluations can take place during implementation to improve the delivery moving forward, known as interim, or **formative, evaluations**; at the end, to take stock of the cumulative experience and outcomes, known as a **summative evaluation**; and after a period, following the completion of an intervention to gauge its longer-term results, known as an **impact evaluation**. Below are examples of gender-related inquiries that might be explored in two different types of evaluation (table 4.2). Keep in mind that an evaluation process can examine different types of evaluation questions.

Table 4.2. Gender-Related Considerations in Process and Impact Evaluations

Type of evaluation question	Issues to consider	Areas of inquiry
Process evaluation	A process evaluation explores whether and to what extent an intervention has been implemented as intended in order to make decisions to improve the interventions as they are implemented. Process evaluations are generally formative, helping inform the implementation process. They are usually employed periodically or at the midpoint of implementation. Process evaluations assess the implementation process—ways of working, methods, and practices—and how different needs and experiences of people are addressed with regard to gender and intersectionality. Process is not limited to the gender representation and inclusivity of intervention. It is also concerned with questions around decision-making processes, beneficiary experience, and monitoring and evaluation practices of interventions.	To what extent are different groups of women, men, girls, boys, and people of diverse gender and intersectional identities leading and participating in the intervention? What is the quality and impact of their involvement? How accessible have intervention activities been to different groups of women and men? How can intervention activities be made more accessible to the most marginalized groups of beneficiaries? Are facilitation and decision-making practices challenging the subordinate status of women, girls, and people of diverse gender and intersectional identities? Are participants from the most marginalized groups being reached as intended? Are monitoring and evaluation processes adequately accounting for the heterogeneity of different groups of women, girls, men, boys, and people of diverse gender identities?

Summative evaluation	An outcome evaluation examines the short- and medium-term results of an intervention.	How has the intervention influenced the knowledge and practice of different groups of women and men in the beneficiary organization?

Summative evaluation

An outcome evaluation examines the short- and medium-term results of an intervention.

Outcome evaluations provide an indication of the effectiveness of an intervention by focusing on the effects of intervention outputs. They often focus on immediate lessons learned, assess observable disparities between intended and actual results, and forecast potential long-term impacts.

Outcome evaluations are generally summative, taking stock of immediate results at or near the completion of an intervention.

Evaluation of the results of most interventions related to preventing and countering violent extremism conducive to terrorism is generally limited to assessments of outputs and outcomes due to their scope and analytical and funding limitations. It is important to avoid conflation or confusion among

- outputs, the tangible and intangible results produced by intervention activities;

- outcomes, the immediate effects fostered in whole or in part by intervention outputs; and

- impacts, the long-term change fostered in whole or in part by intervention outcomes.

Outcome evaluations should serve in gauging the equity and the different positive and negative effects of the immediate results of the intervention on different groups of people of diverse gender and intersecting identities.

How has the intervention influenced the knowledge and practice of different groups of women and men in the beneficiary organization?
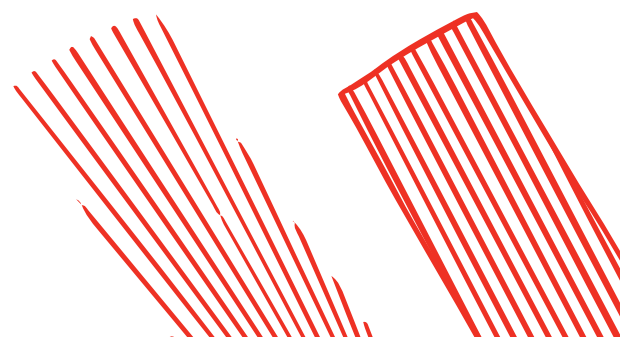
In what ways did the immediate results of the intervention address the needs and challenges of different groups of women in the most marginalized beneficiary communities?

To what extent did the intervention influence perceptions of gender equity and justice across different groups of women, men, boys, girls, and people of diverse gender and intersecting identities?

What were the most significant stories of change shared by different groups of women and men participating in the intervention?

To what extent do different stakeholder groups feel that the intervention challenged gender stereotypes and power disparities?

To what extent did the intervention's attempt to challenge normative gender roles face backlash or resistance? How did these responses shift following completion of the intervention?

Impact evaluation	An impact evaluation examines "positive and negative, primary and secondary long-term effects produced by an … intervention, directly or indirectly, intended or unintended."[a] They also "investigate causal links between activities, outputs, intermediate outcomes and impacts."[b] Impact evaluations generally require a period of time to elapse following the completion of an intervention to investigate long-term results and their potential sustainability. No single intervention can address all the factors involved in influencing long-term institutional, cultural, or structural change. When approaching impact evaluation, one should be realistic about what intervention can influence during its life cycle. Policymakers and program implementers should also be careful to avoid "attribution-seeking," or simplistically attributing change to intervention. Instead, they should look to realistically assess an intervention's contribution to change.[c]	In what ways did the intervention produce results for different groups of women, men, boys, girls, and people of diverse gender and intersecting identities? To what extent did the intervention contribute to the transformation of power disparities between different groups of men and women? What specific features of the intervention were most influential in contributing to gender equity and justice? What factors beyond the control of the intervention positively or negatively influenced gender equality within the beneficiary organization or community?

[a]   Organisation for Economic Co-operation and Development, *Glossary of Key Terms in Evaluation and Results Based Management*, 2010, p. 24, https://www.oecd.org/dac/evaluation/2754804.pdf.

[b]   Gillian Fletcher, "Addressing Gender in Impact Evaluation: What Should Be Considered?" Methods Lab, October 2015, p. 9, https://cdn.odi.org/media/documents/9934.pdf.

[c]   Srilatha Batliwala, "Strengthening Monitoring and Evaluation for Women's Rights: Thirteen Insights for Women's Organizations," Association for Women's Rights in Development, 2011, pp. 7–8, http://www.forum.awid.org/forum12/wp-content/uploads/2013/03/MnE_ThirteenInsights_womens-org_ENG.pdf.

4.3.2. EVALUATION METHODS

There are numerous strategies and methods for conducting evaluation research. The choice of methods will depend on the nature and scope of the inquiry and should be selected based on mutual agreement with stakeholders (table 4.3).

