

# WOMEN, PEACE AND SECURITY

NAP 1325-IV (2021-2025)



Fourth Dutch National Action  
Plan on the implementation of  
United Nations Security Council  
Resolution 1325 and successive  
related resolutions

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NAP  
PARTNERSHIP**

## TABLE OF CONTENTS

|  |           |
|--|-----------|
| Foreword   | 4         |
| Summary  | 6         |
| 1. Embedding in international and national institutions  | 8         |
| 2. The Netherlands' WPS ambitions  | 10        |
| 3. NAP 1325-IV: vision and outcomes  | 14        |
| <b>NAP 1325-IV Women, Peace and Security</b>   | <b>17</b> |
| 3.1. Participation   | 18        |
| 3.2. Prevention  | 23        |
| 3.3. Protection  | 26        |
| 3.4. Relief, reconstruction and recovery   | 30        |
| 3.5. WPS mainstreaming   | 34        |
| 4. Governance and broad strategic partnerships   | 38        |
| 5. Monitoring, evaluation, accountability and learning framework                                 | 40        |
| <b>Annex I: Framework of Strategic Outcomes,<br/>Sub-outcomes and Indicators for NAP 1325-IV</b> | <b>43</b> |
| <b>Annex II: Dutch and international background information on WPS</b>                           | <b>60</b> |
| List of abbreviations  | 66        |
| List of terms  | 67        |
| End notes  | 74        |



# 'WHEN WOMEN LEAD AND PARTICIPATE IN PEACE PROCESSES, PEACE LASTS LONGER'

- UN WOMEN

## FOREWORD

**The government of the Netherlands and civil society hereby present the Fourth National Action Plan on Women, Peace and Security (NAP 1325-IV). Together, we are committed to a world in which equal and meaningful participation of women and girls in decision-making on peace and security is the norm, in which sustainable peace and development opportunities are achievable for all, and in which conflict-related violence against women, men, girls and boys has stopped.**

In recent years, we have jointly made a significant contribution to carrying out the Women, Peace and Security agenda. Nonetheless, full implementation of the WPS agenda is lagging behind, and female leaders, human rights defenders and peace builders are under increasing pressure. Therefore, we are scaling up our efforts with NAP 1325-IV, including by working closely with other governmental and civil society partners abroad.

NAP 1325-IV follows in the footsteps of the previous three Action Plans and has been developed through constructive collaboration between government and civil society. Our years of partnership have taught us that we can only achieve lasting change by working together. Our starting point is the four pillars on which the WPS agenda is based (participation, prevention, protection, and relief & recovery).

By means of an ambitious and realistic monitoring, evaluation, accountability and learning framework, we will make a clear contribution to the WPS agenda. Capacity to learn is key to our contribution, enabling us to adapt our approach and efforts to take account of new insights and practical experience. With our focus on the national implementation of the WPS agenda and on WPS mainstreaming we aim to strengthen our efforts. We will work towards an equal world based on gender-sensitive, gender-responsive and gender-transformative analysis, policy and policy implementation. With local knowledge and resilience at the heart of our work.



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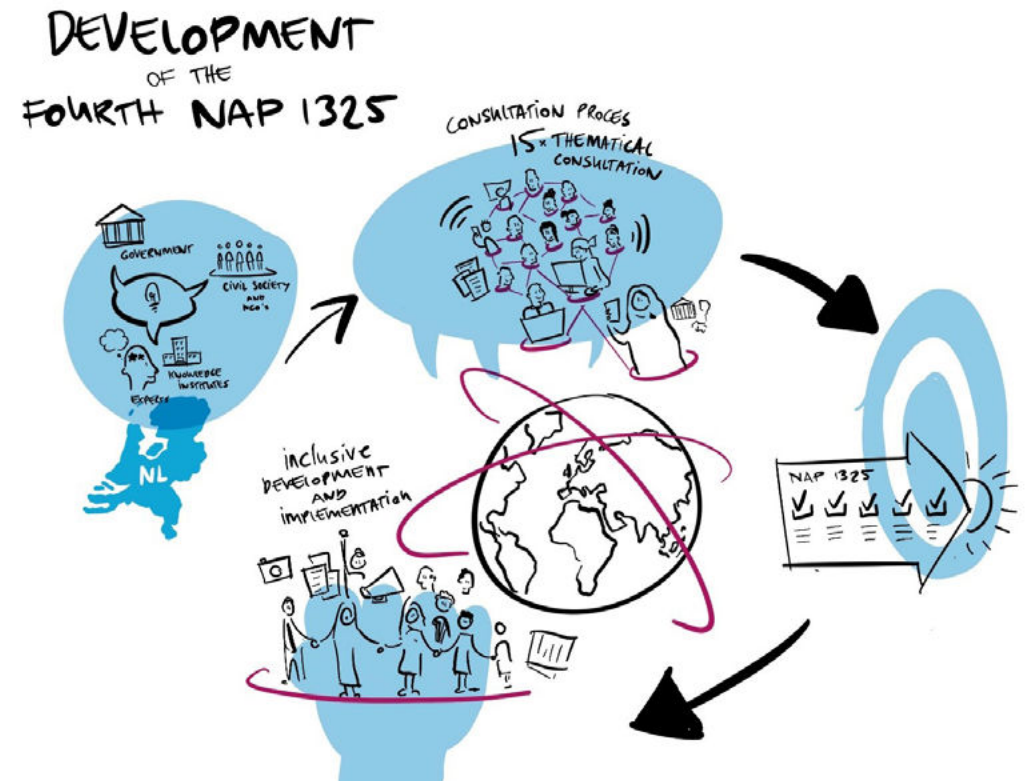
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## SUMMARY

The Dutch Women, Peace and Security agenda is shaped through close cooperation between government and civil society. We share a vision of a world of lasting peace, security and development, in which equal participation by women and girls is the norm. The need for peaceful, inclusive societies in which women and girls can participate equally and in which they are protected is the foundation of the WPS agenda. Yet 25 years after the adoption of the Beijing Platform for Action and 20 years after the adoption of Security Council Resolution 1325, this international agenda has not yet been fully carried out. This means that additional efforts are needed.

These coming five years, and in accordance with the pillars of the UN WPS agenda, the Netherlands will work towards the following five strategic outcomes: participation; prevention; protection; relief, reconstruction & recovery; and WPS mainstreaming. We will have an international and a national focus on the WPS agenda. We will also be using a monitoring and evaluation framework so that a constructive, shared learning agenda for continual improvement is one of our main tools for helping to achieve the strategic outcomes we have formulated for NAP 1325-IV.





# 1. EMBEDDING IN INTERNATIONAL AND NATIONAL INSTITUTIONS

In 2000 the UN Security Council unanimously adopted Resolution 1325 on 'Women, Peace and Security'.<sup>1</sup> The resolution was a historic turning point: it was the first time that the Security Council had taken a position on women's status, rights and position in relation to peace and security. UN member states were called upon to take the necessary steps to strengthen women's participation in peace and security processes and to protect women and girls from violence before, during and after conflicts.

The need for peaceful, inclusive societies in which women and girls can participate equally and are protected had already been globally recognised five years earlier, in 1995, at the Fourth World Conference on Women. Over 30,000 activists from around the world joined 189 governments to develop the Beijing Declaration and Platform for Action. It laid the foundation for a global transformative agenda focused on gender equality and women's rights.

Resolution 1325 was followed by 10 additional resolutions that supplemented and/or elaborated on specific features of conflict and its impact on women and girls.<sup>2</sup> By now 86 countries<sup>3</sup> and several multilateral organisations (such as the EU and NATO) have developed national or regional action plans, policies and programmes to implement the broad WPS agenda.

