



# 2021 Regional Index on the Women, Peace and Security Agenda

## Contents

1. Introduction.....	4
2. Background.....	5
3. Objectives and purpose of the Index .....	6
4. Indicators .....	7
4.1 Overview.....	7
4.2 Development of indicators.....	7
4.3 Thematic categories covered .....	8
4.4 Application of indicators .....	10
5. Sources of Information .....	12
6. The Index .....	13
6.1. Prevention and protection .....	13
6.2. Participation in decision making .....	20
6.3. Relief and recovery.....	29
6.4. Legislation and strategies .....	33
6.5. The role of CSOs .....	43
7. References.....	47

## Acronyms

CSOs	Civil Society Organizations
CTED	Counter-Terrorism Committee Executive Directorate
EFI	Euro Med Feminist Initiative
ESCWA	United Nations Economic and Social Commission for Western Asia
EU	European Union
JNCW	Jordanian National Commission for Women
JONAP	The Jordanian National Action Plan for UNSCR 1325
JRP	The Jordanian Response Plan for the Syrian crisis
LCRP	Lebanon Crisis Response Plan
NAP	National Action Plan
NCLW	National Commission for Lebanese Women
NGOs	Non – Governmental Organizations
NCW	National Council for Women
ODI	Overseas Development Institute
OHCHR	The Office of the High Commissioner for Human Rights
PVE	Preventing Violent Extremism
RCSO	Regional Civil Society Observatory
UDHR	Universal Declaration of Human Rights
UfM	Union for the Mediterranean
UNDP	United Nation Development Program
UNFPA	United Nations Population Fund
UNIFIL	United Nations Interim Force in Lebanon
UNSCR 1325	United Nations Security Council Resolution 1325
VAWG	Violence against Women and Girls
WASH	Water, Sanitation, and Hygiene
WPSA	Women, Peace and Security Agenda

## Readers' Guide

This Index provides information on public policies and measures regarding the Women, Peace, and Security Agenda (WPSA), in a simple and accessible way.

The Index consists of 7 chapters.

Chapter 1 introduces the Index.

Chapter 2 explains the background for developing the Index.

Chapter 3 presents the objectives of the Index.

Chapter 4 describes the criteria for the selection of the indicators and gives the grounds for the categories that were selected such that they cover all aspects related to the Women, Peace, and Security Agenda (WPSA).

Chapter 5 outlines the sources for obtaining information on the indicators and the validation of the information.

Chapter 6 presents the Index including the indicators that have been applied. (The structure and application of the indicators are described in Chapter 4).

Chapter 7 presents a list of references in alphabetical order.

## 1. Introduction

Gender equality, peace, security, and human rights are intricately linked. Violence perpetrated against women during armed and military conflicts and during occupation has its roots in the historically unequal power relations embedded in our societies, and in the persistence of these inequalities in our present societal structures and practices. The subordinated position of women and their marginalization in times of peace, place them in an even more vulnerable situation during war and occupation. The violence and sexual assaults, especially rapes that women and girls are subject to in peace time are continued and carried on, into times of war and conflict. The culture of violence against women and girls in peace time forms the structural basis for the violence and rape perpetrated against them in war and conflict – forming a continuum of the violence. Women and girls face a continuum of violence and insecurity in peace time and in times of war.

The WPSA highlights the continuum of violence against women and girls (VAWG) and the gender dimension that needs to be reflected in all response to threats to peace and security. The WPSA aims to ensure the implementation of United Nations Security Council Resolution 1325 (UNSCR1325) on women, peace and security, adopted in 2000, and its consecutive UNSC Resolutions, and defines how security and peace shall be sustained, and conflicts resolved by political means, applying gender equality perspectives in all areas of participation, prevention, protection, legislation, equal access to power and resources, as well as to the labour market, and to recovery and transitional gender justice. As its relevance is not limited to conflict situations only, the WPSA ought to be central to all governmental policies and be systematically implemented by all States, globally. It ought to be a priority of national interest in all countries.

More than 20 years since the adoption of the UNSCR 1325 on Women Peace and Security, women in the South Mediterranean region still do not receive protection or relief – neither during war and armed conflict, nor in times of peace. Furthermore, it can be noted that little progress has been made in ensuring the active participation of women in the prevention of armed conflict and war, or in conflict resolution in achieving peace and security.

By the end of 2020, 82.4 million individuals were forcibly displaced worldwide as a result of persecution, conflict, and human rights violations. Countries in the South Mediterranean are regarded as the world's largest producers and hosts of forced displacement. There are 13.5 million displaced Syrians<sup>1</sup>. Women and children make up 75 percent of Syrian refugees. In 2015, Iraq's crisis led to 2.6 million refugees; in Libya it has resulted in around 309,000 refugees. Yemen's conflict generated the internal displacement of around 2.3 million individuals<sup>2</sup>. Women are the

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1 Refugee Statistics, UNCHR, retrieved from: <https://www.unrefugees.org/refugee-facts/statistics/>

2 UNCHR report, retrieved from: <https://www.unhcr.org/558193896.html>

most affected vulnerable group among these daunting figures of refugees. They are subjected to different forms of VAWG, including, terrorism, slavery, trafficking, and child marriage.

The representation of women in ministries and elected councils are limited. Except for the United Arab Emirates, Tunisia and Egypt which have closed between 20% and 22.7% of their political empowerment gaps as shown in the Global Gender Gap Report 2021<sup>3</sup>, all other countries in the region fall below 90<sup>th</sup> position in the subindex ranking, with only 15.1% (or less) of their gaps closed. The percentage of women in the security apparatus is low and ranges only between 3% to 10%.

The time now is more important than ever to provide protection for women in conflicts and enhance their role in combating terrorism and violent extremism and promoting peace and security. There is a need for governments to allocate budgets and resources and establish a good and systematic cooperation with women's and youth-led Civil Society Organizations (CSOs) for the implementation of the UNSCR 1325, and to place women's participation in the centre of all planning for achieving peace and security at all levels, including diplomatic positions, peace missions, and security apparatus.

## 2. Background

The Regional Civil Society Observatory (RCSO) on VAWG, hosted by the EuroMed Feminist Initiative in Amman, Jordan and funded by the European Union (EU), developed in 2020 a Regional Index on VAWG to implement a continuous follow up and data collection of laws and policies, including analyses of the barometer results, in seven South Mediterranean countries in the region participating in the project: Algeria, Egypt, Jordan, Lebanon, Morocco, Palestine, and Tunisia.

The RCSO also held national consultations in the region with the objective of supporting and developing NAPs and their implementation, as well as supporting the development of further instruments for developing the WPSA.

Further to this, and building on it, in 2021, this Regional Index on the WPSA was developed. It strives to cover all aspects related to prevention and protection, participation in decision making, relief and recovery, legislation, and strategy, as well as the role of civil society, thus aiming at contributing to deeper insight into the status of the WPSA in the seven South Mediterranean countries.

A group of experts (Expert group) consisting of 13 experts was formed for the purpose of developing the Indexes. These experts include academics, legal experts, and women's rights'

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<sup>3</sup> Global Gender Gap Report 2021, World Economic Forum, P26.

advocates, with expertise on VAWG and WPSA and represent all the Index countries. The group includes academics, legal experts, and women's rights advocates.

The 2 indexes are meant to be complementary to each other. Together, they acknowledge the continuum of VAWG, and see combating VAWG as integral to the implementation of the WPSA in the region.

### 3. Objectives and purpose of the Index

The overall objective of the Regional Index on the WPSA is to provide a global documentation on laws, public policies and services that contribute to the implementation of the WPSA in the region. It allows a diagnosis of the state of legislation and tools put in place to address the WPSA in the seven South Mediterranean countries sharing common challenges: Algeria, Egypt, Jordan, Lebanon, Morocco, Palestine, and Tunisia.

This Index also aims to provide policy makers with summaries of complex data, that can support informed decision making and actions in the implementation of the 4th UfM Ministerial Declaration on Strengthening the Role of Women in Society, in combating all forms of violence against women and girls (VAWG), in implementing the women, peace and security agenda (WPSA) in the region, and in preventing violent extremism (PVE).

It provides information and data as well as references that will allow researchers to have a quick overview of the status of women in any of the countries concerned, and to carry out comparative studies.

The Index also aims to enable women's rights activists to identify the gaps and weaknesses, where they lie, to then make targeted advocacy.

Furthermore, the Index provides a global picture for the international community on the progress and achievements made in each country regarding the status of their work on the WPSA, including in addressing VAWG, and PVE.

The Index aims also to enable the building of the WPSA into the Security Frameworks, laws, and legislations in the region.

## 4. Indicators

### 4.1 Overview

The Index is structured primarily on indicators that represent the basic tools used to indicate the level of progress made in the countries, and to spotlight achievements and/or gaps. Quantitative indicators are reported as numbers and percentages and used for the category - participation in decision making. Qualitative indicators are reported as statements and used for the categories that cover - prevention measures, relief and protection, legislation, and strategies.

### 4.2 Development of indicators

The main themes and categories covering all aspects of the WPSA have been identified. These included five categories clarified in chapter 4.3. The research team then, conducted a desk review, developing indicators under each category. Various documents and international agreements were reviewed in this process: the 4th UfM Ministerial Declaration on Strengthening the Role of Women in Society<sup>4</sup>, and the UNSCR 1325, the report of the UN Secretary-General on women and peace and security 2010, and national strategies and action plans on the implementation of the UNSCR 1325 and the WPSA. All the indicators were then reviewed and discussed by the members of the Steering Committee of the RCSO which consists of representatives of EFI member women's rights CSOs representing all the seven countries covered by the Index, as well as academics.

The indicators were developed based on four criteria as follows:

- **Relevance:** The indicators are relevant to all the countries covered by the Index and are in line with international and regional agreements and resolutions, especially the 4th UfM Ministerial Declaration on Strengthening the Role of Women in Society, the UNSCR1325, and the report of the UN Secretary-General on women and peace and security 2010.
- **Meaningfulness:** The indicators represent significant information for policy makers and civil society.
- **Feasibility:** The data required to feed in the indicators is accessible for collection and updating. The indicators can be used by policy makers to take action to modify policies, and they can be used by civil society to advocate for change.