Table 4.3. Examples of Research Methods for Evaluation

Outcome harvesting	This method does not start with predetermined outcomes and measure progress toward them but rather collects evidence of what has been achieved and works backward to determine whether and how the project contributed to that change.[a]
Most significant change	Most significant change analysis is a participatory process that involves the collection of significant change stories from the field and systematic selection of the most significant of these stories by panels of designated stakeholders tasked with "searching" for project impact. Once these significant change stories are collected, people sit together, read the stories aloud, and have regular, in-depth discussion about the value of these reported changes.[b]
Beneficiary assessment	The objective of a beneficiary assessment is to assess the value of an activity as perceived by project beneficiaries and integrate findings into project activities. It specifically undertakes systematic listening by giving voice to the priorities and concerns of beneficiaries.[c]
Institutional histories	An institutional history is a narrative that records key points about how institutional arrangements—new ways of working—have evolved over time and created and contributed to more effective ways to achieve project goals.[d]
Randomized controlled trial	A type of impact evaluation using randomized access to the program as a means of limiting bias and generating an internally valid impact estimate. It compares outcomes between the group that benefits from the project and those that do not.[e]

[a]   Saferworld, "Doing Things Differently: Rethinking Monitoring and Evaluation to Understand Change," *Saferworld Learning Paper*, January 2016, https://www.saferworld.org.uk/downloads/pubdocs/doing-things-differently---saferworld-learning-paper-2016.pdf.
[b]   Rick Davies and Jess Dart, "The 'Most Significant Change' (MSC) Technique: A Guide to Its Use," April 2005, http://dx.doi.org/10.13140/RG.2.1.4305.3606.
[c]   Lawrence F. Salmen, "Beneficiary Assessment: An Approach Described," *Social Development Papers*, no. 10 (August 2002), https://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.456.7871&rep=rep1&type=pdf.
[d]   BetterEvaluation, "Institutional Histories," 2011, https://www.betterevaluation.org/en/plan/approach/institutional_histories.
[e]   BetterEvaluation, "Randomised Controlled Trial," n.d., https://www.betterevaluation.org/en/plan/approach/rct.

Source: Lorraine Andaya Serrano, "Integrating Gender in Project Design and Monitoring for the Security and Justice Sector," in Gender and Security Toolkit, no. 15, Geneva Centre for Security Sector Governance, Organization for Security and Co-operation in Europe Office for Democratic Institutions and Human Rights, and UN Women, 2019, p. 42, table 9.

Regardless of the specific methods used to conduct an evaluation process, **the decision to conduct an internal evaluation or hire an independent evaluation consultant should be agreed during the project design process or in the earliest stages of implementation.** There are several distinctions to keep in mind that are important for making an informed decision. Independent evaluators may need additional time to familiarize themselves with the background of the project, but once they are up to speed, they can be a vital source of learning and enrichment. Both types of evaluators have their advantages (table 4.4).

Table 4.4. Comparative Advantages of Internal and Independent Evaluators

Internal evaluator(s)	Independent evaluator(s)
Should have intimate familiarity with the project background and implementation experience.	Should bring outside perspective not always easily attained by those working closely with the policy or program.
Should be able to more easily navigate project documentation, evidence, and monitoring data.	Should have access to relevant informants and networks that can bring added value and insight to siloed communities of practice.
Should have preexisting relationships with policy and program team, partners, stakeholders, beneficiaries, and wider networks.	Should offer new monitoring, evaluation, learning, and programmatic approaches, methods, and good practices to strengthen the capacity of the policy and program team.

Further reading

Lorraine Andaya Serrano, "Integrating Gender in Project Design and Monitoring for the Security and Justice Sector," in *Gender and Security Toolkit*, no. 15, Geneva Centre for Security Sector Governance, Organization for Security and Co-operation in Europe Office for Democratic Institutions and Human Rights, and UN Women, 2019, https://www.osce.org/files/f/documents/2/3/447067.pdf.

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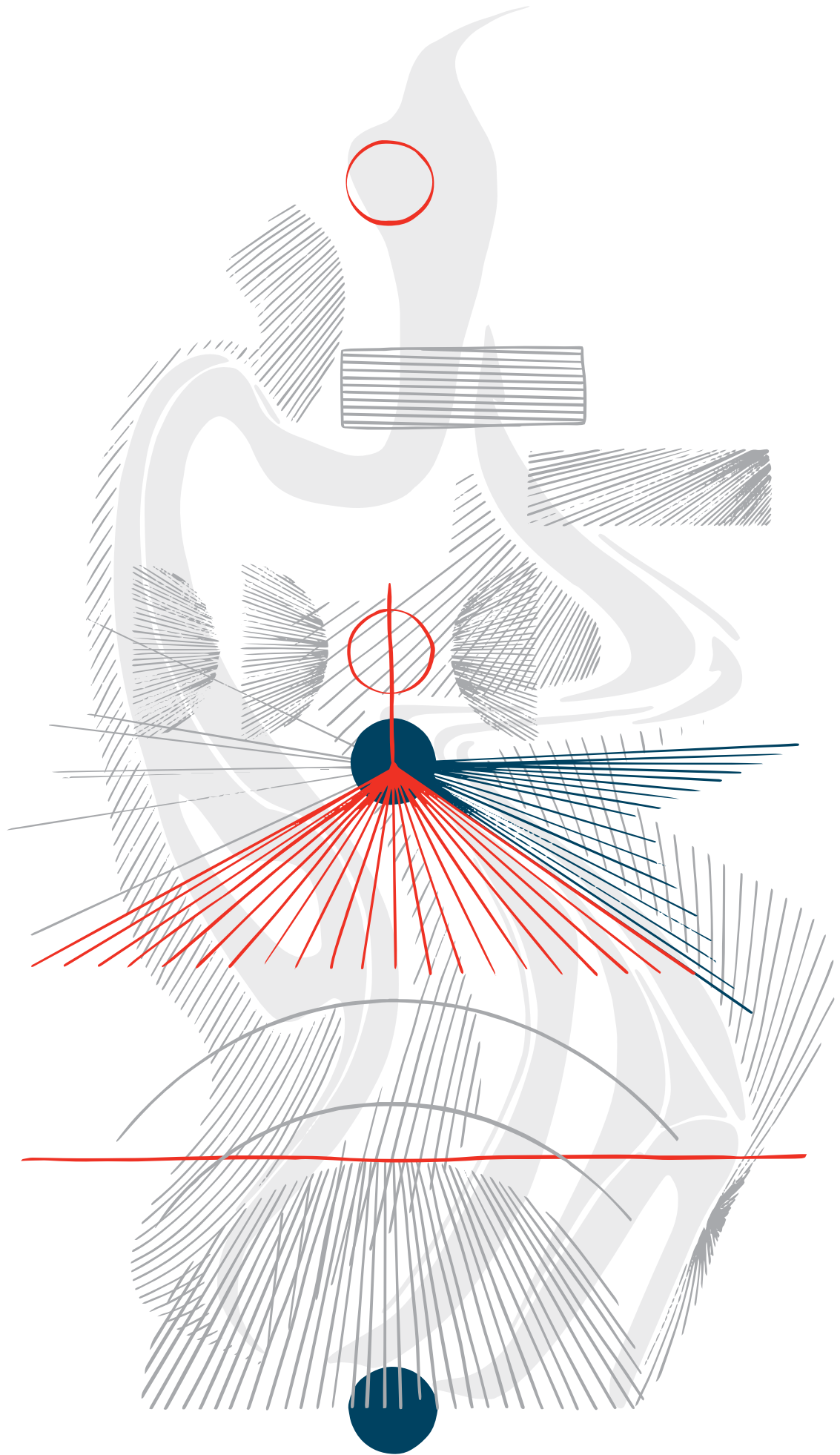
GLOSSARY OF TERMS

Civil society — The arena, outside of the family, the state, and the market, that is created by individual and collective actions, organizations, and institutions to advance shared interests.

Disaggregation — The breakdown of information into predetermined subcategories so that more nuanced observations can be made.