International obligations adopted earlier and later have also strengthened the world's commitment to the WPS agenda. These include the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979), the Arms Trade Treaty (2013) and the Sustainable Development Goals (SDGs) agreed for the period 2015-2030.<sup>4</sup> The Dutch Constitution, the European Charter on Human Rights and European and international law, together with national legislation and policies on gender equality and equal opportunities, on development cooperation, and on peace and security, are also part of the normative framework within which the WPS agenda is implemented. It includes the Policy Document on Equal Opportunities,<sup>5</sup> the 'Investing in Global Prospects' policy memorandum<sup>6</sup> and the Integrated International Security Strategy.<sup>7</sup>



## 2. THE NETHERLANDS' WPS AMBITIONS

The Dutch WPS agenda is shaped through close cooperation between the Dutch government and civil society.<sup>8</sup> Since 2008 this agenda has been elaborated in detail in our WPS National Action Plans. As part of the development of NAP 1325-IV, 15 consultation sessions were held.<sup>9</sup> Representatives from the Ministries of Foreign Affairs, Defence, Justice & Security, and Education, Science & Culture, as well as from the police and over 60 civil society organisations, including development, humanitarian, peace, women's and diaspora organisations, participated in the process. Government and civil society together constitute the Dutch NAP partnership,<sup>10</sup> and bear joint responsibility for implementing NAP 1325-IV. Within the partnership, each NAP partner retains its own responsibility to achieve results on the specific NAP 1325-IV outcomes, on the basis of its own mandate. This unique partnership increases the plan's impact and broadens support for the achievement of the WPS agenda.<sup>11</sup>

In recent years we have made progress in realizing change on the ground for WPS. For example, with WPS-earmarked government financing, WPS programmes were implemented in countries including in Afghanistan, Burundi, Colombia, the Democratic Republic of the Congo, Iraq, Libya, Mali, South Sudan, Sudan, Syria and Yemen.<sup>12</sup> Through these programmes female leaders were supported in taking part more effectively in political decision-making at provincial and local level, and in participating in negotiations on peace and reconstruction between governments and rebel groups.<sup>13</sup> Dutch experts also play a major role in gathering knowledge on gender issues in UN and NATO missions and operations.<sup>14</sup>

Yet there is still a long way to go. Practical application and implementation of the international agreements, the national action plans and the wealth of accumulated knowledge and research are lagging behind.<sup>15</sup> Women and girls worldwide are not sufficiently involved in peace and security processes or sufficiently protected before or during conflicts.<sup>16</sup> Still only about 9% of peace negotiators are women, for instance.<sup>17</sup> Women make up only 4.2% of military personnel in UN peace missions, and most of them are working in support roles.<sup>18</sup> More than half of all migrant women and girls experience sexual violence or human trafficking before, during or after they migrate, either directly or indirectly.<sup>19</sup> Men and boys run this risk as well. Over the past 10 years, 65 state and non-state parties to conflicts in 11 different countries have been identified as being guilty of perpetrating conflict-related sexual violence on a massive scale.<sup>20</sup> Moreover, global crises, resulting – for example – from the consequences of climate change and its impact on the quality and availability of natural resources, along with the current COVID-19 pandemic, have resulted in backsliding from results that had previously been achieved and positive changes that were already under way. Recent studies show that these crises are further exacerbating the position of women and girls in conflict situations.<sup>21</sup>

This changed context calls for a reassessment of our efforts to carry out the WPS agenda, 25 years after the adoption of the Beijing Platform for Action and 20 years after the adoption of Resolution 1325. Local knowledge and resilience (localisation) need to be at the heart of our renewed efforts, and we need to make effective use of the potential for post-crisis and post-conflict transformation ('building back better'). Drawing on the lessons learned from our previous National Action Plans on WPS<sup>22</sup> and on national and international developments, evaluations and studies,<sup>23</sup> we aim in NAP 1325-IV to:

- the four pillars on which the WPS agenda rests: participation, prevention, protection, and relief, reconstruction and recovery;
- mainstream WPS in order to ensure more rigorous, effective implementation of NAP 1325-IV;
- have both an international and a national focus for the WPS agenda;
- establish an oversight board that is responsible for NAP 1325-IV governance, an annual report and a common learning agenda; and
- introduce an improved monitoring, evaluation, accountability and learning framework that helps achieve the strategic outcomes and sub-outcomes that have been set for NAP 1325-IV. Based on lessons learned, this framework will be constantly improved and, if necessary, refined.

For further analysis of the WPS context and background, see **Annex II: WPS: international and national context.**





Our vision is a world of sustainable peace, security and development for everyone, where equal participation by women and girls is the norm.

Arranged along the four pillars of the WPS agenda, we are pursuing the following five strategic outcomes:

- (1) **Participation:** more women hold leadership positions, and women participate equally and meaningfully in decision-making processes at every level in the interests of peace and security, including conflict prevention and resolution, peacebuilding, protection, relief, reconstruction and recovery.
- (2) **Prevention:** conflict prevention and the prevention of violent extremism, including of related violence against women and girls, is based on the human rights approach and starts from the principle of human security. Prevention policy and its implementation are conflict-sensitive, gender-sensitive, gender-responsive and gender-transformative.
- (3) **Protection:** women and girls, as well as men and boys, in and from conflict situations, are protected against all forms of conflict-related violence, including sexual and gender-based violence. Their rights are safeguarded and enforceable.
- (4) **Relief, reconstruction and recovery:** relief, reconstruction and recovery meet the needs and contribute to the empowerment and human security of women and girls.
- (5) **WPS mainstreaming:** a gender lens is applied to every reorganisation, improvement, development and evaluation of analysis, policy and policy implementation with regard to peace and security.<sup>24</sup>

These five strategic outcomes are closely linked to one another. For each strategic outcome, several sub-outcomes have been formulated.

## 3. NAP 1325-IV: VISION AND OUTCOMES

# NAP 1325-IV WOMEN, PEACE AND SECURITY

**1. More women hold leadership positions, and women participate equally and meaningfully in decision-making processes at every level in the interests of peace and security, including conflict prevention and resolution, peacebuilding, protection, relief, reconstruction and recovery**

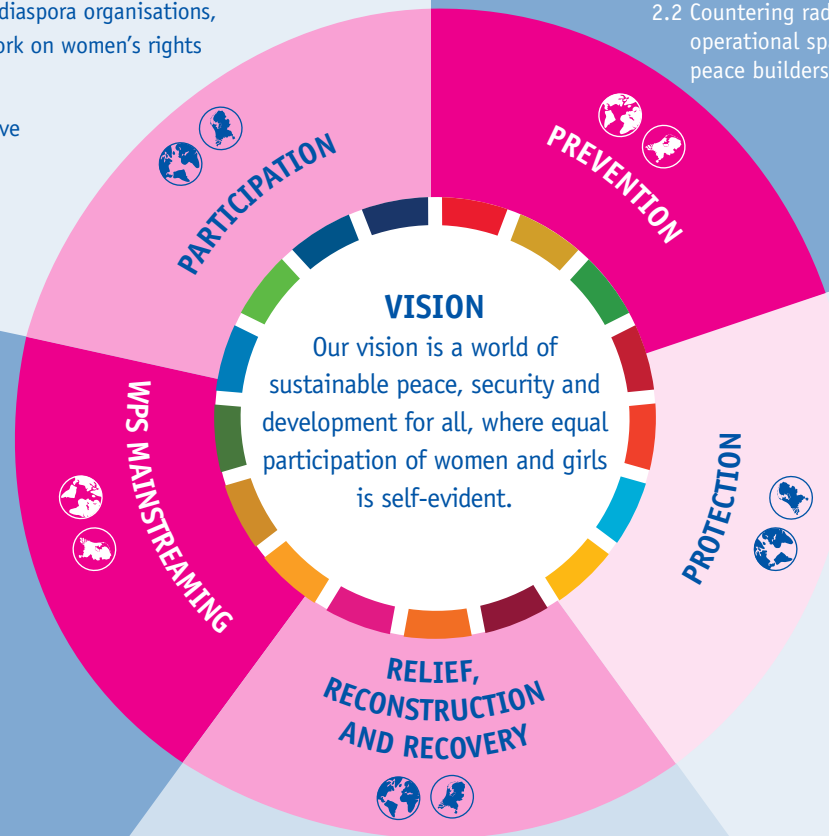
- 1.1 Enhanced enabling conditions for equal and meaningful participation of women and girls
- 1.2 Support for meaningful participation women- and diaspora organisations, human rights defenders and peace builders who work on women's rights and gender equality
- 1.3 Peace processes and peace declarations are inclusive and bottom up

**2. Conflict prevention and the prevention of violent extremism, including of related violence against women and girls, is based on the human rights approach and starts from the principle of human security. Prevention policy and its implementation are conflict-sensitive, gender-sensitive, gender-responsive and gender-transformative**

- 2.1 Local, multi-dimensional peaceful conflict prevention is given priority
- 2.2 Countering radicalisation, violent extremism and terrorism policies respect operational space of women's organisations, human rights defenders and peace builders

**5. A gender lens is applied to every reorganisation, improvement, development and evaluation of analysis, policy and policy implementation with regard to peace and security**

- 5.1 Peace and security personnel gender aware; applies gender lens
- 5.2 Gender responsive budgeting endeavoured
- 5.3 Organisations have positive gender norms; specific focus on role men and boys
- 5.4 Improved coordination of actors in peace and security



**3. Women and girls, as well as men and boys, in and from conflict situations, are protected against all forms of conflict-related violence, including sexual and gender-based violence. Their rights are safeguarded and enforceable**

- 3.1 Women and girls have access to security and justice systems
- 3.2 Impunity for violent offences against women and girls combatted
- 3.3 Improved implementation of Article 7.4 of the Arms Trade Treaty
- 3.4 Gender sensitive, -responsive, -transformative asylum policy

**4. Relief, reconstruction and recovery meet the needs and contribute to the empowerment of women and girls**

- 4.1 Improved physical, mental, psycho-social health of women and girls
- 4.2 Improved socio-economic position women and girls
- 4.3 Humanitarian response is conflict- and gender sensitive and - responsive; main role for local women's organisations and -networks



## 3.1. PARTICIPATION

### Strategic outcome 1

**More women hold leadership positions, and women participate equally and meaningfully in decision-making processes at every level in the interests of peace and security, including conflict prevention and resolution, peacebuilding, protection, relief, reconstruction and recovery.**

The participation of women and girls in peace and security processes, processes that directly affect their lives, is a fundamental right. In many countries, however, like Afghanistan, we see that their participation can by no means be taken for granted<sup>25</sup>. Meaningful involvement of women and girls in all policy areas and at all levels leads to more inclusive decision-making and to shared responsibility and ownership, and thus to more sustainable peace and reconstruction.<sup>26</sup> This means that involving women and girls should not be a merely quantitative ‘box ticking’ exercise. It also means that women and girls in all their diversity should be represented in such processes, and/or be actively informed and consulted by the women leaders and/or civil society organisations involved.