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<sup>4</sup> <https://ufmsecretariat.org/wp-content/uploads/2017/11/FINAL-ADOPTED-Declaration-on-Strengthening-Women-in-Society.pdf>

- **Data quality:** The data is obtained from official sources and statistics, as well as from studies issued by national and international NGOs and research centres.

#### 4.3 Thematic categories covered

The report includes 21 indicators of the WPSA covering 5 thematic categories, taking into account the pillars of the UNSCR 1325 as follows:

##### ➤ **Prevention and protection**

The implementation of a WPSA calls for specific measures to prevent all forms of gender-based violence, including rape and other forms of sexual violence, as well as measures to protect women and girls from these forms of violence.

This category thus represents the efforts, mechanisms, and institutions put in place for the prevention of all forms of VAWG.

Mainstreaming a gender perspective into all responses to violent extremism and conflict resolution is a central aspect of prevention.

Protection measures should include services that protect and safeguard the safety and physical and mental health of the victims, as well as measures that contribute to strengthening these procedures.

##### ➤ **Participation in decision making**

The implementation of a WPSA calls for women's full participation and involvement in every aspect of achieving and sustaining peace and stability within a community. This, thus urges all actors to increase the participation of women in all aspects of society and calls for the increased participation of women at all levels of decision-making, including in national, regional, and international institutions.

The WPSA acknowledges that women's full participation and active involvement is needed in every aspect of a society, and in sustaining peace and stability in a community. Developing a WPSA calls for women to be appointed to senior decision-making positions in all sectors of society, the local, national, and international levels, including in governments, elected councils, diplomatic missions, the military, and the police.

Women's active participation in all peace processes must be ensured. Evidence indicates that women participants in peace processes are usually focused less on the spoils of the war and more on reconciliation, economic development, education, and transitional justice – all critical elements of a sustained peace. Systematic and representative inclusion of women in a broad range of peace and security issues is not only important to ensuring a successful negotiation, but also for ensuring



that women's interests are being addressed. Studies show that the security of women is integrally linked to the security of the nations in which they live. And security is linked to the ability of women to sustain peace through leadership roles and to build peace by being fully at the table<sup>5</sup>.

#### ➤ **Relief and recovery**

The UNSCR 1325 and the WPSA call for all relief and recovery measures in crises (during repatriation, resettlement, and reintegration) to be considered through a gendered lens. It is therefore of great importance that the specific relief-needs of women and girls are taken into account and met with, in the process of relief, recovery, repatriation, resettlement, reintegration and reconstruction. Further, special attention shall be paid to the needs of displaced women and girls, and women living under occupation, survivors of VAWG, as well as to women and girls with disabilities.

A lack of focus in policy making on the socio-economic conditions and the social norms that impact on women's safety, is a huge obstacle to integrating a gender perspective and gender sensitivity into policies, and thus to the provision of comprehensive protection services for refugees.

#### ➤ **Legislation, laws, and strategy**

Laws and legislation are binding to governments and hence are important tools for developing a strong human rights framework, and for promoting the human rights of women. They provide an important framework for defining women's rights and the violation of these rights. They are thus an important tool for achieving gender equality and are crucial for the establishment of a solid WPSA.

Strategies and action plans are important tools for bringing about change and for ensuring the implementation of the WPSA.

#### ➤ **The role of CSOs**

This category addresses the involvement of CSOs, especially women's and youth-led organizations, in designing strategies and action plans pertaining to the WPSA and combating violent extremism. It is women's organizations on the ground that work with women and have first hand knowledge and expertise on the specific needs of women. The UfM Ministerial Declaration recommends the inclusion of women as partners in countering terrorism and extremism. Also, The Gender Regional Platform<sup>6</sup> stresses the importance of involving women's CSOs, female politicians and community leaders in a cross-sector dialogue on all gender equality issues.

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<sup>5</sup> Valerie M. Hudson, "Secure Women, Secure States," Building Peace website (March 2014), <http://buildingpeaceforum.com/2014/03/secure-women-secure-states/>

<sup>6</sup> EuroMed Feminist Initiative, at <http://www.efi-ife.org/project/gender-regional-platform>

#### 4.4 Application of indicators

The Index contains 21 indicators divided under 5 categories, as mentioned above. The categories constitute the thematic framework of the indicators and represent key criteria for obtaining an

overview of the status of the WPSA. With each indicator, the Index provides information on the status of the development of public policies and actions at the national level. The information for each country is presented in alphabetical order.

The first category, linked to prevention and protection, includes 4 indicators.

The second category, addressing participation in decision making, has 8 indicators.

The third category, referring to relief and recovery, has 2 indicators.

The fourth category, dealing with legislation and strategies, includes 5 indicators.

The fifth category, consisting of 2 indicators, looks at the role of CSOs.

The table below lists the indicators covered by the Index.

**Table No.1: The indicators covered by the Index**

Category	Indicator no	Indicator title	Quantitative	Qualitative
Prevention and protection	1	Existence of protection measures guaranteeing respect for the human rights of women and girls in national security policies.		○
	2	VAWG is addressed in national security policies		○
	3	A gender perspective is applied to policies and strategies pertaining to prevention and response to violent extremism		○
	4	Existence of specific laws/procedures for enabling reintegration into the community, of victims and survivors of VAWG during military conflict and post conflict.		○
Participation in decision making	5	Existence of training and capacity-building activities designed to promote the participation of women, and/or the integration of gender perspectives in security sector institutions or activities.		○



	6	Existence of public initiatives that encourage and support women's participation at all levels of decision making in peace processes: negotiations, mediation, and transitional justice.		○
	7	Percentage of women in the public security apparatus	○	
	8	Percentage of women in the army staff	○	
	9	Percentage of women in the diplomatic staff	○	
	10	Percentage of women in bodies/ agencies countering terrorism and violent extremism	○	
	11	Percentage of ministerial portfolios held by women	○	
	12	Percentage of seats secured by women in the national parliament and in municipalities	○	
<b>Relief and recovery</b>	13	Extent to which the strategic planning frameworks for women refugees in conflict-affected countries or refugee-hosting countries incorporate gender-analyses, targets, indicators, and budgets.		○
	14	Reparation programs are gender sensitive.		○
<b>Legislation and strategy</b>	15	Existence of national action plans for implementing the UNSCR 1325, with adequate resources and budget allocation.		○
	16	The national action plan /strategy on UNSCR 1325 includes monitoring and evaluation plans		○
	17	The national action plans on UNSCR 1325 address legislation that hinder the implementation of UNSCR 1325		○
	18	The national action plans on UNSCR 1325 refer to legislation for addressing VAWG		○
	19	Existence of gender sensitive policies addressing refugees.		○
<b>Role of CSOs</b>	20	Existence of coordination amongst international, regional, and national stakeholders, including national governments, legislative bodies, and human rights entities, in the design and implementation of the WPSA.		○

	21	Women’s organizations participate in developing strategies to counter terrorism and violent extremism		○
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## 5. Sources of Information

Information and data on indicators have been obtained from official sources and statistics, as well as from studies issued by national CSOs and international Non – Governmental Organisations (NGOs) and research centres (see chapter 7 for references).

Women’s rights organizations have been valuable sources for data, in addition to providing guidance to data sources in each country.

The sources of data are as follows:

- Governmental online sources: Review of annual reports of government institutions including ministries, statistics agencies, and online public databases.
- Private and non-governmental sources: These include research centres, national CSOs and international NGOs.
- Formal correspondence: Some data for indicators are not available on government institutions’ websites. For this reason, missing information has been requested from the government institutions through formal correspondence and emails.
- Consultations with civil society: Some of the information was provided and validated by holding consultations with EFI member organisations and independent consultants from each of the Index countries.
- UN reports and relevant international studies.

## 6. The Index

### 6.1. Prevention and protection

Countries like Jordan and Lebanon that host refugees have developed mechanisms for responding to the needs of these populations. Much progress has been made in terms of developing policies, measures, action plans and strategies.

The report ‘Engendering the Syrian Crisis Response in Lebanon, Jordan and Iraq’ of 2020, published by EFI, refers to both challenges faced in the region regarding the refugee situation, as well as efforts that have been made in the area of policy making and programming in all 3 countries, in including a gender perspective and addressing gender-based violence. All 3 countries have adopted NAPs for the implementation of the UNSCR 1325.

Despite these efforts, challenges prevail in the region. A gender strategy that addresses both a needs-based and rights-based approach is yet to be achieved, and policies still fall short of adequately addressing the root causes of inequality between women and men, (EFI 2020).

Data for this Index also point to challenges in addressing the root causes of gender inequality and gender-based violence. The acknowledgement of the importance of integrating a gender sensitive perspective and approach at the policymaking level is not being adequately reflected at the level of implementation, on the ground. The particular needs of women refugees seem to be overlooked, as the policies and mechanisms that have been developed address the refugee population in general, and thus do not see the specific needs of women.

Public programs have been developed for the promotion of the awareness of women’s rights and women’s role in society. However, they fail in placing focus on the role of women in promoting peace and security. Further, the provision of support for the reintegration of women into society during conflicts and in post conflict situations and under occupation seems to be lacking.

More attention and focus needs to be paid to the needs of women refugees - in developing holistic and comprehensive measures and mechanisms for the prevention of the violence that women are vulnerable to, and for developing measures for providing the protection that women refugees need.

Some aspects that need special attention:

- Legally binding instruments and laws for the protection of women in times of emergency
- A separate comprehensive law on combating VAWG as well as the integration of women’s human right to security, into national security policies
- Support mechanisms for the reintegration of women into society in times of armed conflict, post conflict and occupation

**Indicator 1. Existence of protection measures guaranteeing respect for the human rights of women and girls in national security policies.**

National security is not only about ensuring protection against military attack from external forces, but also and equally so, about security in non-military contexts, such as ensuring protection from terrorism and from crimes, violence, and threats from *within* the State, including from individuals and/ or communities.