Disengagement — A social and psychological process whereby an individual's commitment to and involvement in violent extremism conducive to terrorism are reduced to the extent that they are no longer at risk of involvement and engagement in violent activity. This process involves a change in behavior (no longer using or justifying the use of violence) but does not necessarily involve a change in an individual's commitment to a radical or extremist cause.

Foreign (terrorist) fighters — UN Security Council Resolution 2178 defines foreign terrorist fighters as those "who travel or attempt to travel to a State other than their States of residence or nationality, and other individuals who travel or attempt to travel from their territories to a State other than their States of residence or nationality, for the purpose of the perpetration, planning, or preparation of, or participation in, terrorist acts, or the providing or receiving of terrorist training."[1] Various concerns have been raised over the labeling of individuals and their families, by association, as foreign terrorist fighters, including from human rights and humanitarian law perspectives.[2] This toolkit uses "foreign terrorist fighter" as reflected in the relevant Security Council resolutions and Global Counterterrorism Forum good practices documents. It does not assume nor should it be interpreted as making a statement about the legal status of foreign terrorist fighters under national or international law or international humanitarian, international human rights, or refugee law.

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1   UN Security Council, S/RES/2178, 24 September 2014, para. 6(a).

2   UN Counter-Terrorism Implementation Task Force Working Group on Promoting and Protecting Human Rights and the Rule of Law While Countering Terrorism, *Guidance to States on Human Rights–Compliant Responses to the Threat Posed by Foreign Fighters*, 2018, https://www.ohchr.org/EN/newyork/Documents/Human-Rights-Responses-to-Foreign-Fighters-web%20final.pdf.

Gender analysis — A critical examination of how differences in gender roles, activities, needs, opportunities, and rights and entitlements affect men, women, girls, boys, and people of diverse gender identities in certain situations or contexts. It investigates gender not merely as an attribute of individual identity but also as a structure and examines the relationships between people of different genders and their access to and control of resources, as well as the structural and normative constraints they face.

Gender blindness — A reference to the lack of awareness about or disregard for how individuals are affected differently by a situation due to their different roles, needs, status, and priorities in society. It also encompasses a lack of awareness about or disregard for the gendered effects of policies beyond the impacts on individuals, including on institutions. It can negatively impact the goals and outcomes of efforts to prevent and counter violent extremism conducive to terrorism because a failure to take these differences into account leads to an incomplete understanding of the context, which results in ineffective rather than simply inequitable efforts.

Gender equality — The achievement of equal opportunities and outcomes for women, men, and gender-diverse people. Gender equality is central to the respect for human rights and fundamental freedoms and is a necessary foundation for a peaceful, prosperous society.

Gender equity — The fair treatment of all people according to their respective needs. The intent is placing people on equal footing in recognition of different needs and identities, as well as in light of the existence of structural inequalities that render privileges, power, and resources more or less accessible based on peoples' identities and needs. This may look different depending on the individual's needs, relative power, and access in wider society but is considered equal in terms of rights, benefits, obligations, and opportunities.

Gender (identity) — Gender is a set of socially constructed identities, attributes, and roles for people wherein the social and cultural meaning of biological differences between sexes results in hierarchical relationships between women, men, girls, boys, and people of diverse gender identities, as well as within and between institutional structures that distribute power and resources favoring men and boys. The

Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism further underscores the social construction of gender binaries and that these binaries do not fully encompass the ways in which sexual minorities and lesbian, gay, bisexual, transgender, intersex persons and all other people of diverse gender identities and sexual orientations experience the impact of counterterrorism and countering violent extremism law and practice. The United Nations recognizes that gender not only relates to women, men, girls, and boys but refers to all people of diverse gender identities.

Gender inclusive, gender responsive, and gender sensitive — Gender inclusive is a qualitative concept that refers to the combination and result of "sensitive" (in theory and design) and "responsive" (in operation and practice) approaches that enable and enhance women's, men's, boys', girls', and people of diverse gender identities' equal representation and participation in decision-making processes. Gender responsiveness is a concept and a practice that seeks to enable operational and practical capacity to address gender inequalities, exclusions, and differences informed by gender-sensitive analysis through action or implementation, monitoring, and evaluation efforts. Gender sensitive refers to the awareness of gender inequalities, differences, and issues affecting people of all gender identities and taking these concerns into account within a formal agreement, policy, project, program, theory of change, or statement. Gender-sensitive approaches seek to secure change to achieve gender equality and equity wherever possible.

Gender justice — The systematic redistribution of power, opportunities, and access to justice to achieve full equality for people of all genders through the dismantling of harmful structures such as patriarchy, homophobia, and transphobia.

Gender mainstreaming — A strategy for making the concerns and experiences of people of diverse gender identities an integral dimension of the design, implementation, monitoring, and evaluation of policies and programs in all political, economic, and societal spheres so that inequality is not perpetuated or reinforced. The goal of gender mainstreaming is to achieve gender equality.

Hypermasculinities — A sociological term denoting exaggerated forms of masculinity, virility, and physicality. Experts have suggested three distinct characteristics associated with the hypermasculine

personality: (1) the view of violence as manly, (2) the perception of danger as exciting and sensational, and (3) callous behavior toward women and a regard toward emotional displays as feminine.

Intersectional identities — The consideration of factors such as a person's gender, age, marital status, race, sexuality, class, caste, ethnicity, religion, and abilities and how these impact and define their experiences in society. This approach draws from the analytical framework of intersectionality: the idea that a person's marginalized identities interact and cannot be understood in isolation. Gender justice, equity, and equality cannot be achieved unless they account for the needs and intersecting identities of different groups of women, men, and people of diverse gender identities. With an understanding of the importance of these diverse experiences, an intersectional identities approach to preventing and countering violent extremism conducive to terrorism analyzes the broader relationships and power dynamics across a society and the implications for control over resources, movement, and other factors.

**Misogyny** — The fear and hatred of women or the feminine. An extreme form of sexism.

(Preventing and countering) violent extremism conducive to terrorism — There is no universally accepted definition of violent extremism conducive to terrorism, nor for what constitutes preventing and countering violent extremism conducive to terrorism. Based on existing programs and policies, however, the key elements of countering violent extremism (CVE) can be explained as the use of noncoercive means to dissuade individuals or groups from mobilizing toward violence and to mitigate recruitment, support, facilitation, or engagement in violent extremist groups. Another central CVE component is to address the root causes of violent extremism conducive to terrorism, sometimes referenced as the conditions conducive to violent extremism. Preventing violent extremism refers to actions, including programming and policies, that address the root causes of violent extremism conducive to terrorism.

Rehabilitation and reintegration — Rehabilitation is the process of assisting individuals to change and reduce problematic behaviors associated with illegal activity. Reintegration can be defined as an intervention aimed to support individuals recruited by terrorists and violent extremist groups to successfully integrate into community economically, socially, and psychologically.

Rehabilitation and reintegration processes may take place within prisons, outside of custodial settings, in communities, or as part of probation services.

Resilience — A multilevel, multisystemic process demonstrating the capacity to adapt successfully to challenges that threaten system function and viability or the development of systems.