We support female leadership and the equal and meaningful participation of women in all their diversity, in government organisations, in civil society, at political level and in communities at all levels of decision-making. We focus particularly on marginalised women, who due to their age, ethnicity, social class, sexual orientation, place of residence, education, religion, political views, work and physical or other disability are not or only minimally informed or consulted or have more difficulty in obtaining access to decision-making processes.

We combat barriers that make it harder for women and girls to participate. We actively support improvements to exchanges, consultation and links between women’s networks, and between community peace initiatives and political processes. In addition, we contribute to improved representation of women peacekeepers and women in civilian missions, especially in senior positions. For this reason the Netherlands supports the implementation at multilateral level of the UN System-wide Strategy on Gender Parity, so as to eliminate barriers and enable women to participate equally in the UN at all levels. The strategy should also enable women in uniform to participate equally in UN peace operations.

Peace and security processes provide an opportunity to counter unequal power structures and patriarchal and other oppressive systems,<sup>27</sup> and to root women’s rights and gender equality more deeply in peace and security structures. That is why we support women’s organisations, human rights defenders and peace builders working for women’s rights and gender equality in conflict and post-conflict countries. We address unequal and oppressive power structures and patriarchal systems through diplomatic channels.

In the Netherlands, too, we work to eliminate the barriers to women’s participation in the defence and security sector. We also support women and girls with migrant backgrounds who have experienced conflicts so that they can participate meaningfully in the development and implementation of national equal opportunities and security policies, and we work to eliminate institutional barriers to their participation.

*International obligations related to participation: UNSCR 1325 (2000), 1820 (2008), 1889 (2009), 2122 (2013), 2493 (2019) and 2538 (2020); EU Action Plan on WPS (2019-2024), Objective 1; SDGs 5.5, 16.7, 16.8, 10.2, 10.3*

### Sub-outcome 1.1

**Enhanced enabling conditions for equal and meaningful participation by women and girls in peace and security, including conflict prevention and resolution, peacebuilding, protection, relief, reconstruction and recovery.**

We work to eliminate barriers to women’s and girls’ meaningful participation in civilian and military missions and operations, as well as in Security Sector Reform (SSR) and Disarmament, Demobilisation and Reintegration (DDR). The recruitment of, and meaningful participation by, women and girls in peace and security processes is a responsibility of organisations at management level. We combat discriminatory legislation and political systems that exclude women and girls from participating in public life, or that marginalise their role in public life, including in the law of persons and family law. We raise the issue of harmful practices and restrictive gender roles as well as resistance, for example by political elites at home and abroad, to sharing power equally. We also advocate and enhance safety for women and girls who seek to participate, as well as the enabling conditions for participation such as economic independence.

We facilitate exchanges between women’s groups and networks, and where necessary support individual women and girls with knowledge, capacity, resources, logistical assistance and safe spaces. We facilitate intergenerational networks and dialogue. We are mindful of and recognise the importance of socioeconomic empowerment of women and girls, of access to education, mental healthcare and psychosocial support, and of sexual

and reproductive health and rights (SRHR), as enabling conditions for participation. We support and work with men and boys who are tackling or seek to tackle unequal power relations, restrictive gender norms and other barriers to participation by women and girls.

Furthermore, we facilitate access to and meaningful involvement in policy formulation and implementation related to the emancipation and security for women and girls with migrant backgrounds living in the Netherlands who have experienced conflict. And we support them to subsequently provide support to women and girls with similar backgrounds, drawing on their own knowledge and experience.

### Sub-outcome 1.2

Women's and diaspora organisations, human rights defenders and peace builders working for women's rights and gender equality in conflict and post-conflict countries are supported in their efforts to participate meaningfully in peace and security processes.

Women's organisations, human rights defenders and peace builders play an important frontline role in local crisis response and peaceful transformations in conflict and post-conflict areas. In countries such as Colombia, Libya, Afghanistan, Yemen and Sudan, they put the unequal distribution of power on the agenda of peace negotiations and fight against patriarchal systems that impede a country's reconstruction. Using nonviolent forms of resistance, they play a key role in democratic transfers of power.

At the same time, women's organisations, including those in the diaspora, human rights defenders and peace builders rarely have a formal presence at the table in peace processes, and their operational space is increasingly restricted. Worldwide, women's organisations, women human rights defenders and peace builders are exposed to attacks, including threats, defamation, harassment and violence (both online and offline). Violence is often gender-specific and takes the form of sexual violence, sexual harassment, kidnapping, murder of women, transgender and gender non-binary activists, and other physical and psychological violence.

This is why we support and protect women's organisations, women human rights defenders and peace builders. We work together to identify their needs and the necessary response. At bilateral and multilateral level, we advocate the legitimate and necessary involvement of women's organisations, women human rights defenders and peace builders in peace and security processes. We strive to ensure inclusive and safe decision-making processes. We continue to monitor, document, publicly report and call attention to the security situation and operational space of women human rights defenders and peace builders in our diplomatic dialogue with governments, both national and otherwise. We follow court cases brought at national level against women human rights defenders and peace builders and support them in these cases. We also support



local, national and international response mechanisms to promote their safety. We offer temporary rest and recuperation periods in the Netherlands for human rights defenders.

### Sub-outcome 1.3

Peace processes are inclusive and bottom-up, and the resulting declarations and their implementation reflect the needs of everyone, including women and young people at local level.

Peace processes take place simultaneously at different levels. At grassroots and community level, activists, civilians and community-based organisations organise informal peace initiatives. At local and national level, civil society and influential, informal traditional and religious leaders organise dialogue and mediation. At national, regional or international level, multilateral organisations, governments and political

elites run the formal processes. Coordinated interaction between these tracks is important to achieve inclusive and broadly supported processes and sustainable outcomes. In practice, this coordination is lacking and women and young people in particular, as well as other marginalised groups, have little or no direct access to national and international political decision-making.

We work to enhance coordination and cooperation at grassroots, community, sub-national, national, regional and international level. We support peace initiatives of women's and youth networks and peace builders at grassroots and local level and link them to civil society organisations and female leaders in politics. We actively support and push for information-sharing, consultation with, and the meaningful participation of local women and women leaders in national and international political peace processes.



## 3.2. PREVENTION

### Strategic outcome 2

**Conflict prevention and the prevention of violent extremism, including of related violence against women and girls, is based on a human rights approach and starts from the principle of human security. Prevention policy and its implementation are conflict-sensitive, gender-sensitive, gender-responsive and gender-transformative.**

We strive for peaceful and inclusive societies. This requires a holistic perspective on conflict prevention that bears everyone in mind and focuses on promoting equality, human security and the protection of human rights. We therefore support local, peaceful approaches to conflict prevention and rely on strategies that address a range of root causes of conflict. We also support the work and monitor the operational space of civil society organisations, including women's organisations, human rights defenders and peace builders, so that they can continue their efforts to prevent armed conflict and violent extremism, combat violence against women and girls, and/or enhance the resilience of local communities.

Gender inequality is a major cause and consequence of conflict. Conflict and the threat of conflict can also manifest itself in other ways and have an impact on women, men, girls and boys. Threats of violence and violent acts against women's and other civil society organisations, human rights defenders and peace builders may be early warning signs of instability and conflict. Extremist groups can use violence against women and sexual and gender-based violence as a weapon of war, or as a way of recruiting women and young people. Women and girls can be victims, perpetrators, instigators or sympathisers of violence. They also play a role in disarmament, deradicalisation, de-escalation of violent conflict and processes of reintegration. Effective prevention of violent conflict is therefore only possible if the approach includes the reality and needs of women and girls and (other) marginalised groups. For this reason we promote gender-sensitive, gender-responsive and gender-transformative conflict prevention based on an intersectional gender analysis.

It is crucial to enhance our knowledge of the gender-based root causes of conflict and of the role in these root causes played by women, men, young people and influential informal, traditional and religious leaders. This will increase the success of our approach to preventing the escalation of violence. We also work towards enhancing knowledge of the causes of violence against women and girls in conflicts. We develop gender-sensitive and gender-responsive early warning mechanisms and press to ensure that these mechanisms

are systematically deployed. Where possible, we join existing local initiatives and involve women's organisations in rapid conflict assessments or in early warning mechanisms. In doing so we make use of national reporting mechanisms that women can use to share knowledge, information and concerns, and can be acted upon. The needs, wishes and safety of these organisations are always paramount.