Protecting women’s rights, which is a duty of government in the first place, ought to be an integral part of the national security policy framework.

Laws and missions of the army and security apparatus, defence laws as well as emergency laws, have been examined under this indicator, in all the Index countries.

A general conclusion for all the countries, is that there are no protection measures guaranteeing respect specifically for the human rights of women and girls, in security policies, emergency ordinances, or in the laws and missions of the army and police.

**Table 2: Existence of protection measures guaranteeing respect for human rights of women and girls in national security policies**

<b>Country</b>	<b>Indicator status and achievements</b>
<b>Algeria</b>	Protection measures guaranteeing respect specifically for the human rights of women and girls are not included in the emergency provisions, according to articles 112 -114 of Algeria’s constitution, nor in the laws and missions of the army and security apparatus.
<b>Egypt</b>	Protection measures guaranteeing respect specifically for the human rights of women and girls are not included in the emergency law no.162 of 1958, and not in the laws and missions of the army and security apparatus.
<b>Jordan</b>	Protection measures guaranteeing respect specifically for the human rights of women and girls are not included in the defense law No.13 of 1992, nor in the laws and missions of the army, the National Centre for Security & Crisis Management, nor in the security apparatus.
<b>Lebanon</b>	Protection measures guaranteeing respect specifically for the human rights of women and girls are not included in the defense law No.102 of 1983, nor in the laws and missions of the army and security apparatus.
<b>Morocco</b>	Protection measures guaranteeing respect specifically for the human rights of women and girls are not included in the law No. 2.20.292 on Morocco’s state of emergency, nor in the laws and missions of the army and security apparatus.

<b>Palestine</b>	Protection measures guaranteeing respect specifically for the human rights of women and girls are not included in the emergency provisions, according to article 110 of the basic law, and not in the security apparatus mission.
<b>Tunisia</b>	Protection measures guaranteeing respect specifically for the human rights of women and girls are not included in the emergency law No.58 of 1985, nor in the laws and missions of the army and security apparatus.

### Indicator 2. VAWG is addressed under national security policies

VAWG is a gross violation of women's and girl's human rights. It is a constant and persistent threat to their everyday safety and security. It is a violation of their integrity and their basic human right to protection from violence and threats of violence.

Furthermore, VAWG is a huge societal problem with huge negative impacts and consequences for the whole of society. It is a threat to the internal peace of states, and for the safety of its citizens, and needs to be addressed as such in countries' national security policies.

Research and studies in the area of women, peace and security point to a significant link between the status of women and girls in a country and the peacefulness and state of security in that country. These studies point to a strong and significant relationship between the physical security of women and the relative peacefulness of states, linking the security of women and the security of states. In their paper 'The Heart of the Matter the Security of Women, The Security of States', (Valerie Hudson et. al 2009), the authors assert 'that any account of security that does not include consideration of violence against women as a key metric is an impoverished account of security'. VAWG must therefore be addressed nationally, at a high policy level, including in high level national security policies.

VAWG is not being addressed in security policies, in any of the Index countries.

*Table 3: VAWG and national security policies*

Country	Indicator status and achievements
<b>Algeria</b>	VAWG is not addressed in the emergency status provisions according to articles 112 -114 of Algeria's constitution of 2020, nor in the laws and missions of the army, or the security apparatus.



<b>Egypt</b>	VAWG is not addressed in the emergency law No.162 of 1958, nor in the laws and missions of the army or security apparatus.
<b>Jordan</b>	VAWG is not addressed in the defense law No.13 of 1992, and not in the laws and missions of the army, the National Centre for Security & Crisis Management, and not in the security apparatus.
<b>Lebanon</b>	VAWG is not addressed in the defence law No.102 of 1983, and not in the laws and missions of the army and security apparatus.
<b>Morocco</b>	VAWG is not addressed in the law No. 2.20.292 on Morocco's state of emergency, nor in the laws and missions of the army and security apparatus.
<b>Palestine</b>	VAWG is not addressed in the emergency status provisions according to article 110 of the basic law, nor in the security apparatus mission.
<b>Tunisia</b>	VAWG is not addressed in the emergency law No. 58 of 1985, nor in the laws and missions of the army and security apparatus.

**Indicator 3. A gender perspective is applied to policies and strategies pertaining to prevention and response to violent extremism.**

Violent extremism impacts negatively on the whole of society - men, women, young people, and children – in different ways. Which means that women and girls are differentially affected by this phenomenon. Thus, applying a gender perspective in developing policies and strategies for preventing and responding to violent extremism requires taking into account the particularities pertaining to the lives of both women, and men, and paying attention to women's and girls' different socio-economic realities and needs, and ensuring that their different needs and interests are being met with and served.

Several studies and research reports including UN reports, address violent extremism and its development.

Research in the area of women, peace and security shows that there is a significant link between the status of women and girls in a given society and the stability of that society, and its vulnerability to violent extremism, (Valerie Hudson et.al. 2009).

Further, UN studies and manuals point out that governance deficiencies and structural gender inequalities feed the root causes of violent extremism and exacerbate the state's vulnerability to it. These also show that women are often the first victims of violent extremist groups. And increasingly, women are themselves being recruited, forcibly or willingly, into these groups, (UN Women 2021).



Given this gendered context and the gendered approach used by violent extremist groups in their recruitment, the very promotion of gender equality and women’s empowerment should in itself be a strong counter-measure to the spread of radicalization.

Thus, in order to reverse the growing trend of violent extremism and prevent its spread, it is necessary to engage with the gendered dynamics of this phenomenon. It is critical that a gender analysis and perspective is applied in the process mandated to prevent and respond to violent extremism. Attention needs to be paid to the empowerment of women and girls in all policies and strategies pertaining to the prevention of and responses to violent extremism. PVE frameworks should be developed through a gender analysis and gender should be integrated as a key component in PVE policy making.

Applying a gender perspective to strategies and policies for the prevention of and combating violent extremism should also include assessing the impact of these strategies and policies on women and girls. And they should include women as an integral part in their design, implementation, monitoring, and evaluation.

None of the index countries have a gender perspective applied to their policies and strategies pertaining to prevention and response to violent extremism.

**Table 4: Gender perspective and preventing violent extremism**

Country	Indicator status and achievements
<b>Algeria</b>	A report, Algeria and Deradicalization: An Experience to Share, a study conducted in cooperation between the Algerian Ministry of Foreign Affairs, the Ministry of Maghreb Affairs and the African Union and the League of Arab States, 2015, presents Algeria’s experience and the measures initiated in the country in combating radicalizations. According to the report, monitoring and assessment mechanisms and processes mandated to prevent and respond to violent extremism do not have a gender perspective.
<b>Egypt</b>	There is the National Council to Confront Terrorism and Extremism established in 2017, as well as a Comprehensive Strategy for Combating Terrorism. The strategy does not include issues related to gender or women’s participation in its activities and objectives and thus it does not incorporate a gender perspective.
<b>Jordan</b>	There is the National Plan for Combating Extremism launched in 2014. However, a gender perspective is lacking in the strategy. In its three areas of focus (religion, democracy, and tolerance and acceptance of others), the strategy does not mention women as partners for implementation, nor does it include women specifically as a targeted group.

<b>Lebanon</b>	There is the National Strategy for Preventing Violent Extremism of 2018. The strategy involves the then Ministry of State for Women’s Affairs and includes a focal point on gender equality and women's empowerment. However, a gender perspective is not applied to the strategy and the ministry has since been canceled.
<b>Morocco</b>	There is the Judicial Strategy for Combating the Phenomenon of Foreign Terrorists and Fighters. The strategy has two pivots: - creating the legal and institutional framework for combating terrorism and, - enhancing the efficiency of the criminal justice system. However, a gender perspective is not applied to any of the pivots in the strategy.
<b>Palestine</b>	There are no strategies for combating terrorism.
<b>Tunisia</b>	There is the National Strategy for Combating Extremism and Terrorism that was adopted in 2016. However, the 4 pillars of the Strategy - prevention, protection, tracking, and response – do not have a gender perspective.

**Indicator 4. Existence of specific laws and/or procedures for enabling reintegration into the community for victims and survivors of VAWG during military conflict, post conflict and occupation**

Military conflicts and occupation exacerbate VAWG and expose women and girls to different forms of violence such as arbitrary killings, rape, sexual violence and forced and early marriage. The reintegration of women victims of VAWG into society is a huge challenge, particularly in times of conflicts and post conflict. This is the case also under conditions of occupation. Ensuring that safety and protection measures that make women victims of VAWG feel protected and secure in society are in place, is also very difficult during times of occupation. Specific laws and/or procedures are required in the reintegration process of women victims of VAWG, back into their communities. The UNSCR 1325 affirms the special needs of women and girls during repatriation and resettlement, as well as during their rehabilitation and reintegration into society. The Resolution also affirms that the special needs of women and girls shall be addressed in the post-conflict reconstruction of the country.

Several Index countries have in their strategies and policies on combating VAWG, adopted some measures to provide victims with rehabilitation and reintegration into society.

However, none of the Index countries have laws for providing victims of VAWG with reintegration into society during military conflict and post conflict or occupation.