Sex — Distinctions between humans based on combinations of genetic markers and anatomical features related to reproductive functions.
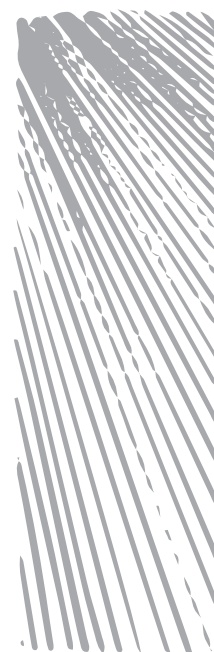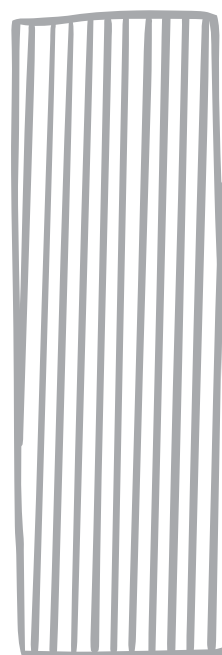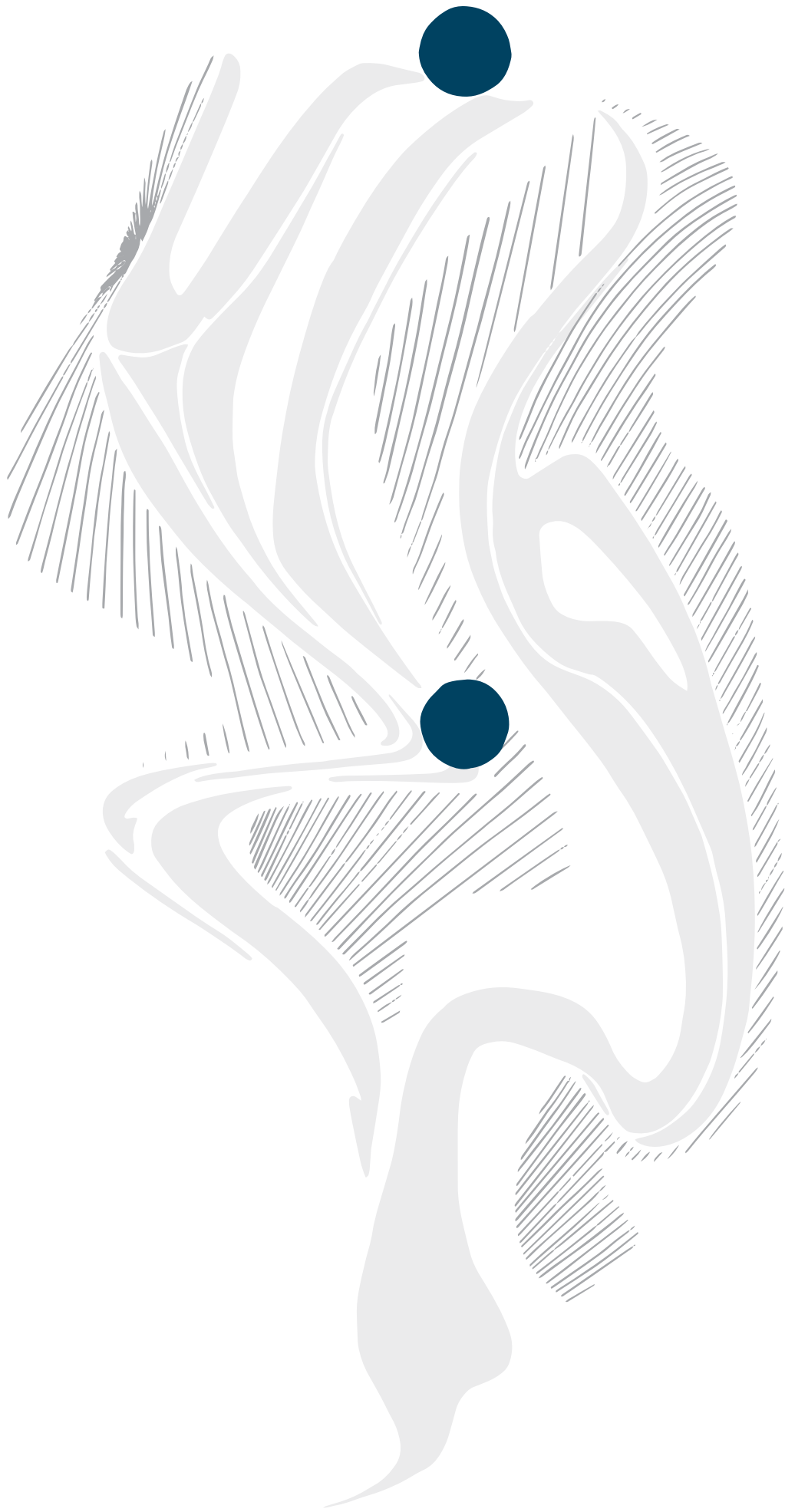
ANNEX I: GENDER AND P/CVE RESOURCES AND FURTHER READING