Similarly, in formulating and implementing policy on preventing and combating violent extremism, including deradicalisation programmes, we base our efforts on a human rights approach, avoid reinforcing harmful gender stereotypes, and try to work where possible in gender-transformative ways. Policy and policy implementation must always first and foremost be internally coherent and conflict-sensitive. We support local and grassroots women, women's organisations and women's networks that can be influential in avoiding or reducing the impact of extremist ideas in their communities. The needs, wishes and safety of these women and their organisations are always paramount. We avoid instrumentalising women's rights and the WPS agenda. To avoid endangering local organisations it is sometimes necessary to refrain from implementing activities aimed at preventing violent extremism.

*International obligations related to prevention: UNSCR 1325 (2000), 1889 (2009), 2122 (2013), 2242 (2015) and 2493 (2019); CEDAW Committee General Recommendation 30 (2013); EU Action Plan on WPS (2019-2024), Objective 4; SDGs 4.7, 16.4 and 16.a*

## Sub-outcome 2.1

Conflict prevention by means of local, peaceful, multi-dimensional strategies and approaches is given priority.

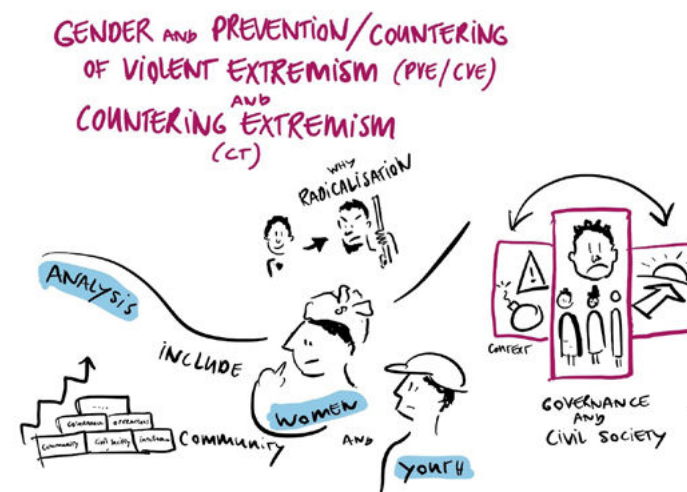
Worldwide, women and girls are leading peaceful protests against oppressive regimes, preventing escalation by mediating between parties, and leading dialogues on equal rights and equality. In the spectrum of conflict prevention strategies, our priority is support for peaceful, multi-dimensional strategies. This means that we strive for dialogue between different groups in society, work towards a culture of peace and strengthen social cohesion. It also means that we recognise that conflicts have multiple causes and that we simultaneously address in a multi-dimensional way these different underlying causes of conflict, such as unequal access to natural resources like water and land, the impact of climate change and existing grievances. Conflict prevention is not a linear process. It may therefore be necessary to incorporate conflict prevention into peace negotiations or humanitarian interventions, while respecting humanitarian principles. We support local initiatives and women's groups who work on peaceful conflict prevention, and link them to national and international conflict prevention strategies and platforms.

## Sub-outcome 2.2

Policy and policy implementation on countering radicalisation, violent extremism and terrorism respect the operational space of women's organisations, human rights defenders and peace builders.

The operational space of (women's) organisations, human rights defenders and peace builders working on conflict prevention and on preventing and countering the root causes of violent extremism is increasingly restricted. Those involved are faced with an increase in state and non-state violence and various forms of violent extremism, including sexual violence and cyber harassment. Their operational space can also be restricted by national and international legislation and decrees on countering radicalisation and terrorism, such as annual registration of organisations, monitoring of funding sources and limitations of access to bank accounts.

We work as much as possible with these organisations and groups to avoid the undesirable consequences of counterterrorism measures. We are committed to detecting, monitoring and addressing policies that are – intentionally or otherwise – counterproductive for conflict prevention activities and activists, particularly when these policies limit the operational space of organisations and activists. We protect and support women's organisations, human rights defenders and peace builders in the Netherlands and abroad who raise these issues.



### 3.3. PROTECTION

#### Strategic outcome 3

**Women and girls, as well as men and boys, in and from conflict situations, are protected against all forms of conflict-related violence, including sexual and gender-based violence. Their rights are safeguarded and enforceable.**

Protecting women and girls against all forms of violence and protecting the human rights of women and girls is fundamental to the creation and maintenance of peaceful societies. We support female (as well as male and gender non-binary) survivors of violence, including sexual and gender-based violence, with a specific focus on women human rights defenders and peace builders. A survivor-centred, holistic and intersectional approach guides all our interventions, both abroad and in the Netherlands. This means that the needs of survivors are central, that interventions are developed together with survivors, and that we bear in mind factors that can influence interventions, like gender and gender norms, age, ethnicity, religion, social class, place of residence, sexual orientation, education, political views, occupation and/or physical and other disabilities.

In humanitarian and development work and peace and security processes, we combat all forms of violence against women and girls, especially sexual and gender-based violence. This includes upholding the principle of ‘Do No Harm’ and guidelines for preventing sexual exploitation, abuse and harassment.<sup>28</sup> We fight impunity for perpetrators of violence against women and girls, and to improve women’s and girls’ access to international, regional, national and local security and legal systems. We also strive for these systems to be gender-transformative. We actively contribute to strengthening international standards for gender equality and women’s human rights. We see our efforts on mental healthcare, psychosocial support and SRHR for survivors (see Strategic outcome 4) as an essential component of protection, recovery and rehabilitation. We also work actively to implement Arms Trade Treaty article 7.4 regarding the possible impact of the Dutch arms trade on an increased risk of gender-based violence in the country of final destination.

All forms of violence against women and girls must be addressed and tackled during flight, in refugee reception centres and in the course of immigration and asylum procedures. This applies when women and girls are *en route* as well as in the Netherlands, even after the asylum procedure has been finalized. In the Netherlands we are therefore working specifically for a safe and gender-responsive reception and asylum procedure for persons in a vulnerable position such as single women, minors and LGBTQI+ asylum seekers.<sup>29</sup> Mental healthcare and psychosocial support are readily available, and where a culture of violence exists among asylum seekers it is tackled.

*International obligations related to protection: UNSCR 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2151 (2014), 2242 (2015), 2247 (2019)) & 2467 (2019); CEDAW Committee General Recommendation 32 (2014); EU Action Plan on WPS (2019-2024), Objectives 2, 3, 4, 5 & 6; Arms Trade Treaty (2013), article 7.4; SDGs 16.1, 16.2, 16.3, 16.b, 5.2, 5.3, 8.7, 11.1 & 11.7*

#### Sub-outcome 3.1

**Women and girls who have experienced conflict and/or related sexual and gender-based violence have access to international, regional, national and local security and legal systems.**

For survivors of violence, access to security and legal systems is a fundamental right. Access to justice for women and girls who have experienced conflict and/or conflict-related sexual and gender-based violence is a necessary precondition for breaking with violence and culturally-linked negative gender norms and values. This applies worldwide.

We strengthen international, regional, national and local gender-sensitive, gender-responsive and gender-transformative legal systems, both informal and formal, and legal and other forms of assistance. We support peacekeeping and peace enforcement missions in preventing and addressing conflict-related sexual and gender-based violence.

Internationally and in the Netherlands, we actively support the meaningful participation and leadership of survivors and women’s organisations in justice and security systems and in transforming these systems, for example by enhancing the capacity, skills and knowledge of women and women’s organisations and of actors in justice and security systems. We do this by providing accessible mental health care and psychosocial support and safe spaces where survivors can share their experiences and needs.

In the Netherlands we work to ensure easily accessible security and legal systems for women and girls with a migration, asylum or refugee background. Women and girls seeking protection from appropriate government bodies are approached in a survivor-centred manner. Special attention is paid to obstacles that women and girls may encounter because of psychological or physical violence or lack of trauma rehabilitation. The knowledge and experience of women in the diaspora and of refugee and migrant women are taken into account as much as possible in the design and decision-making related to security and legal systems.

### Sub-outcome 3.2

Impunity is combatted by prosecuting suspects and imposing sanctions on perpetrators of violent offences against women and girls, including sexual and gender-based violence.

Criminalisation and prosecution, through formal and informal legal systems and transitional justice mechanisms, are key to countering and tackling conflict related violence, including sexual and gender-based violence against women, men, boys and girls.<sup>30</sup> We address this both in the conflict-affected country itself, as well as in the Netherlands.<sup>31</sup> We actively advocate a survivor-centred approach during investigations and prosecutions, for example through training and support for stakeholders in the justice system, with a specific focus on the position and rights of survivors of conflict-related sexual and gender-based violence. We also advocate the most generous possible legal assistance for victims of international crimes. We support the meaningful participation and leadership of women and girls and women's organisations in courts, tribunals and transitional justice mechanisms. We aim to impose sanctions on parties to conflicts that are guilty of conflict-related sexual violence, also because of its preventive effect.<sup>32</sup>

### Sub-outcome 3.3

Implementation of article 7.4 of the Arms Trade Treaty has been improved.