**Table 5: Existence of specific laws and/or procedures for enabling reintegration into the community for victims and survivors of VAWG during military conflict and post conflict**

Country	Indicator status and achievements
<b>Algeria</b>	There are no specific laws/procedures for providing victims and survivors of VAWG with reintegration into society during military conflict and post conflict.
<b>Egypt</b>	There are no specific laws/procedures for providing victims and survivors of VAWG with reintegration into society during military conflict and post conflict. However, out of the 4 themes in The National Strategy for Combating Violence against Women (2015-2020), 2 of them are related to providing victims of VAWG with rehabilitation and reintegration into society.
<b>Jordan</b>	<p>There are no specific laws/procedures for providing victims and survivors of VAWG with reintegration into society during military conflict and post conflict. The JONAP (2018-2021) includes the provision of gender-responsive humanitarian services for refugees, but it does not address reintegration as part of these services.</p> <p>Also, one of the sector objectives of the Response Plan for the Syrian Crisis (2020-2022) includes improving social protection and providing poverty alleviation mechanisms for vulnerable refugees. There are integration services for refugees included in the plan, but not specifically for women victims of VAWG.</p>
<b>Lebanon</b>	There are no specific laws/procedures for providing victims and survivors of VAWG with reintegration into society during military conflict and post conflict. However, the fourth strategic priority of the NAP for the implementation of the UNSCR 1325, states "the Government of Lebanon shall respond to the needs of all women and girls in relief and recovery efforts resulting from natural disasters and conflicts".
<b>Morocco</b>	There are no specific laws/procedures for providing victims and survivors of VAWG with reintegration into society during military conflict and post conflict.
<b>Palestine</b>	There are no specific laws or procedures for providing victims and survivors of VAWG with reintegration into society during military conflict and post conflict. There is the Palestinian NAP on the implementation of the UNSCR 1325, but it does not include reintegration into society. However, one of the strategic objectives of the NAP includes developing protection mechanisms and services for women when encountering the violence of Israeli occupation.
<b>Tunisia</b>	<p>There are no specific laws for providing victims of VAWG with reintegration into society during military conflict and post conflict.</p> <p>Under the relief, peace building and peacekeeping pivot, the NAP for the implementation of the UNSCR 1325 includes providing services for women including women refugees for their integration.</p>

## 6.2. Participation in decision making

Women and girls should not only be seen as a group to be addressed, in the policies and plans of a country. They should have a role as active participants in decision making.

The participation of women at all levels of decision-making and policymaking is limited in all the Index countries. Despite the progress made, gender parity in parliamentary representation in all the Index countries is still far from being realized. In all the countries, the percentage of women's representation does not exceed one fourth of the parliaments. Governments lack the appropriate infrastructure for ensuring a more equal participation of women in decision-making. Public initiatives for the development and empowerment of women and their access to economic and political spheres are also lacking. There are no official figures on the percentages of women in the

military, security, and diplomatic missions. Even if some figures are to be found, they have not been updated.

Furthermore, no updated figures are available for the percentage of women in diplomatic staff. The figures represent the percentage of women staff in the Ministries of Foreign Affairs in general, or in some cases they present only the percentage of women ambassadors.

**Indicator 5. Existence of training and capacity-building activities that are designed to promote the participation of women, or the integration of gender perspectives in security sector institutions or activities.**

The UNSCR 1325 urges member States to increase their financial, technical, and logistical support for gender-sensitive training. Capacity building activities on gender perspectives in security institutions are important for enhancing the awareness of security personnel, and this will in turn improve conditions for the increased participation of women.

In all the countries - trainings and awareness raising activities are held, for the security forces, and the police. However, except in the case of Tunisia, these activities are not institutionalised, nor are they provided on a continuous and sustained basis.

The trainings are supported by international donors, such as UN Women in Jordan, and not through the state budget. Furthermore, information is scarce about how the trainings are delivered in terms of the number of targeted staff and the sufficiency of training materials.

In Algeria, the army has put in place a formal policy framework that includes capacity building training.

In Jordan, the Armed Forces implement these trainings in cooperation with UN Women.



In Lebanon, there are gender awareness activities undertaken by the General Security, the Internal Security Forces, and the Lebanese Armed Forces, and in cooperation with women's rights CSOs, with the aim of ensuring gender mainstreaming.

In Tunisia and Palestine, the security sectors carry out capacity-building programs for policewomen.

## **Algeria**

The Algerian People's National Army has in place a formal policy framework for equal opportunities for women and men, and efforts have been made for its application.

There are gender trainings for the security and defence forces.

## **Egypt**

The Egyptian National Police carries out trainings for their women staff in cooperation with the National Council for Women (NCW).

No information is available regarding the army sector.

## **Jordan**

The Jordanian Armed Forces in partnership with UN Women, launched The Gender Mainstreaming Strategy (2021-2024), in 2021. The strategy aims to increase women's representation in senior leadership roles, their retention in service, and their participation in peacekeeping operations, both locally and overseas.

Furthermore, the Jordanian Armed Forces and UN Women signed a Memorandum of Understanding for gender equality, women's empowerment, and the active participation of women in the security sector and peacekeeping operations. The memorandum provides for strengthening institutional development in relation to women's issues, peace, and security, achieving gender responsiveness in the security sector, and raising awareness about women's contribution to the armed forces. All security sector agencies including the Jordanian Armed Forces, the General Directorate of Civil Defence, the Public Security Directorate, and the General Directorate of the Gendarmerie receive support from UN Women, in gender mainstreaming.

In 2020, the Public Security Department together with UN Women Jordan, conducted a Training Needs Analysis (TNA) to identify gaps in the capabilities of the gender office staff to lead the implementation of the JONAP, and to undertake gender mainstreaming activities in the workplace.

## Lebanon

There are gender awareness activities undertaken by the Lebanese General Security, the Internal Security Forces, and the Lebanese Armed Forces, with the aim of making the operations of these agencies more effective, for ensuring gender mainstreaming, and the implementation of the UNSCR 1325. The Lebanese NAP for the implementation of the UNSCR 1325 includes under the first strategic priority, the organization of gender trainings for the security and defence forces, in cooperation with national CSOs.

## Morocco

There are no specific programs for enhancing the participation of women in the army. There are gender awareness raising activities carried out by the General Directorate for National Security with the aim of encouraging the participation of women in the police and in security institutions. Each year, on International Women's Day, the police organise a celebration for women working in the police apparatus during which they produce videos and pictures show-casing the achievements of women in the police and encourage women to participate in the sector.

## Palestine

There are gender trainings and trainings for implementing a gender perspective for the National Security Forces.

Also, the Palestinian Police, in cooperation with international NGOs carry out trainings for policewomen and have developed a training guide for the police department, on gender equality and women's rights.

## Tunisia

Since the issuance of the law on the elimination of violence against women of 2017, the security sector has been involved in capacity-building programs for special teams, including women who work in security.

**Indicator 6. Existence of governmental initiatives that encourage and support women's participation at all levels of decision making in peace processes: negotiations, mediation, and transitional justice.**

Women and girls should not only be seen as victims of conflict and instability. They should have a role as active participants in peace processes.

The UNSCR 1325 urges member States to ensure increased representation of women at all decision-making levels, and in all mechanisms for the prevention, management, and resolution of conflict.

In all Index countries, public initiatives that encourage and support women’s participation in peace processes are carried out within the frame of the implementation of the NAPs for the UNSCR 1325.

## **Algeria**

No available information.

## **Egypt**

The National Strategy for the Empowerment of Egyptian Women 2030 includes a pillar on “Political Empowerment and Leadership Promotion”, but it does not include activities for supporting women’s participation in peace processes.

There is no budget to the strategy.

## **Jordan**

There are public initiatives being implemented under the JONAP (2018-2021) with the objective of promoting women’s participation in peace processes. However, the plan relies on international donors for providing financial funding. The government contributes in-kind, not with direct financial funds.

The National Strategy for Women (2020-2025) does not include activities for supporting women’s participation in peace processes.

## **Lebanon**

There are public initiatives implemented under the NAP for the implementation of the UNSCR 1325, with the objective of promoting women’s active participation in conflict prevention, peace mediations and negotiations. However, the plan relies on international donors for financial funding, as the government does not contribute financially to it.

Also, under the fifth pivot on gender equality and women’s empowerment, the National Strategy for Preventing Violent Extremism 2018, includes providing trainings on conflict resolution for women in host communities. However, the Strategy has no budget to it.

## Morocco

There are public initiatives under the participation of women in the decision-making pivot of the Governmental Plan for Equality 2017-2021 (Ikram 2), with the objective of supporting women's participation in decision-making processes, including in peace processes.

However, there is no budget to the plan.

## Palestine

There were public initiatives implemented under the participation pivot of the Palestinian NAP for the implementation of the UNSCR 1325. These initiatives include conducting advocacy campaigns and capacity building activities on the participation of women in decision-making processes, and in negotiation delegations.

However, there is no budget to the NAP.

## Tunisia

There are public initiatives implemented under the Participation pivot of the Tunisian NAP for the implementation of the UNSCR 1325 with the objective of building the capacity of women in negotiation, leadership, conflict resolution and peace.

However, there is no budget to the NAP.

### Indicator 7. Percentage of women in the public security apparatus

The UfM Ministerial Declaration (Cairo, 2017) recommends that efforts are made to ensure that women are not merely sideline observers but participate actively and equally in decision making. The declaration also encourages the recruitment of women into security services.

There is no data available for many countries. However, where data does exist, the percentages of women in the security apparatus are low, ranging between 3% to 10% (the highest in Algeria).

*Table 6: Percentage of women in the public security apparatus*

Country	% of women in the public security apparatus
<b>Algeria</b>	The percentage of women was 10% of the National Security Apparatus in 2018, according to statements made by the Head of National Security Apparatus of Algeria.
<b>Egypt</b>	No information available.



<b>Jordan</b>	No information is available for the percentage of women in the Public Security Department (PSD). The percentage of women in Gendarmerie was 1.6% in 2019.
<b>Lebanon</b>	No information available.
<b>Morocco</b>	No information available.
<b>Palestine</b>	No information available.
<b>Tunisia</b>	Women's participation in the defense and security sectors was 4.3% in 2018.

### Indicator 8. Percentage of women in the army staff.

There is no information available on the percentage of women's participation in the army in most of the Index countries. If such information does exist, it is neither updated nor issued by governmental institutions.