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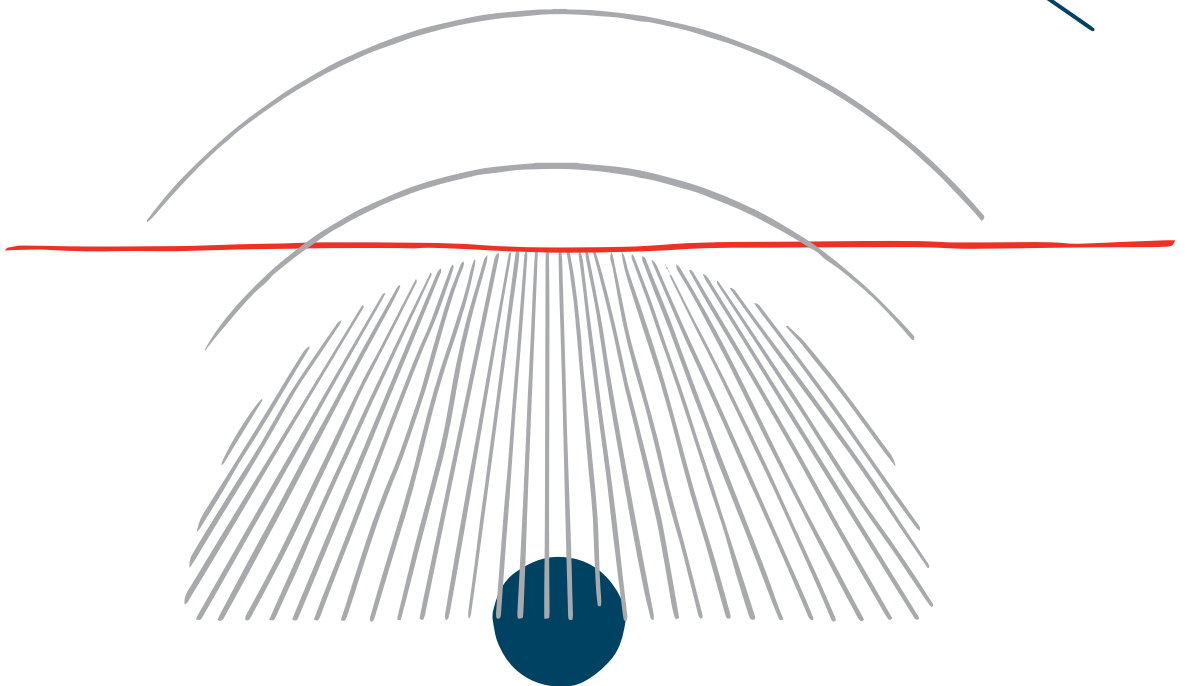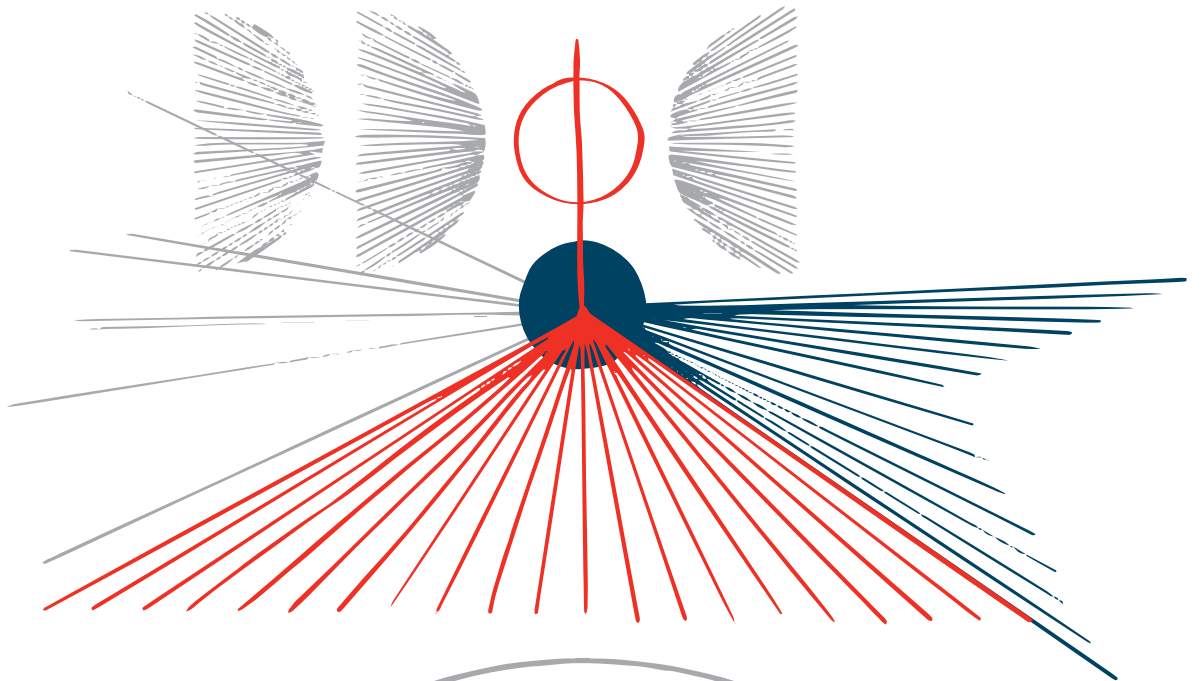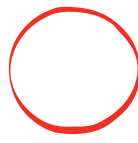
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ANNEX II: INTERNATIONAL TREATIES, UN DOCUMENTS, AND INTERNATIONAL GUIDANCE DOCUMENTS

International Treaties		
Document	**Year**	**Specific Text References**
International Convention on the Elimination of All Forms of Racial Discrimination	1965	
International Covenant on Civil and Political Rights and International Covenant on Economic, Social and Cultural Rights	1966	Prohibit discrimination based on sex (art. 2) and ensure the equal rights of men and women to the enjoyment of all rights contained in the covenants (art. 3). Other relevant rights included are those related to privacy, religion, freedom of association, peaceful assembly, and expression.
Convention on the Elimination of All Forms of Discrimination Against Women	1979	
UN Convention Against Transnational Organized Crime/Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children	2000	"Each State Party shall take into account, in applying the provisions of this article, the age, gender and special needs of victims of trafficking in persons, in particular the special needs of children, including appropriate housing, education and care" Article 2: "To prevent and combat trafficking in persons, paying particular attention to women and children;"

UN Documents		
Document	**Year**	**Specific Text**
Charter	1945	"We the peoples of the United Nations determined … to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and of nations large and small." Article 1: "To achieve international co-operation in solving international problems of an economic, social, cultural, or humanitarian character, and in promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion." Article 8: "The United Nations shall place no restrictions on the eligibility of men and women to participate in any capacity and under conditions of equality in its principal and subsidiary organs."
Universal Declaration of Human Rights	1948	Commits to ensuring the "full implementation of the human rights of women and of the girl child as an inalienable, integral and indivisible part of all human rights and fundamental freedoms."

UN Documents		
Document	**Year**	**Specific Text**
Declaration on the Elimination of Discrimination Against Women	1967	Calls on states to "abolish existing laws, customs, regulations and practices which are discriminatory against women, and to establish adequate legal protection for equal rights of men and women."
Beijing Declaration and Platform for Action	1995	
Security Council Resolution 1325	2000	
General Assembly Resolution 66/290 – Promotion and protection of the right to freedom of opinion and expression	2012	"Recognizing that development, human rights and peace and security, which are the three pillars of the United Nations, are interlinked and mutually reinforcing…" "Human security recognizes the interlinkages between peace, development and human rights, and equally considers civil, political, economic, social and cultural rights."
Security Council Resolution 2178	2014	"Encourages Member States to engage relevant local communities and non-governmental actors in developing strategies to counter the violent extremist narrative that can incite terrorist acts, address the conditions conducive to the spread of violent extremism, which can be conducive to terrorism, including by empowering youth, families, women, religious, cultural and education leaders, and all other concerned groups of civil society and adopt tailored approaches to countering recruitment to this kind of violent extremism and promoting social inclusion and cohesion."
Security Council Resolution 2242	2015	
Security Council Resolution 2250	2015	"Further calls upon States to comply with the obligations applicable to them under the 1951 Convention Relating to the Status of Refugee and the Protocol thereto of 1967, the Convention on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the Convention on the Rights of Persons with Disabilities." "Calls on all parties to armed conflict to take the necessary measures to protect civilians, including those who are youth, from all forms of sexual and gender-based violence." "Encourages all those involved in the planning for disarmament, demobilization and reintegration to consider the needs of youth affected by armed conflict, including, inter alia, such specific aspects as: (a) evidence-based and gender-sensitive youth employment opportunities, inclusive labour policies, national youth employment action plans in partnership with the private sector, developed in partnership with youth and recognising the interrelated role of education, employment and training in preventing the marginalization of youth."