In addition to monitoring the impact of policies and measures to combat radicalisation and terrorism (see strategic outcome 2), we are also committed to the implementation of article 7.4 of the Arms Trade Treaty (ATT). We monitor where Dutch arms export or transit leads to an increased risk of sexual and gender-based violence. We also work to gather and publish sex and age disaggregated data (SADD) as part of national crime and health statistics, including data on victims of armed violence and conflicts. Moreover, in line with the outcomes of the fifth Conference of State Parties to the Arms Trade Treaty (2019), we support research that improves our understanding of the gendered impact of armed violence in the context of the ATT.<sup>33</sup>

### Sub-outcome 3.4

Asylum policy is gender-sensitive, gender-responsive and gender transformative, with a special focus on unaccompanied women, minors and LGBTIQ+ asylum seekers.

In order to protect women and girls in all their diversity from violence, we work towards a systematic gender-sensitive, gender-responsive and gender-transformative approach in the Dutch asylum procedure and in asylum seekers' centres. We prevent women and minors from unnecessarily ending up in a dependent, often vulnerable (residence) position. A concern in this regard is the safety of asylum seekers during the asylum procedure and in centres. Special attention is paid to tackling human trafficking and the sexual exploitation of minors, domestic violence,<sup>34</sup> honour-related violence, female genital mutilation and forced marriages in asylum seekers' communities, and legal support for survivors. Here too, we are committed to a survivor-centred approach. Together with people with expertise based on their own experience, diaspora organisations, migrant organisations, women refugees' organisations and other relevant institutions, we work to ensure proper coordination and cooperation, for example through a multi-stakeholder dialogue.



## 3.4. RELIEF, RECONSTRUCTION AND RECOVERY

### Strategic outcome 4

#### Relief, reconstruction and recovery meet the needs and contribute to the empowerment of women and girls.

Relief for women and girls in periods of acute crisis and emergencies, and assistance in long-term reconstruction and recovery, should be based on women's and girls' actual needs. We strive for transformative aid, which contributes to empowering women and girls. Providing the basic needs of women and of the family members they are responsible for, is a first step towards women's participation and leadership in humanitarian aid, peace processes, reconstruction and recovery (see also sub-outcome 1.1). As part of relief efforts we are working for gender-sensitive, gender-responsive and gender-transformative medical and mental healthcare and psychosocial support. We invest in improving the socioeconomic position of women and girls and in gender-sensitive, gender-responsive and (where possible) gender-transformative humanitarian interventions.

*International obligations related to relief, reconstruction and recovery: UNSCR 1325 (2000), 2106 (2013), 2122 (2013), 2467 (2019) & 2493 (2019); CEDAW Committee General Recommendations 28 (2010), 30 (2013) & 32 (2014); EU Action Plan on WPS (2019-2024), Objectives 2 & 6; World Humanitarian Summit (2016); Global Compact on Refugees (2018); Grand Bargain on Humanitarian Financing; SDGs 5.1, 5.2, 5.5, 5.6, 5.c, 10.3, 10.4, 10.7, 11.1, 11.7 & 16.b*

### Sub-outcome 4.1

#### Women's and girls' physical, mental and psychosocial health is improved both inside and outside of humanitarian and fragile situations.

Women and girls affected by conflict and humanitarian crises should have access, for shorter or prolonged periods, to a wide range of medical and mental health care and psychosocial support, without discrimination, that is gender-sensitive, survivor-centred and tailored to meet their needs. This includes access to sexual and reproductive health care, sex education and information for women, men, girls and boys. Coordination and coherence between the responsible ministries, aid agencies and women's organisations is

central to this. This applies to women and girls both in conflict and post-conflict countries and in the Netherlands, including those in asylum seekers' centres.

### Sub-outcome 4.2

#### Women's and girls' socioeconomic position is improved both inside and outside of humanitarian and fragile situations.

Insufficient guarantees of access to socioeconomic rights increases women's and girls' vulnerability in conflict and post-conflict situations. This equally applies to women and girls in the Netherlands with a migration background who have experienced armed conflict. Discrimination against women by means of limited access to assets and means of production, such as land, property and inheritance, credit, technology, full and productive employment and decent work and access to education, constitutes a violation of women's rights and leaves them vulnerable to extreme poverty, dependency and violence.

We seek to improve the socioeconomic situation and protect the rights of women and girls as much as possible, both inside and outside of humanitarian and fragile situations, including survivors of conflict-related sexual and gender-based violence. We do this by eliminating barriers that block their socioeconomic empowerment as individuals and within their communities and societies. Improving their socioeconomic position will enable them to fully participate in processes of humanitarian relief, reconstruction and recovery. To promote the empowerment of women and girls, we pursue gender-transformative programmes. For example, programmes that improve their access to and control over productive assets and ensure women's access to technical support, training as entrepreneurs and to financial services. Finally, we work to strengthen women's capacity to influence policy, through which they can reinforce their own economic rights. Partnerships between Dutch government institutions and organisations of women in the diaspora and of refugee and migrant women play a role in these efforts.

### Sub-outcome 4.3

#### Humanitarian response is conflict-sensitive, gender-sensitive and gender-responsive and, where possible, gender-transformative, with local women's organisations and networks at the forefront.

Effective humanitarian interventions require sound and frequent gender- and conflict analyses to ensure that the different needs and vulnerabilities of women, men, gender non-binary people, minors and LGBTIQ+ people are adequately taken into account in the complexities of humanitarian crises. This will improve access to humanitarian services such

as protection, education, water, sanitation and hygiene, shelter, healthcare (including access to sexual and reproductive health services), food and/or cash transfers.

We strive to ensure the systematic use of gender analysis tools like the Rapid Gender Analysis (RGA) and the Gender with Age Marker.<sup>35</sup> We recognise the importance of coordination between organisations working in humanitarian aid, including women's organisations, so as to enhance their coherence and impact. Local women's and other organisations and groups need to work closely with one another in developing, implementing and monitoring policy and interventions in order to include the actual needs of women and girls in humanitarian response and to provide sufficient space for their leadership. Linked to this, we strive to ensure that UN humanitarian coordinators at country level apply a gender analysis to UN activities in humanitarian situations, always in line with their obligations under the Management and Accountability Framework, with support from organisations like UN Women and the United Nations Population Fund (UNFPA). In addition, we aim for sufficient gender advisory capacity and the systematic collection of sex and age disaggregated data (SADD). Finally, we remain alert to the impact of climate change and, recently, of the COVID-19 pandemic, and to the conflict-sensitive policy formulation and implementation that are needed in this connection in the areas of humanitarian response, peace, security and development cooperation.



## 3.5. WPS MAINSTREAMING

### Strategic outcome 5

**A gender lens is applied to every (re)organisation, improvement, development and evaluation of analysis, policy and policy implementation with regard to peace and security.**

To systematically integrate a gender lens into all national and international peace and security processes, institutional processes of change on gender are necessary both in the Netherlands and abroad. These may include systematic gender awareness training for all staff, the creation of dedicated gender capacity, management that takes responsibility for achieving results on gender mainstreaming, and the introduction of gender-sensitive and gender-responsive mandates and organisational structures. Gender-responsive and gender-stand-alone budget allocations, and internal monitoring, evaluation, accountability and learning frameworks – and external communication about them – are also needed. In addition, an open organisational culture in which people work collaboratively and stereotyped gender norms are addressed and tackled is also important. It is also crucial to institutionalise cooperation with and meaningful involvement of a diverse group of women and young people in policy development and implementation.

*International obligations related to WPS mainstreaming: EU Action Plan on WPS, Objectives 2, 4 & 5; Convention on the Rights of Persons with Disabilities, articles 4 & 11; Inter-agency Standing Committee (IASC) Guidelines; SDGs 5.c, 16.b & 10.4*

### Sub-outcome 5.1

**Peace and security personnel are gender-aware and systematically apply a gender lens to policy formulation and implementation on peace and security.**

Military and civilian personnel and policy makers and implementing agencies must be gender-aware to develop and implement policies and interventions that take into account the gender-based and other root causes of conflict and insecurity, and the different ways in which women, men, girls and boys in all their diversity experience conflict. In addition, they must be able to apply and integrate gender analysis in the development,

implementation and monitoring of policies, programmes and interventions. We work to ensure the systematic use of existing rapid and other gender analysis tools for peace and security personnel. We also focus on ensuring sufficient dedicated gender advisory capacity and responsibility for gender mainstreaming as well as performance requirements at management level. Finally, we work to secure WPS allocated budgets so that international and national action plans and other initiatives can be carried out.