*Table 7: Percentage of women in the army*

Country	% of women in the army
<b>Algeria</b>	The percentage of women in the army increased to 18% of all recruits in 2019, according to the official magazine of the People's National Army, El Djeich.
<b>Egypt</b>	No information available.
<b>Jordan</b>	The percentage of women in the army reached 1.5% of the total military force in 2019 (excluding the medical services), according to national reports of Jordan's Armed Forces.
<b>Lebanon</b>	The number of women in the army reached 4,000 members in 2019, representing 5% of the total force, according to the report issued by the Carnegie Middle East Centre, 2019.
<b>Morocco</b>	No information available.
<b>Palestine</b>	Not Applicable.
<b>Tunisia</b>	Women constitute 7% of the defense sector according to the report issued by the Carnegie Middle East Centre, 2019.

## Indicator 9. Percentage of women members of the diplomatic staff

Women’s participation in diplomacy has an influence on human security and peace and contributes to building and strengthening the global dialogue on peace. Women’s active participation in diplomacy, also contributes to generating alternatives to war and violence.

Article 8 of the CEDAW states that “State parties shall take all appropriate measures to ensure to women, on equal terms with men and without any discrimination, the opportunity to represent their Governments at the international level and to participate in the work of international organizations.” The percentages of women in the diplomatic sector vary in the different Index countries, with no standardized data that show the participation of women in all diplomatic institutions.

The Index adopts the definition of ‘diplomatic staff’ according to article 1 of the Vienna Convention on Diplomatic Relations (1961) which states that “members of diplomatic staff are the members of the staff of the mission having diplomatic rank”. The institutions that are relevant for examination under this indicator are: embassies, consulates, and other diplomatic posts in foreign countries.

There is no detailed information available on the percentage of women in diplomatic positions.

*Table 8: Percentage of women members of the diplomatic staff*

Country	% of women members of the diplomatic staff
<b>Algeria</b>	No information available.
<b>Egypt</b>	The percentage of women was 30% of the diplomatic staff in the Ministry of Foreign Affairs, in 2021.
<b>Jordan</b>	Women members of diplomatic staff was 20% in 2016 . The percentage of women ambassadors was 11.1 % in the same year according to the report from the Department of Public Statistics.
<b>Lebanon</b>	No available information.
<b>Morocco</b>	The percentage of women in decision-making positions was at 16%, including as officials of the Ministry of Foreign Affairs, ambassadors, diplomats, ministers, and parliamentarians in 2019.
<b>Palestine</b>	The percentage of women ambassadors is 11%, according to government statistics of 2019.
<b>Tunisia</b>	The percentage of women ambassadors and heads of diplomatic missions abroad was at around 10% in 2021.

### Indicator 10. Percentage of women in bodies/ agencies countering terrorism and violent extremism

It is crucial that women participate in countering terrorism and extremism. They can play a significant role in both preventing and combating terrorism.

There is no information available on the percentage of women in bodies/ agencies countering terrorism in any of the Index countries.

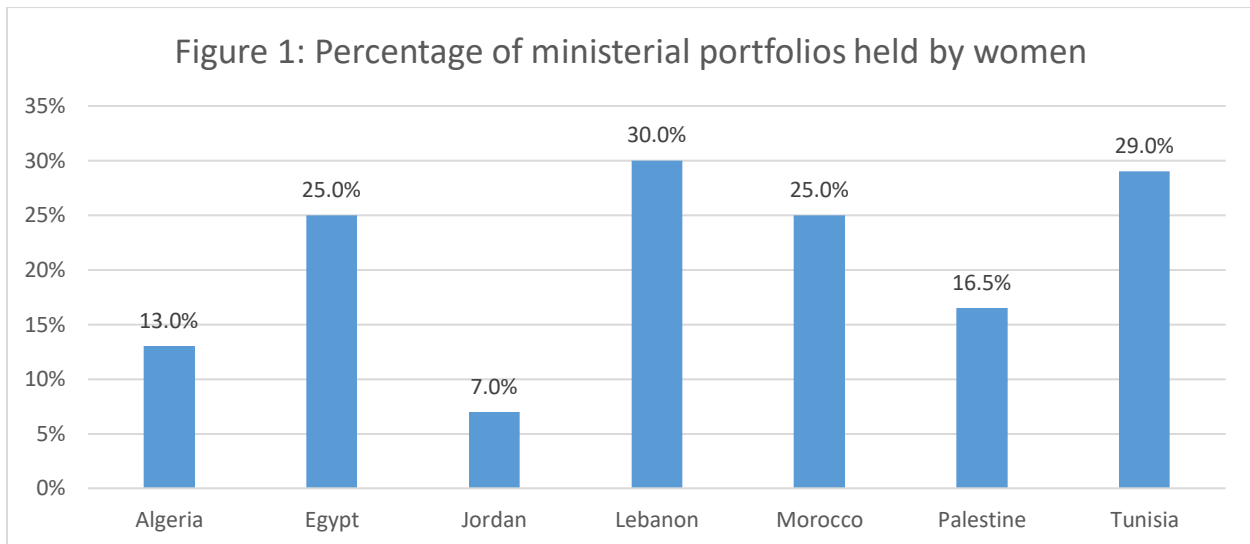
*Table 9: Percentage of women in bodies/ agencies countering terrorism and violent extremism*

Country	% of women in bodies/ agencies countering terrorism and violent extremism
<b>Algeria</b>	No available information.
<b>Egypt</b>	No available information.
<b>Jordan</b>	No available information.
<b>Lebanon</b>	No available information.
<b>Morocco</b>	No available information.
<b>Palestine</b>	No available information.
<b>Tunisia</b>	The number of women in the permanent writing of the committee includes 3 women out of 9 men. The National Anti-Terrorism Committee consists of 4 women and 18 men members.

**Indicator 11. Percentage of ministerial portfolios held by women**

It is of critical importance that women are a part of the governance structure and political processes of a country. Women’s right to participation in political and electoral processes are enshrined in the Universal Declaration of Human Rights (UDHR) adopted in 1948, the Convention on the Political Rights of Women (CPRW 1953), and other covenants that state that the enjoyment of such rights shall be without distinction of any kind, including on sex or gender.

There is no parity in any of the Index countries in terms of the percentage of women who hold ministerial portfolios as clarified in the diagram below.



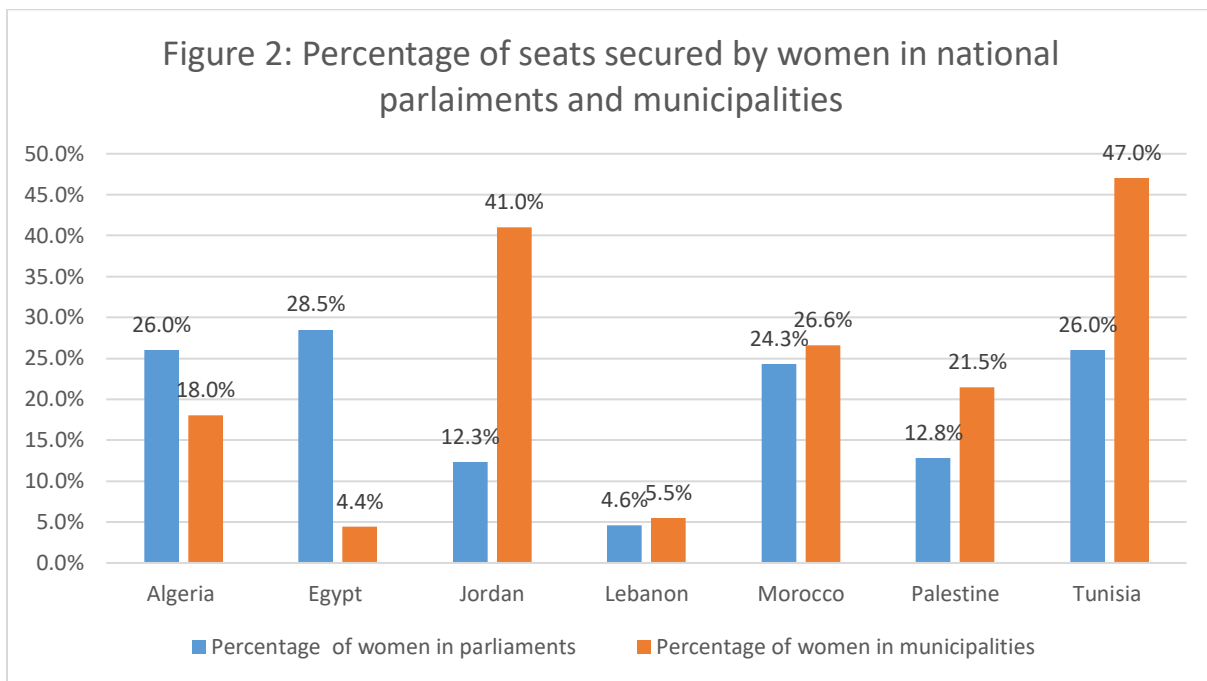
**Indicator 12. Percentage of seats secured by women in national parliaments and municipalities**

The CEDAW places a positive obligation on State parties to take all appropriate measures to ensure women’s participation in elections on the same basis as men. Article 7 stipulates that State parties shall ensure to women, on equal terms with men, the right to vote in all elections and public referenda and to be eligible for election to all publicly elected bodies.

The 4<sup>th</sup> UfM Ministerial Declaration recommended reviewing, and where necessary, reforming electoral systems, including through voluntary or compulsory quotas, to guarantee and strengthen both qualitatively and quantitatively, the active participation of women.

Despite the progress that has been made, gender parity in the parliamentary representation of women in all Index countries is still far from being realized. With the exception of Tunisia, where the percentage of women’s participation in national parliament is 26%, women’s representation in all the other countries does not exceed one fourth of parliamentarians as shown in the diagram below.

The representation of women in the municipalities is better in most of the countries, the highest being in Tunisia with 47%, and Jordan with 41%, as shown in the diagram below.