UN Documents		
Document	**Year**	**Specific Text**
Human Rights Council Resolution 31/65 – Report of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism	2016	States should attend to "age and gender-sensitive disengagement, rehabilitation and counselling programmes for persons engaged in violent extremism." "It is often highlighted that while women have long been involved in violent extremism and terrorism, the gender dimension of terrorism and violent extremism has largely been overlooked." "The Special Rapporteur notes that recent international and national efforts to address violent extremism do include a gender dimension. In paragraph 53 of his Plan of Action, the Secretary-General placed significant emphasis on gender, making several recommendations for better consideration of the issue and noting that societies for which gender indicators were higher were less vulnerable to violent extremism." "Critics have observed that efforts to include women have tended to emphasize their engagement only at the informal or local level and often in ways that use and reinforce gender stereotypes." "If women's rights become secondary to and identified with a broader agenda, the risks of backlash against gender equality, women's rights defenders and girls' education increases, as does the possibility that women's rights and gender equality will be bartered away when that is seen to further national security interests." "The broad-brush 'securitization' of human rights, international development, humanitarian assistance, education, community integration, gender or any other agenda by the State or the international community must be avoided. The State must respect, protect and promote the human rights of all individuals, of all ages, genders and ethnic or religious affiliation, without discrimination and without framing this obligation as part of any broader agenda." "Civil society-led initiatives have engaged women in preventive counterextremism programmes (for example, in the work of the non-governmental organization Women Without Borders). The inclusion of women leads to a more comprehensive understanding of the causes of violent extremism and more localized, credible, inclusive and resonant strategies to build resilience to extremism."

UN Documents		
Plan of Action to Prevent Violent Extremism	2016	"(a) Mainstream gender perspectives across efforts to prevent violent extremism; "(b) Invest in gender-sensitive research and data collection on women's roles in violent extremism, including on identifying the drivers that lead women to join violent extremist groups, and on the impacts of counter-terrorism strategies on their lives, in order to develop targeted and evidence-based policy and programming responses; "(c) Include women and other underrepresented groups in national law enforcement and security agencies, including as part of counter-terrorism prevention and response frameworks; "(d) Build the capacity of women and their civil society groups to engage in prevention and response efforts related to violent extremism; "(e) Ensure that a portion of all funds dedicated to addressing violent extremism are committed to projects that address women's specific needs or empower women, as recommended in my recent report to the Security Council on women and peace and security (S/2015/716)."
Security Council Resolution 2395	2017	"Reiterates the call for [the Counter-Terrorism Committee Executive Directorate (CTED)] to integrate gender as a cross-cutting issue throughout its activities, including within country-specific assessments and reports, recommendations made to Member States, facilitating technical assistance to Member States, and briefings to the [Security] Council, encourages CTED to hold consultations with women and women's organizations to inform its work, and urges CTED in collaboration with UN Women to conduct and gather gender-sensitive research and data collection on the drivers of radicalization to terrorism for women, and the impacts of counterterrorism strategies on women's human rights and women's organizations."

UN Documents		
Document	**Year**	**Specific Text**
Security Council Resolution 2396	2017	"Calls upon Member States to develop and implement risk assessment tools to identify individuals who demonstrate signs of radicalization to violence and develop intervention programs, including with a gender perspective, as appropriate, before such individuals commit acts of terrorism, in compliance with applicable international and domestic law and without resorting to profiling based on any discriminatory grounds prohibited by international law."
		"[D]evelop tailored and gender-sensitive strategies to address and counter terrorist narratives within the prison system, consistent with international humanitarian law and human rights law, as applicable and in accordance with relevant international law."
		"[E]nsure that the work of the Investigative Team [to support domestic efforts to hold the Islamic State of Iraq and the Levant (ISIL) (Da'esh) accountable by collecting, preserving, and storing evidence in Iraq of acts that may amount to war crimes, crimes against humanity, and genocide committed by the terrorist group ISIL (Da'esh) in Iraq] is informed by relevant anti-trafficking research and expertise and that its efforts to collect evidence on trafficking in persons offences are gender-sensitive, victim[-]centered, trauma-informed, rights-based and not prejudicial to the safety and security of victims."
		"Emphasizes that women and children associated with foreign terrorist fighters returning or relocating to and from conflict may have served in many different roles, including as supporters, facilitators, or perpetrators of terrorist acts, and require special focus when developing tailored prosecution, rehabilitation and reintegration strategies."
		"[S]tresses the importance of assisting women and children associated with foreign terrorist fighters who may be victims of terrorism, and to do so taking into account gender and age sensitivities."
		"Encourages Member States, as well as international, regional, and sub-regional entities to ensure participation and leadership of women in the design, implementation, monitoring, and evaluation of these strategies for addressing returning and relocating foreign terrorist fighters and their families."
Global Counter-Terrorism Strategy	Original 2006, reviewed in 2008, 2010, 2012, 2014, 2016, 2018, and 2021	"Reaffirming that the acts, methods and practices of terrorism in all its forms and manifestations are activities aimed at the denials of human rights, fundamental freedoms and democracy, at threatening the sovereignty, territorial integrity and the security of States, at impeding the enjoyment of political, civil, economic, social and cultural rights, including the right to life, liberty and security, and at destabilizing Governments, and that the international community should take the steps necessary to enhance cooperation to prevent and combat terrorism in a decisive, unified, coordinated, inclusive, transparent and human-rights based, gender-responsive manner, addressing the conditions conducive to terrorism" (A/RES/75/291)

UN Documents		
Women and peace and security: Report of the Secretary-General	2019	
Security Council Resolution 2467	2019	"Reiterating deep concern that despite its repeated condemnation of violence, including sexual violence, against women and children in situations of armed conflict, and despite its calls addressed to all parties to armed conflict for the cessation of such acts with immediate effect, such acts continue to occur, often with impunity, and in some situations have become systematic and widespread, reaching appalling levels of brutality."

"Expresses its intention to make better usage of periodical field visits to conflict areas, through the organization of interactive meetings with the local women and women's organizations in the field about the concerns and needs of women in areas of armed conflict, and to engage with national authorities, as appropriate, on the prevention and response to sexual violence in conflict and post-conflict situations and engage with victims, affected communities and civil society, including women's organizations."

"Urges Member States to strengthen access to justice for victims of sexual violence in conflict and post-conflict situations, including women and girls, who are particularly targeted, including through the prompt investigation, prosecution and punishment of perpetrators of sexual and gender-based violence."

"Notes the link between sexual violence in armed conflict and post-conflict situations and HIV infection, and the disproportionate burden of HIV and AIDS on women and girls as a persistent obstacle and challenge to gender equality."

"Recognizes that women and girls who become pregnant as a result of sexual violence in armed conflict, including those who choose to become mothers, may have different and specific needs."

"Recognizes the importance of supporting, and promoting civil society, especially local, grassroots, women-led organizations, and religious and community leaders, girls- and youth-led organizations, for all prevention and response efforts."

"Encourages concerned Member States and relevant United Nations entities to support capacity building for women-led and survivor-led organizations and build the capacity of civil society groups to enhance informal community-level protection mechanisms against sexual violence in conflict and post-conflict situations, to increase their support of women's active and meaningful engagement in peace processes to strengthen gender equality, women's empowerment and protection as a means of conflict prevention."