### Sub-outcome 5.2

**Organisations endeavour to apply gender-responsive budgeting.**

To ensure that programmes benefit everyone, gender equality and WPS need to be priorities in all budgets. We strive to apply and monitor gender-responsive budgeting, along with gender-stand-alone allocated budgets. Monitoring takes place using gender markers (like those of the Organisation for Economic Co-operation and Development (OECD)) and the indicators included in Annex I to NAP 1325-IV.

### Sub-outcome 5.3

**Organisations have positive gender norms and values with a specific focus on the role of men and boys.**

An open organisational culture in which people work together and harmful gender norms are addressed and tackled is a precondition for the sound and credible development of gender-sensitive, gender-responsive and gender-transformative policies. We therefore actively promote positive gender norms and values in organisations working for peace and security. In doing so, we pay attention to intersectionality and the ways in which gender, age, social class, religion, ethnicity, sexual orientation, political views, place of residence, education, work and physical or other disability can affect a person's access to equal rights and decision-making. We work for systemic change, through a process in which women, men, girls and boys and gender non-binary people jointly combat harmful gender norms and develop alternatives for action. Community groups (led by women), young people, peer educators and influential actors such as traditional, religious or political leaders and role models also have a crucial role to play. Finally, we work towards and monitor preconditions for systemic change, such as a sound policy on combating sexual exploitation, abuse and harassment.

## Sub-outcome 5.4

Institutional coordination and cooperation between international, regional, national and local actors in peace and security have been improved.

Sound policies and sustainable interventions depend entirely on the degree of coordination and cooperation with all stakeholders at all levels. This means, on the one hand, that we continue to strive for an integrated approach to peace and security. Government institutions and civil society organisations, including women's organisations, working on humanitarian aid, development cooperation, defence, justice, security and diplomacy engage where possible in strategic cooperation and/or align their efforts. At international level, the Netherlands is an active supporter of the reform process within the UN which should lead to better coordination between UN organisations, for example in the area of gender in humanitarian situations and in development cooperation. On the other hand, this means that we make greater efforts to ensure long-term, structural and equal cooperation and/or coordination with local and grassroots women's organisations and youth organisations and networks. They know the local situation and the needs and priorities of the various members of the community. We share knowledge and information with, consult with and facilitate the meaningful involvement of women and young people in policy development and policymaking. In addition, we promote gender-sensitive, gender-responsive and gender-transformative organisational structures, participate in joint consultations and encourage organisations to actively engage with one another.





## 4. GOVERNANCE AND BROAD STRATEGIC PARTNERSHIPS

As stated before, the National Action Plans have always been developed and are carried out and monitored by government in close cooperation with civil society. This broad strategic partnership and shared responsibility between government and civil society actors is a natural working method, known as the Dutch ‘polder model’, but it is still virtually unique in the world.

The NAP 1325-IV partners work together both on specific themes and at country and regional level. One major goal of this partnership is the exchange of knowledge, analysis and experience of particular sub-themes in order to improve the effective implementation of the WPS agenda, as a NAP community. We also work together as NAP 1325-IV partners to enhance public visibility and broad social support for the WPS agenda. Our thematic or geographical collaboration is based on common interests, knowledge and capacity for implementation, and is not decided in advance. The power of our partnership derives from the diverse composition of this partnership and involvement of small, medium-sized and large organisations, including development, humanitarian, peace, women’s and diaspora organisations, in the Netherlands and conflict affected countries, government ministries and individual experts.

The governance of NAP 1325-IV is in the hands of the oversight board. The oversight board reflects the broad support that NAP 1325-IV enjoys. It includes representatives of the Ministry of Foreign Affairs and WO=MEN (which are the joint NAP 1325-IV coordinators), the Ministries of Defence, Justice & Security, and Education, Culture & Science, the police, and two civil society organisations that rotate on an annual basis.

The oversight board has three functions with respect to NAP 1325-IV:

- (1) It improves NAP 1325-IV’s governance, annual reporting and learning agenda.
- (2) It ensures governmental support and timely political involvement.
- (3) It strives for greater public support for the WPS agenda and for knowledge-sharing.



## 5. MONITORING, EVALUATION, ACCOUNTABILITY AND LEARNING FRAMEWORK

### MONITORING AND EVALUATION

NAP 1325-IV's monitoring, evaluation, accountability and learning framework reflects the efforts of the Dutch NAP 1325-IV partners and their varying contributions to the implementation of Resolution 1325 and the broader WPS agenda. During the period of NAP 1325-IV implementation this framework will be continually improved and, as necessary, refined.

### ACCOUNTABILITY

The NAP 1325-IV partners are jointly responsible for implementing the WPS agenda. At the same time, every partner works on the basis of its own mandate. This means that every NAP 1325-IV partner commits itself to one or more outcomes or sub-outcomes and will annually report on these (see also Annex I). We bear joint responsibility for transparent and up-to-date monitoring of WPS efforts and for annual and periodic reporting at both national and international level.

The government bodies involved have an institutional obligation to report to the UN on their contribution to implementing Resolution 1325, the 10 successive WPS resolutions and CEDAW, as well as to the EU on the EU Action Plan on WPS. They are also responsible for annual reports to the House of Representatives. The civil society organisations are committed to providing insight into the work of Dutch civil society organisations and their local partners in implementing NAP 1325-IV.

### LEARNING

Reports by government and civil society on NAP 1325-IV also serve a learning purpose, with the aim of strengthening the implementation of the WPS agenda and achieving better results. Government progress reports and evaluations are shared with the House of Representatives, mainly in order to learn from experience and improve WPS policy and its implementation. The NAP 1325-IV community has existing channels for mutual learning, including bi-annual events for signatories, specific learning events, country and thematic groups, webinars, newsletters, a website and a Twitter account.

**Annex I: framework of NAP 1325-IV's strategic outcomes, sub-outcomes and indicators** contains the indicators that are used to monitor contributions to the achievement of the various NAP 1325-IV outcomes, including who makes them and how.

## ANNEX I: FRAMEWORK OF STRATEGIC OUTCOMES, SUB-OUTCOMES AND INDICATORS FOR NAP 1325-IV

The framework of the fourth Dutch National Action Plan on Women, Peace and Security (NAP 1325-IV) is our common instrument to **monitor progress towards the different strategic outcomes and sub-outcomes, which are the core of our NAP 1325-IV reporting obligations**. The five strategic objectives are formulated on the basis of the pillars of the Women, Peace and Security (WPS) agenda, and the sub-outcomes reflect the strategic choices that the Netherlands has made on the basis of our WPS analysis.

This framework reflects our ambitions for joint accountability. Existing Dutch reporting obligations to the UN, the CEDAW Committee, NATO and the EU provide its parameters, as well as the Ministry of Foreign Affairs' existing results frameworks (based on the Sustainable Development Goals (SDGs)). Moreover, NAP partners will collect stories of change through outcome harvesting and similar methods at different levels.

Baseline figures and information for 2020 exist for a number of indicators (the ones which are already being reported on); where these do not yet exist, reporting for 2021 will be the baseline. We will endeavour to disaggregate the data by gender and age in all phases of the monitoring and evaluation process. The framework includes both quantitative and qualitative indicators and reporting obligations. In addition to annual reports, an independent impact evaluation of NAP 1325-IV will be conducted in 2025.

| Outcomes  | Indicators and existing reporting obligations <sup>1</sup>  | References to existing Dutch, UN, EU & NATO reporting obligations | Organisations monitoring outcome |
|---|---|---|----------------------------------|
| <b>Participation</b>  |   |   |                                  |
| <b>Strategic outcome 1</b><br><b>More women hold leadership positions, and women participate equally and meaningfully in decision-making processes at every level in the interests of peace and security, including conflict prevention and resolution, peacebuilding, protection, relief, reconstruction and recovery.</b> | # and proportion of <i>women mediators, negotiators and technical experts</i> present in official and unofficial peace processes in which NL is engaged, with specific mention of those in leadership positions | EU WPS 1<br>UN WPS 11A, 11B<br>UN WPS 12 (political level)        | MFA <sup>2</sup>                 |
|   | # of Dutch military, police and civil missions with better gender balance and more women in senior positions, through recruitment campaigns or gender training  | UNSG WPS rpt B2.3<br>BZ/RF/RoL/1.1.c                              | MoD<br>MFA<br>MJS<br>Police      |

<sup>1</sup> References to qualitative indicators or reporting obligations are in italics.