### 6.3. Relief and recovery

There are no gender sensitive reparation programs in any of the Index countries. None of the countries incorporate a comprehensive gender analysis nor gender responsive budgets in their strategic planning frameworks for women refugees. The planning frameworks deal with the relief and recovery concerns of women refugees within their general plans that target refugees in general, and not women specifically. These include: the Algeria Interim Country Strategic Plan (2019-2022) for Hosted Sahrawi Refugees, Egypt’s Country Strategic Plan (2018 – 2023), the Jordanian National Action Plan for UNSCR 1325 (JONAP), Jordanian Response Plan for the Syrian Crises (2020-2022) the National Action Plan (NAP) for UNSCR 1325 of Lebanon and the Lebanon Crisis

Response Plan (LCRP) (2017-2020), and the Tunisian NAP for the implementation of UNSCR 1325 (2018-2022).

**Indicator 13. Extent to which strategic planning frameworks for women refugees in conflict-affected countries or refugee- hosting countries incorporate gender -analyses, targets, indicators, and budgets.**

In some of the Index countries, the response to women refugees is integrated within the general national plans for refugees or the NAPs for the implementation of the UNSCR1325. These include for example, the JONAP for the implementation of the UNSCR 1325, the Jordan Response plan for the Syrian Crises (2020-2022), the Lebanon Crisis Response Plan (LCRP), and the Tunisian NAP for the implementation of UNSCR 1325.

The incorporation of a gender analysis in the strategy frameworks for refugees is intended to enhance the response of the strategy to the needs of women refugees in terms of their access to resources, activities and services provided in the frameworks. A gender analysis will also focus on the constraints and challenges that women face within the economic, social, and legal structures.

All planning frameworks directed towards refugees should include gender analyses in order to be better responsive to women, and to meet their demands and specific needs. One of the recommendations in the report, “Engendering the Crisis Response in Lebanon, Jordan and Iraq” (EFI, 2020), is that women’s participation in the design and implementation of crisis and humanitarian responses, in the development of national strategies and actions plans, as well as in the drafting of laws and policies, shall be ensured.

## Algeria

There is the Algeria Interim Country Strategic Plan (2019-2022) for hosted Sahrawi refugees. Some of the activities in the plan do focus on equity in services such as activity 3: provide Sahrawi refugees in Tindouf with complementary livelihood opportunities that benefit women and men equitably.

However, the plan does not have a gender sensitive monitoring and evaluation framework, and it does not incorporate gender analyses, targets, indicators, or budgets.

## Egypt

There is the “Egypt Country Strategic Plan” (2018 - 2023). The plan focuses on strengthening the national capacity to tackle the underlying causes of vulnerability to food insecurity and

malnutrition while responding to humanitarian needs, including those of refugees and migrants in the country. Although some activities of the plan focus on women specifically, the monitoring and evaluation plan does not incorporate gender analyses, targets, indicators, or budgets.

## **Jordan**

The JONAP for the implementation of the UNSCR 1325 includes a pivot on response to the Syrian refugee crisis. Goal 3 of the JONAP is to ensure the availability of gender-sensitive humanitarian services (psychological, social, legal, and medical), that are safely accessible by Jordanians and refugees, including those women and girls most vulnerable to violence and in need of protection, in host communities and refugee camps in Jordan. This goal has indicators with defined targets as well as a budget. However, it lacks state funding.

Also, there are the Jordanian Response Plan for the Syrian Crisis (2020-2022), and the Comprehensive National Human Rights Plan (2016-2025) that incorporate issues related to nationality, residency, asylum, and freedom of movement. However, both the plans do not incorporate gender analyses, targets, indicators, or budgets. And both plans are directed towards the public in general without specific provisions for women and girls. The Jordanian Response Plan for the Syrian crisis focuses on GBV risks and provides guidelines on gender considerations for WASH interventions, health, and economic participation. It mostly addresses barriers to women's presence and role, such as access to day care facilities and transportation, while overlooking the link with other social and legal barriers that hamper women's participation in general.

## **Lebanon**

The fourth strategic priority of the NAP for the implementation of the UNSCR 1325 states, "the Government of Lebanon shall respond to the needs of all women and girls in relief and recovery efforts resulting from natural disasters and conflicts". This goal incorporates a gender -analysis, and has targets, indicators, and budgets.

Also, there was the Lebanon Crisis Response Plan (LCRP) 2017-2020. The priorities in this plan include women's rights and the socio-economic rights of refugees. The LCRP for refugees has a clear gender analysis and has targets and indicators for ensuring gender equality.

However, the plan does not have a budget.

## **Morocco**

Services for women refugees are not addressed in the Governmental Plan for Equality 2017-2021 (Ikram 2). The Governmental plan has a Monitoring and Evaluation plan with clear targets and indicators.

But there is no budget to the plan.

## **Palestine**

Services for women in refugee camps are not addressed in the NAP for the implementation of UNSCR 1325. However, the NAP does include the provision of trainings on international law and women's rights, for displaced and refugee women inside the West Bank and Gaza and abroad. The plan includes a Monitoring and Evaluation plan with clear indicators and targets. However, NAP has no budget.

## **Tunisia**

The NAP for the implementation of UNSCR 1325, under the relief and peacebuilding and peacekeeping pivot, includes measures to provide services for women victims of VAWG, including refugees. The plan includes a monitoring and evaluation plan with clear indicators and targets. However, the plan has no budget, but there are proposed budget in the executive action plan.

### **Indicator 14. Reparation programs are gender sensitive.**

Armed and military conflicts and occupation impose additional forms of repression on women and girls. Family planning services are unavailable and women's care duties increase and become even more burdensome.

Reparation programs should therefore take into account women's needs and consider the gender dimension in providing compensations, ensured access to rehabilitative services, as well as to financial support programs. The UNSCR 1325 calls for attention to be paid to the special needs of women and girls during repatriation. It also calls for the resettlement, rehabilitation, and reintegration of women in this process.

A report from the Secretary-General of the UN, on the gender perspective in transitional justice processes, July 2020, recommends that reparation programs ensure the incorporation of a gender perspective by identifying measures that have a differential impact between the sexes.

It also recommends that reparation measures ensure that gender and its intersectionality are taken into consideration. And further, that the measures pay attention to the complexity of the damage suffered and its consequences on the daily lives of women.

Only Tunisia and Morocco have taken the needs of women into account in their reparation procedures. The other countries do not include gender sensitive reparation programs.

## **Algeria**

The Charter for Peace and National Reconciliation of 2006 does not include gender sensitive reparation programs.



## **Egypt**

There is the Ministry of Transitional Justice in Egypt, but it does not have a gender sensitive reparation program.

## **Jordan**

There are no gender sensitive reparation programs.

## **Lebanon**

There are no gender sensitive reparation programs.

## **Morocco**

The Equity and Reconciliation Commission, established in 2004, adopted a gender sensitive approach in its work. The Commission maintained that the harms afflicted on women had a greater negative impact on their lives than on that of men. The acknowledgement of this was reflected in the Commission's estimation of financial compensation and all other entitlements for women victims.

## **Palestine**

There are no gender sensitive reparation programs.

## **Tunisia**

The Tunisian law 53 of 2013 on transitional justice focuses on the rights of women in investigating human rights violations and in providing reparation programs. The law defines reparation as a system based on material and moral compensation, rehabilitation, apology, rights recovery, and integration. It can be individual or collective and takes into account the situation of patients, vulnerable groups, the elderly, women, children, and the disabled.

Also, under the relief, peacebuilding and peace-keeping pivot, the NAP for the implementation of the UNSCR 1325 includes providing reparation for women and girls.

## **6.4. Legislation and strategies**

In terms of legislation, the legislative response with regard to a WPSA in the South Mediterranean is scattered. In some instances, laws address specific issues, such as sexual violence, support for victims, or the role of women in combatting violent extremism.

Jordan, Palestine, Lebanon, and Tunisia have ongoing NAPs for the implementation of the UNSCR 1325 (2018-2021)). However, the capacity of the institutions responsible for the implementation of the NAPs is limited. They lack adequate human and financial resources.

None of the NAPs, except the Lebanese NAP, address discriminatory legislations against women, that hinder the implementation of UNSCR 1325.

The Lebanese NAP for the implementation of the UNSCR 1325 has a strategic priority on ensuring the amendment, adoption, and implementation of laws and policies that prevent discrimination against girls and women.

**Indicator 15. Existence of a national action plan on UNSCR 1325 with adequate resources and budget allocation.**

The UfM Ministerial declaration recommends a strengthening of the role of women in peace and security efforts and calls for the adoption of NAPs for the implementation of the UNSCR 1325 and the subsequent resolutions within the WPSA.

Jordan, Lebanon, Palestine, and Tunisia have developed NAPs for the implementation of the UNSCR 1325.

The allocation and accessibility of adequate resources and funding for the implementation of the NAPs is however a huge challenge. A lack of reliable funding poses a real obstacle to the successful implementation of the WPSA in the region. NAPs should, already at the start of the development phase, establish accurate cost estimates and identify and allocate sufficient funding for their implementation. If this is not done already at the initial stage, there is a very real risk that the NAP will face trouble during implementation.

The NAPs in Tunisia and Palestine do not include budgets.

Jordan and Lebanon have included budgets in the NAPs. However, in both countries the budgets are not funded by the governments.

### **Algeria**

There is no NAP for the implementation of the UNSCR 1325.

### **Egypt**

There is no NAP for the implementation of the UNSCR 1325.

However, in May 2019, the government made the decision to develop the country's first NAP for the implementation of the UNSCR 1325. The Cairo Centre was assigned the responsibility of leading this effort, in coordination with the Egyptian Ministry of Foreign Affairs, the NCW and other national entities.

## **Jordan**

There is the JONAP for the implementation of the UNSCR 1325 (2018-2021). The NAP was extended one year for 2022. The budget determined for its implementation is \$7,820,000, with a certain portion specified for each goal. A Secretariat was established within the structure of the Jordanian National Commission for Women (JNCW) to mobilize resources and oversee the monitoring and evaluation of the JONAP.