"Encourages Member States, with the assistance of the Secretary-General and relevant United Nations entities, to ensure the integration of gender analysis and training into national disarmament, demobilization and reintegration processes, including ensuring that women formerly associated with armed groups, as well as ex-combatants, are able to access trauma services, resocialization and reintegration initiatives; reiterates in this regard the need to establish protection mechanisms for women in cantonment sites, as well as for civilians in close proximity of cantonment sites and in communities of return." |

UN Documents		
Document	**Year**	**Specific Text**
Human Rights Council Resolution 40/52 – Impact of measures to address terrorism and violent extremism on civic space and the rights of civil society actors and human rights defenders	2019	"Profound limitations on access to foreign funding have severely restricted the existence of [nongovernmental organizations], which are often wholly dependent on such funding, particularly affecting human rights and women's organizations." "Women have been subjected to death threats and personal and directed attacks by government officials, which in some cases have led to physical attacks on prominent women human rights defenders and their properties. Human rights defenders experience reprisals for speaking to the Human Rights Council and in other international settings about the human rights situation in their countries." "In some regions, the instrumentalization of counter-terrorism, the prevention and countering of violent extremism, and protection of national security measures is brutal, with members of civil society arrested and detained on spurious grounds, with some States even using counter-terrorism laws to silence defenders of the rights of lesbian, gay, bisexual, transgender and intersex persons."
Women and peace and security: Report of the Secretary-General	2020	

UN Documents		
Document	**Year**	**Specific Text**
Human Rights Council Resolution 43/46 – Human rights impact of policies and practices aimed at preventing and countering violent extremism: Report of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism	2020	"In his Plan of Action to Prevent Violent Extremism, the Secretary-General affirmed the importance of gender equality in addressing terrorism, not least because it was no coincidence that societies for which gender equality indicators were higher were less vulnerable to violent extremism. A holistic and intersectional approach to addressing the relationship between gender and violent extremism would include a focus on respect for women's human rights, and the absence thereof, structural inequality, the gendered drivers."
		"There has been a distinct upsurge in policy and programming addressing the gender dimension of violent extremism, yet there has been no systematic monitoring and evaluation assessing the merits, impacts or human rights compliance of such programming."
		"The distinct focus on using women as a means of improving counter-terrorism efforts runs the risk of agenda-hijacking, whereby a narrow emphasis on 'women' distracts attention from the wider structural realities that produce gender inequality, exclusion and violence."
		"The human rights of women and girls must be fully protected in programming and practices aimed at the prevention and countering of violent extremism."
		"She highlights the commodification of women and girls to advance policy aimed at preventing and countering violent extremism, identifying multiple ethical concerns."
		"Regrettably, prioritizing women as both subjects and conduits of the prevention and countering of violent extremism has rarely been premised on their rights to nondiscrimination and equality, but rather relies on the strategic rationale that it leads to a more comprehensive understanding of the causes of violent extremism and more localized and credible strategies for countering terrorism, a form of commodification which deeply concerns the Special Rapporteur."
		"It is all the more ethically problematic when programming aimed at the prevention and countering of violent extremism is advertised as being for the empowerment of women or as being skills training that benefits women, hiding the security rationale driving the engagement and ultimately making any credible evaluation valueless. Equally, there is a distinctly patriarchal element to making women the gatekeepers to the men and boys in their communities—as mothers, wives and sisters—through programming and policies aimed at the prevention and countering of violent extremism. A number of commentators have underscored the risks faced by women and girls when they are made the frontline recipients of such policies, particularly when such policy imperatives are viewed as the foreign policy preferences of powerful States. Increasingly, in highly complex, socially conservative and unstable environments, women are placed in the unenviable position of the frontline delivery of efforts aimed at preventing and countering violent extremism."
		"Compromising the most fundamental rights of women and girls (life and security) should not be a placeholder for broader economic, social and political reform in marginal communities that are at risk of producing terrorism."
		"Government targeting particularly applies to women and girls and is entirely oblivious to the vulnerabilities of such co-option or commodification for those who are generally on the margins legally, politically and economically."

UN Documents		
Document	**Year**	**Specific Text**
Women and peace and security: Report of the Secretary-General	2021	
Human Rights Council Resolution 46/36 – Human rights impact of counter-terrorism and countering (violent) extremism policies and practices on the rights of women, girls and the family: Report of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism, Fionnuala Ní Aoláin	2021	"3. Drawing from the definition of gender used by the Committee on the Elimination of Discrimination against Women, the Special Rapporteur notes and affirms the definition of gender as a set of socially constructed identities, attributes and roles for women and men and society's social and cultural meaning for those biological differences resulting in hierarchical relationships between women and men and in the distribution of power and rights favouring men and disadvantaging women. She further affirms the elaboration on that definition relied upon by the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), which notes that such attributes, opportunities and relationships are socially constructed and are learned through socialization processes. While the present report primarily addresses the experiences of women and girls, she notes that men and boys also experience gender stereotyping and that masculinities and femininities also shape roles, expectations and harms in this arena. She underscores the social construction of gender binaries and that they do not fully encompass the ways in which sexual minorities and lesbian, gay, bisexual, transgender, queer and intersex persons experience the impact of counter-terrorism and countering (violent) extremism law and practice. She also reflects on the impact of those policies and practices for lesbian, gay, bisexual, transgender, queer and intersex persons. An intersectional approach to reflecting the experiences of counter-terrorism measures demonstrates how experiences of discrimination and human rights abuses intersect and are compounded as determined by other social identities, including race, ethnicity, religion, ability, age and sexuality, and beyond."
General Assembly Resolution 76/181 – Fourteenth United Nations Congress on Crime Prevention and Criminal Justice	2021	"43. Develop and implement appropriate and effective policies and plans to achieve gender equality and remove impediments to the advancement of women and women's empowerment in law enforcement and other criminal justice institutions at all levels, and in this regard pledge to take further concrete action to ensure the full, effective and accelerated implementation of the Beijing Declaration and Platform for Action and of the outcome documents as adopted at the twenty-third special session of the General Assembly;" "44. Mainstream a gender perspective into the criminal justice system by promoting gender-responsive measures that address the gender-specific needs of both offenders and victims, including the protection of women and girls from revictimization in criminal justice proceedings;"