<sup>2</sup> The Ministry of Foreign Affairs (MoFA) includes in-country embassies and missions. Abbreviations are used in this column for the Ministries of Foreign Affairs (MoFA), Defence (MoD), Justice & Security (MoJaS), Education, Culture & Science (MoECaS), the Interior & Kingdom Relations (MoIaKR) and Social Affairs and Employment (MoSAaE), as well as civil society (CSOs).

|  |   |                             |   |
|--|---|-----------------------------|---|
|  | <p># of Dutch government-supported processes with women's engagement and gender perspectives, i.e.:</p> <ul style="list-style-type: none"> <li>• National-level peace discussions or negotiations (track 1)</li> <li>• Local or subnational-level peace discussions or negotiations</li> <li>• Negotiated conflict management or reduction efforts (e.g. ceasefires, humanitarian access negotiations or prisoner release)</li> <li>• Transitional governance arrangements</li> <li>• Constitution-making</li> <li>• Legislation to secure higher positions for women</li> <li>• National dialogues on peace and security issues</li> <li>• Other</li> </ul> <p>Indicate in what official or unofficial capacities women engaged in these processes</p> | UNSG WPS rpt B.1<br>a, b, c | MFA<br>MoD<br>MECSS<br>MJS<br>CSOs                    |
|  | Examples of women reporting improved meaningful participation in decision-making (through self-assessments and storytelling)  |                             | CSOs  |
| <b>Sub-outcome 1.1</b><br><b>Enhanced enabling conditions for equal and meaningful participation by women and girls in peace and security, including conflict prevention and resolution, peacebuilding, protection, relief, reconstruction and recovery.</b> | <p># of laws, policies and strategies blocked, adopted or improved (by local and national governments or intergovernmental organisations) to promote women's meaningful and equal participation and leadership in conflict prevention, to promote peacebuilding and state-building, to counter gender stereotypes and to protect women's and girls' rights in crisis, conflict and post-conflict situations</p> <p><i>Qualitative interpretation:</i> please refer to BZ results framework (RF) on women's rights and gender equality (WRGE)</p>  | BZ/RF/WRGE/ 4.1             | MFA<br>MoD<br>MECS<br>MJS<br>MoIaKR<br>MoSAaE<br>CSOs |
|  | <p># of times that civil society organisations (CSOs) or community leaders have succeeded in creating space for CSO demands and positions on women's meaningful and equal participation and leadership in conflict prevention, peacebuilding and state-building, and protecting women's and girls' rights in crisis, conflict and post-conflict situations, through agenda setting, influence on debates and/or movement-building</p> <p><i>Qualitative interpretation:</i> please refer to BZ RF on WRGE</p>   | BZ/RF/WRGE/ 4.2             | CSOs  |
|  | <p># of individuals (agents of change) with improved attitudes, values and practices on promoting women's meaningful and equal participation and leadership in conflict prevention, peacebuilding and state-building, and on protecting women's and girls' rights in crisis, conflict and post-conflict situations</p> <p><i>Qualitative interpretation:</i> please refer to BZ RF on WRGE</p>  | BZ/RF/WRGE/ 4.3             | Government<br>MFA<br>CSOs                             |

|   |  |   |                                       |
|---|--|---|---------------------------------------|
|   | Examples of women who recognise that they have sufficient capacity to meaningfully participate in leadership positions (through storytelling)  |   | CSOs                                  |
| <b>Sub-outcome 1.2</b><br><b>Women's and diaspora organisations, human rights defenders and peace builders working for women's rights and gender equality in conflict and post-conflict countries are supported in their efforts to participate meaningfully in peace and security processes.</b>   | <p># of Dutch government initiatives to engage, support and protect women's rights organisations (WROs), women human rights defenders (WHRDs) and peace builders in country analysis and peace processes</p> <p>Examples of how these initiatives have led to changes for W(R)Os, WHRDs and women peace builders</p> <p># of WROs, WHRDs and peace builders addressing shrinking political, financial and social space and/or advancing women's rights and gender equality who have been strengthened and protected by the Dutch government and/or civil society</p> <p><i>Qualitative interpretation:</i> please refer to BZ RF on WRGE</p> | UNSG WPS rpt B2.2<br><br>BZ/RF/MO<br>BZ/RF/WRGE/5.2.1 | MFA<br>MJS<br>CSOs<br><br>MFA<br>CSOs |
|   | <p># of times that CSOs and WROs have contributed to and participated in:</p> <ul style="list-style-type: none"> <li>- agenda setting</li> <li>- influencing debates</li> <li>- creating space to engage</li> <li>- movement-building</li> </ul> <p><i>Qualitative interpretation:</i> please refer to BZ RF on WRGE</p> <p>Examples of women who recognise (through storytelling) that they have sufficient resources and capacity to meaningfully undertake their rights work and/or engage in decision-making</p>   | BZ/RF/WRGE/ 1.2                                       | MFA<br>CSOs                           |
| <b>Sub-outcome 1.3</b><br><b>Peace processes are inclusive and bottom-up, and the resulting declarations and their implementation reflect the needs of everyone, including women and young people at local level.</b>   | <p># and % of official peace processes supported by NL which recognise and incorporate women-led and other community-based peace initiatives</p> <p>Examples (through storytelling) of inclusive participation in peace processes</p>  |   | MFA<br>MoD<br>CSOs                    |
| <b>Prevention</b>   |  |   |                                       |
| <b>Strategic outcome 2</b><br><b>Conflict prevention and the prevention of violent extremism, including of related violence against women and girls, is based on the human rights approach and starts from the principle of human security. Prevention policy and its implementation are conflict-sensitive, gender-sensitive, gender-responsive and gender-transformative.</b> | Examples of stories/case studies demonstrating (through storytelling) positive change for women and for women's organisations as a result of conflict prevention measures  |   | Government<br>CSOs                    |

|   |  |                                     |                             |
|---|--|-------------------------------------|-----------------------------|
|   | <p># and % of early warning and conflict prevention policies and programmes using gender analysis to inform design and implementation</p> <p><i>Qualitative interpretation:</i> please refer to BZ RF on WRGE</p>  | BZ/RF/WRGE/ 5.3.3                   | MFA<br>MJaS                 |
|   | <p># of gender-responsive or gender-transformative policies and programmes to prevent violent extremism established and implemented by the Dutch government (including ones that respect operational space for civil society), and the impact of these policies and programmes at regional, national or subnational level</p>        | UNSG WPS rpt B.3.A                  | Government<br>CSOs          |
|   | <p># and % of staff with gender expertise in Dutch government institutions working on counterterrorism and on preventing and countering violent extremism</p>  | EU WPS 7                            | MFA<br>MJS                  |
| <p><b>Sub-outcome 2.1</b><br/> <b>Conflict prevention by means of local, peaceful, multi-dimensional strategies and approaches is given priority.</b></p>   | <p># of Dutch country strategies that include support for local <i>peaceful</i> conflict prevention measures and/or a multi-dimensional approach, if possible measured as a % of all Dutch strategies on fragile states</p>  |                                     | MFA<br>MJS<br>MoD<br>CSOs   |
| <p><b>Sub-outcome 2.2</b><br/> <b>Policy and policy implementation on countering radicalisation, violent extremism and terrorism respect the operational space of women's organisations, human rights defenders and peace builders.</b></p> | <p># of times that the Dutch government has supported CSOs and W(R)Os in participating in agenda-setting and policymaking on counterterrorism and combatting radicalisation</p> <p><i>Qualitative interpretation:</i> please refer to BZ RF on WRGE</p> <p>Examples of CSOs recognising meaningful participation in policymaking</p> | UNSG WPS rpt B.3B<br>BZ/RF/WRGE 4.2 | MFA<br>(FEZ)<br>MJS<br>CSOs |
|   | <p># of initiatives aimed at monitoring the potential negative impact of CVE/CT measures on civil society, particularly on W(R)Os, WHRDs and women peacebuilders</p> <p><i>Examples of initiatives that have avoided or reduced this negative impact</i></p>   |                                     | MJS<br>MFA                  |
|   | <p>% of women's organisations and women peacebuilders that perceive that they have sufficient civic space to meaningfully undertake their work</p> <p><i>Qualitative interpretation:</i> please refer to BZ RF on WRGE</p>   | BZ/RF/WRGE/ 5.3.3                   | MFA<br>CSOs                 |

| Protection  |  |                    |                              |
|---|--|--------------------|------------------------------|
| <b>Strategic outcome 3</b><br><b>Women and girls, as well as men and boys, in and from conflict situations, are protected against all forms of conflict-related violence, including sexual and gender-based violence. Their rights are safeguarded and enforceable.</b> | # of human rights-based policies that have been implemented which aim to eradicate all forms of sexual and gender-based violence (SGBV) in public and private life<br><br><i>Qualitative interpretation: please refer to BZ RF on WRGE</i>   | BZ/RF/WRGE/4.1     | MFA                          |
|   | Examples of best practices drawn from Dutch policies and initiatives on protection and how they affect women and girls in and from conflict-affected areas   | EU WPS 29          | MFA<br>MJS<br>CSOs           |
|   | # of times that CSOs have succeeded in creating space for CSO demands and positions on SGBV, through agenda-setting, influence on debates and/or movement-building<br><br><i>Qualitative interpretation: please refer to BZ RF on WRGE</i>   | BZ/RF/WRGE/1.2     | MFA<br>CSOs                  |
|   | # of women participating in:<br>- protection programmes (such as safe houses and shelters)<br>- justice and security sectors in conflict-affected countries and in NL  | UN WPS 16          | MFA<br>MoD<br>Police<br>CSOs |
| <b>Sub-outcome 3.1</b><br><b>Women and girls who have experienced conflict and/or related sexual and gender-based violence have access to international, regional, national and local security and legal systems.</b>   | Best practices and challenges drawn from policies and initiatives on protection and how they affect/benefit women, men, boys, girls and gender non-binary refugees or asylum seekers from countries affected by armed conflict   | EU WPS 29          | MFA<br>MJS<br>Police<br>CSOs |
|   | # of Dutch initiatives on improving women's access to justice in crisis-affected settings. These may include efforts to establish reparations processes and mechanisms and to support truth and reconciliation processes   | UNSG WPS rpt B.4.A | MFA<br>CSOs                  |
|   | Proportion of migrant and refugee women and girls in NL who have accessed or received gender-responsive services that meet their needs from police and the justice system<br><br>Examples of migrant and refugee women and girls in NL who have accessed or received gender-responsive services that meet their needs from police and the justice system |                    | MJS<br>CSOs                  |