The government does not provide direct financial support to the JONAP. The NAP relies on international donors for financial support.

## **Lebanon**

There is the NAP on the UNSCR 1325 (2019-2022). According to the NAP, the subtotal cost for its implementation is USD 13,699,640. The NAP also has a budget for the baseline study, yearly monitoring, and final evaluation, bringing its total cost to USD 15,069,616.

The NAP states that the government of Lebanon has committed to contribute USD 1.2 million of the overall total budget throughout its life cycle.

The budgeting and costing of the NAP are considered to be adequate as they were calculated based on the results of a costing workshop carried out by the National Commission for Lebanese Women (NCLW), in cooperation with UN agencies.

However, funds for this budget are lacking as the government does not provide financial support. The NAP relies on international donors for financial support.

## **Morocco**

There is no NAP for the implementation of the UNSCR 1325.

## **Palestine**

There is the NAP for the implementation of the UNSCR 1325 (2017-2019).

The NAP encourages the allocation of resources, monitoring of budgets and mobilization of local, regional, and international support. However, a budget and budget lines for implementation are not included in it.

## **Tunisia**

There is the NAP for the implementation of the UNSCR 1325 (2018-2022).

The NAP does not include a budget.

**Indicator 16. The action plan /strategy on UNSCR 1325 includes monitoring and evaluation mechanisms.**

Monitoring and evaluation mechanisms are key elements of all action plans. The NAPs for the UNSCR 1325, like any other action plan or strategy, require monitoring and evaluation mechanisms in order to ensure implementation and bring about real change. Also, the UfM Ministerial declaration recommends establishing monitoring provisions to evaluate the implementation of national action plans for the WPSA.

All Index countries that have action plans on 1325 have included monitoring and evaluation plans with identified performance indicators and values.

### **Algeria**

There is no NAP/ strategy for the implementation of the UNSCR 1325.

### **Egypt**

There is no NAP/ strategy for the implementation of the UNSCR 1325.

### **Jordan**

The JONAP addresses monitoring and evaluation and includes a logical framework. The JONAP includes indicators identified to measure the achievement of the strategic goals, outcomes, and outputs within their logical framework. Furthermore, the JONAP identifies the entities responsible for implementation, for the collection of relevant data for the performance indicators, and it determines as well, the frequency for data collection. According to the JONAP, the implementing parties will cooperate in monitoring and evaluating the progress of the activities and initiatives they have been assigned, based on performance indicators, baselines, and target values.

### **Lebanon**

The NAP for the implementation of the UNSCR 1325 has a monitoring and evaluation framework which includes specific indicators to measure progress achieved at the level of priorities as well as actions implemented over a period of four years. The plan indicates that the implementation of a matrix, on which multiple ministries and governmental committees and commissions are tasked with implementing different objectives, will serve as a monitoring and reporting framework. The plan also includes conducting a national baseline study to determine baseline data that would assist in monitoring and reporting during the four years of the NAP. Also, a final evaluation will be carried out during the fourth year of implementation.

## Morocco

There is no NAP/ Strategy for the implementation of the UNSCR 1325.

## Palestine

The NAP for the implementation of the UNSCR 1325 provides a monitoring and evaluation matrix. But there are no baseline and target values identified for the indicators in the NAP.

The NAP states that the Ministry of Women's Affairs and the High National Commission for the Implementation of the UNSCR 1325 are responsible for the monitoring and evaluation process, as well as for data collection. The NAP is unique in that it deals with the Israeli occupation and its impact on the situation of women in Palestine. More specifically, the NAP focuses on Israeli violence against Palestinian women and the Israeli measures and violations that impede the implementation of the NAP.

The NAP includes policies and indicators within its monitoring and evaluation framework to address the impact of occupation.

## Tunisia

The NAP for the implementation of the 1325 includes a monitoring framework with clear outputs, activities, and indicators that have been developed for all the pivots and objectives of the NAP. The monitoring framework identifies the responsible parties for implementation, as well as the partners from CSOs, international NGOs and donors.

### **Indicator 17: The national action plans on UNSCR1325 address legislation that hinder the implementation of the UNSCR 1325**

Legislation and laws are binding to governments and as such are extremely important tools for establishing a robust human rights framework, and the promotion of gender equality and the human rights of women. They provide the framework for recognising women's rights and are an important normative tool in achieving gender equality. They are thus key to the establishment of a robust WPSA in the region. Seen in this light, laws and legislation that discriminate against women are a very real hindrance to the implementation of the UN SCR 1325.

NAPs on the UNSCR 1325 cannot be effective tools in the implementation of the Resolution, as long as these discriminatory laws and legislations persist. It is therefore crucial that national action plans refer to and address any existing discriminatory laws and legislations against women.



Lebanon's NAP on the implementation of the 1325 addresses laws and legislation that are discriminatory against women and hinder the implementation of the UNSCR 1325. It addresses discriminatory articles in the legislation on the protection of women and family members against family violence, and the penal code.

The NAP in Tunisia includes measures for addressing discriminatory laws against women and refers to addressing discriminatory legislation.

The NAPs in Jordan and Palestine do not address discriminatory legislation.

### **Algeria**

There is no NAP for the implementation of the UNSCR 1325.

### **Egypt**

There is no NAP for the implementation of the UNSCR 1325.

### **Jordan**

The JONAP does not address discriminatory laws and legislation against women that hinder the implementation of the UNSCR 1325.

### **Lebanon**

The NAP does address discriminatory laws and legislation against women that hinder the implementation of the UNSCR 1325. There are references in the NAP to amendments to some laws. Under the section on the status of women's rights in Lebanon, the NAP refers to law no. 293 on the protection of women and family members against family violence, and the amendments to articles 487-489 of the penal code on sex outside marriage, and article 562 which abolished mitigated sentences for "honour crimes".

Also, under the third strategic goal of the NAP which is on the prevention of gender-based violence and the protection of women and girls from this violence, the NAP states that the government shall adopt and implement laws for the protection of all women and children and ensure their access to services.

### **Morocco**

There is no NAP for the implementation of the UNSCR 1325

## Palestine

The NAP does not address discriminatory laws and legislation against women that hinder the implementation of the UNSCR 1325.

The NAP does however address the occupation and the legal barriers to the implementation of the UNSCR 1325 in this regard.

## Tunisia

Under its participation pivot, the NAP for the implementation of the UNSCR 1325 (2018-2022) includes measures that aim to enact laws to ensure equality between men and women in elected commissions as well as in employment, at the local and national levels. In this manner the NAP does call for legislation promoting gender equality and the empowerment of women.

### **Indicator 18: The national action plans on UNSCR 1325 refer to legislation for addressing VAWG**

Laws and legislation provide the framework for recognizing women's and girls' rights, including their right to freedom from all forms of gender-based violence and threats of violence. They are important tools as they are binding to governments.

Further, acknowledging that the security of women is closely linked to the security of states, and that there is a significant relationship between the physical security of women and the relative peacefulness of states, it is critically important that NAPs for the implementation of the UNSCR 1325 refer to legislation for addressing VAWG. They need to refer to laws and legislation that address VAWG, such as laws related to combating sexual harassment, sexual violence and rape and domestic violence among others.

It is also important to consider that legislation addressing VAWG has a holistic and comprehensive approach, addressing the various aspects – prevention, protection, and prosecution - of all forms of VAWG. Such a comprehensive law would allow for a concerted effort in addressing the root causes of the violence and in combating all forms of VAWG.

The NAPs in Jordan, Palestine and Tunisia do not refer to legislation for addressing VAWG.

The NAP in Lebanon refers to several legal provisions for addressing VAWG. It refers to legislation addressing VAWG like domestic violence as well as a comprehensive law on VAWG.

## **Algeria**

There is no NAP for the implementation of the UNSCR 1325.

## **Egypt**

There is no NAP for the implementation of the UNSCR 1325.

## **Jordan**

There is the JONAP for the Implementation of the UNSCR 1325 (2018-2021). However, it does not refer to legislation addressing VAWG.

## **Lebanon**

There is the NAP for the implementation of the UNSCR 1325 (2019-2022).

The NAP refers to several laws and legal provisions for addressing VAWG. It refers to legislation addressing VAWG like the adoption of a law on sexual harassment in the workplace and in the public sphere, and amending the law on domestic violence to strengthen protections against domestic violence.

Under the third strategic goal which is on the prevention of gender-based violence and the protection of women and girls from this violence, the plan states "the government of Lebanon shall adopt and implement laws to protect all women and children and ensure access to multi-sectoral services including access to shelter, redress, and health services".

## **Morocco**

There is no NAP for the implementation of the UNSCR 1325.

## **Palestine**

There is the NAP for the implementation of the UNSCR 1325 (2017-2019). However, it does not refer to legislation addressing VAWG.

## **Tunisia**

There is the NAP for the implementation of the UNSCR 1325 (2018-2022). However, it does not refer to legislation addressing VAWG.

Even though Tunisia has a specific and comprehensive law addressing and combating VAWG, this law is not referred to in the NAP. This suggests that the NAP does not link addressing and combating VAWG to the implementation of the UNSCR 1325, and thus does not see addressing



and combating VAWG as integral to the implementation of the NAP and the establishment of the WPSA.

### **Indicator 19. Existence of gender sensitive policies addressing refugees.**

Refugee and migrant women and girls face specific challenges and protection risks, including family separation, psychosocial stress and trauma, health complications particularly for pregnant women, physical harm, and risks of exploitation. Women also often serve as the main caretakers for children and elderly family members, making their need for protection and support even greater.

Policies addressing refugees need to be gender sensitive, taking into account the gender dimension and provide services and protection to women according to their specific needs.

The plans that address refugees in the Index countries are not gender sensitive in their entirety. However, they do address the gender dimension and women's needs in some of their sectors and activities.

A good gender approach that has been adopted can be seen in Jordan's Response Plan for the Syrian Crisis (2020-2022), particularly in the Water, Sanitation, and Hygiene (WASH) sector.