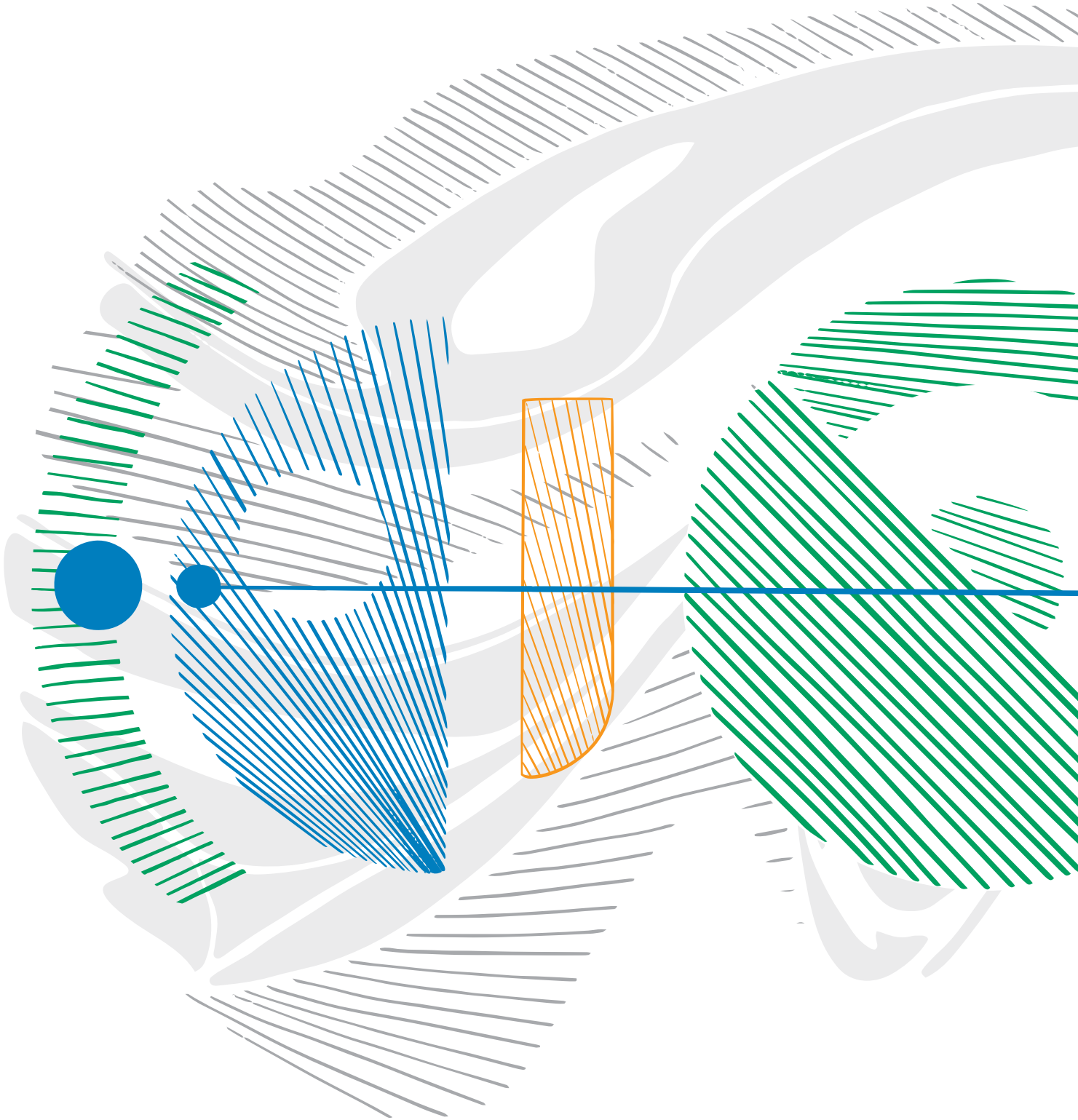| International Guidance Documents		
Document	**Year**	**Specific Text**
Good Practices on Community Engagement and Community-Oriented Policing as Tools to Counter Violent Extremism	2013	"Good Practice Number 5: Engage women as positive change agents in their communities. Many practitioners have internalized what research has shown —women, especially mothers, carry authority within their families and communities which can translate into positive influence against violent extremism. These practitioners repeatedly observe that women are the gatekeepers to their communities and, as such, should be involved in creating and maintaining [countering violent extremism (CVE)] initiatives. Relatedly, the experience of community engagement to counter [] gang recruitment shows that gang members were influenced to cease violent gang activity when they were faced with the prospect of having to explain their actions to their mothers."
Ankara Memorandum on Good Practices for a Multi-Sectoral Approach to Countering Violent Extremism	2013	"Program design should, where appropriate, take into account the different needs of young women versus young men." "In at-risk communities in particular, school-based curricula and programming centered on civic education, community engagement, and volunteerism may constructively occupy at-risk youth and build their sense of connectedness to their families, communities, and countries; for those at-risk youth that have dropped out of formal education, or in cases in which young women are not permitted to attend school, other venues may be more appropriate for broadly similar approaches." "Good Practice 17: Women can be a particularly critical actor in local CVE efforts. Across countries, women play a particularly critical role in their families as mothers, wives, sisters, daughters, and as primary caregivers, as well as breadwinners. In many places, they provide deep understandings, and even serve as institutional memories, of their local communities. As such, women are particularly well placed and positioned to serve as locally knowledgeable, credible and resonant CVE voices. Women may be able to identify signs of radicalization and discourage this phenomenon in their families and communities. In some places, they may be the best actors to raise the awareness of, and build capacity among, other local women—thus serving a force-multiplier effect in communities where radicalization and recruitment are possible to occur."
Good Practices on Women and Countering Violent Extremism	2015	

International Guidance Documents

Document	Year	Specific Text
Addis Ababa Action Agenda of the Third International Conference on Financing for Development	2015	"We reaffirm that achieving gender equality, empowering all women and girls, and the full realization of their human rights are essential to achieving sustained, inclusive and equitable economic growth and sustainable development. We reiterate the need for gender mainstreaming, including targeted actions and investments in the formulation and implementation of all financial, economic, environmental and social policies. We recommit to adopting and strengthening sound policies and enforceable legislation and transformative actions for the promotion of gender equality and women's and girls' empowerment at all levels, to ensure women's equal rights, access and opportunities for participation and leadership in the economy and to eliminate gender-based violence and discrimination in all its forms." "Evidence shows that gender equality, women's empowerment and women's full and equal participation and leadership in the economy are vital to achieve sustainable development and significantly enhance economic growth and productivity. We commit to promoting social inclusion in our domestic policies. We will promote and enforce non-discriminatory laws, social infrastructure and policies for sustainable development, as well as enable women's full and equal access to decision-making processes and leadership." "We will increase transparency and equal participation in the budgeting process and promote gender responsive budgeting and tracking." "We will work towards harmonizing the various initiatives on sustainable business and financing, identifying gaps, including in relation to gender equality, and strengthening the mechanisms and incentives for compliance." "We further encourage the private sector to contribute to advancing gender equality through striving to ensure women's full and productive employment and decent work, equal pay for equal work or work of equal value and equal opportunities, as well as protecting them against discrimination and abuse in the workplace." "We urge countries to track and report resource allocations for gender equality and women's empowerment." "We commit to upgrading education facilities that are child, disability and gender sensitive and increasing the percentage of qualified teachers in developing countries, including through international cooperation, especially in least developed countries and small island developing States." "It is also critical to reinforce national efforts in capacity-building in developing countries in such areas as public finance and administration, social and gender responsive budgeting, mortgage finance, financial regulation and supervision, agriculture productivity, fisheries, debt management, climate services, including planning and management for both adaptation and mitigation purposes, and water and sanitation-related activities and programmes."

International Guidance Documents		
Document	**Year**	**Specific Text**
Addendum to the GCTF Good Practices on Women and Countering Violent Extremism, with a Focus on Mainstreaming Gender	2018	

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