#### **Algeria**

There is the Algeria Interim Country Strategic Plan (2019-2022) for hosted Sahrawi refugees. The plan is not gender sensitive, although some activities focus on equity in services, such as activity 3 of the plan. This activity provides Sahrawi refugees in Tindouf with complementary livelihood opportunities that benefit women and men equitably.

#### **Egypt**

There is the Egypt Country Strategic Plan (2018 - 2023). The plan focuses on strengthening the national capacity for tackling the underlying causes of vulnerability to food insecurity and malnutrition, while responding to humanitarian needs, including those of refugees and migrants in Egypt. Although some activities of the plan target women, not all are gender sensitive.

Also, there is the Egypt Regional Refugee & Resilience Plan 2016-2017. The plan, however, is directed towards refugees in general without specific provisions for women and girls.

#### **Jordan**

Goal 3 of the JONAP for the implementation of the UNSCR 1325 is to ensure the availability of gender sensitive humanitarian services (including psychological, social, legal, and medical

services) that are safely accessible by Jordanians and refugees, including those women and girls most vulnerable to violence and in need of protection, in host communities and refugee camps in Jordan.

There is also the Response Plan for the Syrian Crisis (2020-2022). The plan has a gender sensitive approach for the WASH sectors (e.g., assuring safe access to hygienic sanitation facilities for women), with an emphasis on the particular health needs of women and girls. However, the plan does not have clear guidelines on how the services in the other sectors can be delivered in a gender sensitive manner.

### **Lebanon**

The NAP for the implementation of the UNSCR 1325 is gender sensitive in addressing refugees. In its fourth strategic priority the NAP states that the government of Lebanon shall respond to the needs of all women and girls in the country's relief and recovery efforts for those fleeing natural disasters and conflicts.

There is also the Lebanon Crisis Response Plan (LCRP) (2017-2020). The priorities of the plan include women's rights, children's rights, the rights of people with disabilities, and the socio-economic rights of refugees.

### **Morocco**

There is no specific plan for refugees in Morocco. There is the Governmental Plan for Equality 2017-2021 (Ikram 2), but issues regarding women refugees are not addressed in the plan.

### **Palestine**

There is no specific plan for refugees in Palestine. There is the NAP for the implementation of the UNSCR 1325. But issues regarding women refugees or displaced women are not addressed here, except for the provision of some trainings for displaced and refugee women.

### **Tunisia**

There is no specific plan for refugees in Tunisia.

However, under the relief and peacebuilding and peacekeeping pivot, the NAP for the implementation of UNSCR 1325 includes measures on providing services for women victims of VAWG including women refugees.

## 6.5. The role of CSOs

The participation of CSOs is important in the design and implementation of the NAPs for the UNSCR 1325, as well as in the design and implementation of all the other strategies and policies that form a part of the WPSA. It is important to recognise, encourage and support the work of relevant CSOs and establish effective cooperation with them.

CSOs, especially women’s rights CSOs are often those who work on the ground advocating for the rights of women and providing them with the protection and services that they are in need of. It is the CSOs who have the first-hand knowledge and expertise of women’s and girls’ realities and needs. It is therefore very important in establishing the WPSA, to tap into their expertise and involve them as partners.

The UN SCR 1325 calls for the inclusion of and the active participation of CSOs in its implementation.

**Indicator 20. Existence of coordination between international, regional, and national stakeholders, including national governments, legislative bodies, and women’s human rights entities, in the design and implementation of the WPSA**

The implementation of a WPSA has many dimensions and areas to deal with that require good coordination between all concerned State and non-State actors.

The active participation of CSOs is important in the design and implementation of the NAPs for UNSCR 1325 and for establishing a strong WPSA.

This is fully possible in most of the Index countries where there are a range of women’s CSOs working directly on issues related to the WPSA, like prevention of, and combating VAWG, and working to increase the political and economic participation of marginalized and refugee women. These CSOs are aware of the different dimensions of the WPSA, and their presence and participation in the process of the design and implementation of the NAPs ought to be ensured.

Jordan, Lebanon, Palestine, and Tunisia have NAPs for the implementation of the UNSCR 1325 that include coordination between different stakeholders. The processes in the development of the NAPs in the 4 countries were achieved with meaningful cooperation and a high degree of involvement of the CSOs.

In terms of implementation, in Jordan the JONAP mentions the CSOs as actors for the implementation of many actions.

The NAPs in Lebanon and Tunisia mention the involvement of CSOs, but do not involve CSOs directly in the implementation.

## **Algeria**

There is no NAP for the implementation of the UNSCR 1325.

## **Egypt**

There is no NAP for the implementation of the UNSCR 1325.

## **Jordan**

For drafting the NAP, the JNCW formed a National Coalition.

The NAP mentions that the duties and responsibilities of the Coalition for drafting the NAP, were based on a comprehensive national participatory approach, that included a wide consultative process to promote cooperation between diverse stakeholders. These included: governmental institutions, military sectors, civil society organizations (especially women's organizations), youth, media, international organizations operating in Jordan, activists, legal professionals, as well as a large number of experts.

Regarding implementation, different actors were engaged in the coordination of the implementation of the JONAP. Coalition members of the JONAP established partnerships and cooperation mechanisms with civil society as well as government entities. Objective 2 on “meaningful participation of women in preventing radicalization and violent extremism and in national and regional peace building,” has CSOs along with international non-governmental organizations listed as potential actors to be involved in the implementation.

## **Lebanon**

The NAP states that the NCLW spearheaded the development of the NAP through a participatory approach with other governmental institutions and civil society organizations, and the process was supported by UN agencies.

A Steering Committee for the development of the NAP was established in October 2017. The Steering Committee consisted of government ministries and CSOs involved in this field. In addition, six United Nations agencies served as a technical advisory board to the Committee:

ESCWA, OHCHR, UNDP, UNFPA, and UNIFIL, with UN Women serving as the General Secretariat.

In terms of implementation, the NCLW is tasked with coordinating the implementation of the NAP and in carrying out regular reporting in collaboration with national institutions and CSOs.

## Morocco

There is no NAP for the implementation of UNSCR 1325.

## Palestine

The NAP states that, in drafting the NAP, the government involved representatives of civil society, especially CSOs working in the area of women's issues. This was achieved through the inclusion of women's CSOs in the Higher National Committee for the Implementation of the UNSCR 1325.

In terms of implementation, the NAP does not mention the involvement of CSOs.

However, there is a national committee for the implementation of the UNSCR1325 headed by the Ministry of Women's Affairs and involving and including relevant Palestinian ministries as well as civil society institutions.

## Tunisia

The NAP mentions that it adopted a consultative process for drafting the NAP through forming technical committees consisting of representatives from different ministries, as well as several CSOs.

Regarding its implementation, the NAP involves national CSOs, international NGOs, ministries, legislative bodies and human rights entities as stakeholders and partners.

### **Indicator 21. Women's organizations participate in developing strategies to counter terrorism and violent extremism**

In countering terrorism and extremism, recognising the particular risks faced by women and girls, and the important role they can play in mediation, the UfM Ministerial declaration recommends the inclusion of women as partners.

The declaration also recommends the inclusion of women and girls in the work against terrorism and extremism by acknowledging the role they can play in both the prevention of violence and in combating it.

In several Index countries, women CSOs were included in developing strategies to counter terrorism as well as in developing the NAPs for the implementation of the UNSCR 1325.

## **Algeria**

There is a Platform on Gender and Countering and Preventing Violent Extremism in North Africa. This Platform, which consists of members from Algeria, Egypt, Libya, Morocco, and Tunisia is co-chaired by UN Women and the Counter-Terrorism Committee Executive Directorate (CTED), in collaboration with the Overseas Development Institute (ODI). Participants (members) include senior government and civil society experts as well as academics from the five North African countries. The Platform enables experts and CSOs from the region to discuss the gender dimensions of PVE, exchange related knowledge and research, share good practices with gender sensitive approaches to countering violent extremism in North Africa, and discuss how national policies in the region can benefit from, and be more effective through a gendered approach.

## **Egypt**

As mentioned above, Egypt is a member of the Platform on Gender and Countering and Preventing Violent Extremism in North Africa. The platform engages experts and CSOs from Egypt.

## **Jordan**

The JONAP includes countering threats of violent extremism. It also recognizes women's important role in preventing and addressing the increased threat of violent extremism. Women CSOs were included in developing the JONAP.

CSOs were included in the design of the JONAP and in its implementation.

CSOs and international NGOs are included as potential actors for the implementation of objective 2 on “meaningful participation of women in preventing radicalization and violent extremism and in national and regional peace building.”

## **Lebanon**

There is the National Strategy for Preventing Violent Extremism 2018, but the strategy does not mention the inclusion of women's organisations in its development.

The NAP on UNSCR 1325 includes, under the second strategic priority (prevention and protection), promoting women's roles in preventing violent extremism and in the implementation of early warning response mechanisms. A Steering Committee for the development of the NAP was established. The Steering Committee was made up of ministries as well as CSOs involved in this field.

There is also the National Strategy for Women in Lebanon (2011–2021) which includes addressing combating violent extremism. A participatory process engaging women’s CSOs, professional associations, and relevant ministries was adopted by the NCLW.

### **Morocco**

Morocco is a member of the Platform on Gender and Countering and Preventing Violent Extremism in North Africa. The platform engages experts and CSOs from Morocco.

### **Palestine**

The development of Palestine’s NAP adopted a participatory approach and included input from CSOs through their participation in the Higher National Committee for the Implementation of the UNSCR 1325. CSOs were also involved in determining the financial costs.

### **Tunisia**

Several CSOs were included in developing the NAP for the UNSCR 1325, in cooperation with the Ministry of Women, Family, Childhood and the Elderly.

Also, Tunisia is a member of the Platform on Gender and Countering and Preventing Violent Extremism in North Africa. CSOs from Tunisia were included in this work with the Platform.

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