|   |  |   |                               |
|---|--|---|-------------------------------|
| <p><b>Sub-outcome 3.2</b><br/> <b>Impunity is being combatted by prosecuting suspects and imposing sanctions on perpetrators of violent offences against women and girls, including sexual and gender-based violence.</b></p> | <p># and % of cases of SGBV that have been reported, investigated and adjudicated, internationally and in NL</p>   | <p>UN WPS 19<br/> EU WPS 24</p>               | <p>MJS<br/> CSOs<br/> MFA</p> |
|   | <p># and % of courts in conflict-affected countries that have been equipped to try cases of SGBV, with due attention to victims' safety, including Dutch-supported international courts and tribunals</p>  | <p>UN WPS 20</p>                              | <p>MJS<br/> CSOs</p>          |
| <p><b>Sub-outcome 3.3</b><br/> <b>Implementation of article 7.4 of the Arms Trade Treaty has been improved.</b></p>   | <p>Examples of the implementation of the Dutch mechanism on Arms Trade Treaty art. 7.4</p>   | <p>UN WPS 16</p>                              | <p>MFA</p>                    |
| <p><b>Sub-outcome 3.4</b><br/> <b>Asylum policy is being made gender-sensitive and gender-responsive, with a special focus on unaccompanied women, minors and LGBTIQI+ asylum seekers.</b></p>                                | <p>Examples of the implementation of gender-responsive and gender-transformative protection policy and programmes at Dutch national or subnational level</p>   |   | <p>MJS</p>                    |
|   | <p># of multi-stakeholder dialogues on the design, implementation and monitoring of protection policies and programmes, e.g. in shelters and reception centres</p>   |   | <p>MJS</p>                    |
| <p><b>Relief, reconstruction and recovery</b></p>   |  |   |                               |
| <p><b>Strategic outcome 4</b><br/> <b>Relief, reconstruction and recovery meet the needs and contribute to the empowerment of women and girls.</b></p>  | <p># of partners with a Gender with Age Marker (GAM) score of 3 or higher<br/><br/> <i>Qualitative interpretation: please refer to BZ RF on WRGE</i></p>   | <p>BZ/RF/HH/1.1.i)<br/> BZ/ RF/WRGE/5.3.2</p> | <p>MFA<br/> CSOs</p>          |
|   | <p># of humanitarian response programmes that take a common approach to gender and age<br/><br/> <i>Qualitative interpretation: Examples of cases in which a focus on GAMs has led to improved outcomes for women and girls</i></p>                            |   | <p>MFA<br/> CSOs</p>          |
| <p><b>Sub-outcome 4.1</b><br/> <b>Women's and girls' physical, mental and psychosocial health has been improved both inside and outside of humanitarian and fragile situations.</b></p>                                       | <p># of humanitarian response programmes that include mental health and psychosocial support (MHPSS)<br/><br/> <i>Qualitative interpretation: Examples of cases in which MHPSS programmes have led to improved psychosocial health for women and girls</i></p> | <p>BZ/RF/HH/ 1.1.f)</p>                       | <p>MFA<br/> CSOs</p>          |

|  |  |   |                       |
|--|--|---|-----------------------|
|  | # of humanitarian response programmes that have provided support services for survivors of SGBV, and # of survivors reached with these programmes<br><br><i>Qualitative interpretation:</i> Examples of these support services   | EU WPS 26<br>EU WPS 14<br>BZ/RF/HH/1.1.h  | MFA<br>CSOs           |
|  | # of women asylum seekers in asylum seekers' centres in NL who have accessed and received MHPSS<br><br><i>Qualitative interpretation:</i> Examples of women asylum seekers in asylum seekers' centres in NL who have accessed and received MHPSS that improved their mental health   |   | CSOs                  |
| <b>Sub-outcome 4.2</b><br><b>Women's and girls' socioeconomic position has been improved both inside and outside of humanitarian and fragile situations.</b>   | # of programmes for women and girls in fragile settings, and for refugee and asylum-seeking women and girls, that have contributed to their socioeconomic empowerment in their country of origin, in refugee camps or in NL<br><br><i>Qualitative interpretation:</i> Examples of improved livelihoods of women and girls in fragile settings, and of women refugees in NL | EU WPS 28<br>BZ/RF/Migr/1.3<br>BZ/RF/Migr/1.3.2.b<br>UN WPS 25B<br>UNSG WPS rpt B.4.A | MFA<br>MoSAaE<br>CSOs |
| <b>Sub-outcome 4.3</b><br><b>Humanitarian response is conflict-sensitive, gender-sensitive and gender-responsive and, where possible, gender-transformative, with local women's organisations and networks at the forefront.</b> | # and proportion of humanitarian response programmes based on rapid or other gender analysis and on conflict analysis  |   | MFA<br>MoD<br>CSOs    |
|  | % of funding channelled to local partners (giving examples), where possible disaggregated for women's organisations  | BZ/RF/HH/1.1.d)<br>(output level)   | MFA<br>CSOs           |
| <b>WPS mainstreaming</b>   |  |   |                       |
| <b>Strategic outcome 5</b><br><b>A gender lens is applied to every reorganisation, improvement, development and evaluation of analysis, policy and policy implementation with regard to peace and security.</b>                  | # of Dutch policy and bilateral/multilateral dialogues that include WPS-related priorities and commitments   | EU WPS 19   | MFA                   |
|  | Examples of best practices and stories illustrating WPS objectives in mandates and planning documents for missions and operations  | EU WPS 30   | MFA<br>MoD            |

|   |  |   |                                     |
|---|--|---|-------------------------------------|
|   | # of country/thematic strategic planning frameworks in conflict-affected countries that include WPS analysis, targets, indicators and budgets  | UN WPS 22   | MFA<br>MoD<br>CSOs                  |
|   | # of Dutch policy frameworks on refugees, asylum seekers and migrants that include sex and age disaggregated data and gender analysis  | CEDAW GR30/GR32   | CSOs                                |
| <b>Sub-outcome 5.1</b><br><b>Peace and security personnel are gender-aware and systematically apply a gender lens to policy formulation and implementation on peace and security.</b> | # and proportion of staff with gender/WPS expertise in Dutch government structures and institutions such as diplomatic missions, and in UN, NATO and OSCE missions and operations, with specific mention of those in leadership positions                  | EU WPS 2<br>EU WPS 7                                    | MFA<br>MoD<br>MJS<br>Police         |
|   | # of NATO-led activities, operations and missions that have been improved by integrating a gender perspective<br><br><i>Examples illustrating how a gender perspective has improved activities, operations and missions</i>                                | NATO/EAPC WPS<br>Policy and Action<br>Plan/ Outcome 1.4 | MoD                                 |
|   | # and % of military manuals, national security policy frameworks, codes of conduct and standard operating procedures/protocols for national security forces that include and apply measures to protect women's and girls' human rights                     | UN WPS 5B   | MoD<br>MJS<br>Police                |
| <b>Sub-outcome 5.2</b><br><b>Organisations endeavour to apply gender-responsive budgeting.</b>  | Total Dutch expenditure on the WPS agenda, including both the stand-alone WPS budget and WPS mainstreaming   | EU WPS 12<br>UNSG WPS rpt A.d<br>EU WPS 13              | Government<br><br>CSOs              |
|   | Proportion of funding allocated to CSOs that has been spent on WPS in conflict-affected countries  | UN WPS 23   | Government                          |
| <b>Sub-outcome 5.3</b><br><b>Organisations have positive gender norms and values with a specific focus on the role of men and boys.</b>   | # of individuals (agents of change) with improved attitudes and practices towards women's voice, agency, leadership, representation and participation in decision-making processes<br><br><i>Qualitative interpretation: please refer to BZ RF on WRGE</i> | BZ/RF/WRGE/2.3  | MoD<br>MFA<br>MJS<br>Police<br>CSOs |
| <b>Sub-outcome 5.4</b><br><b>Institutional coordination and cooperation between international, regional, national and local actors in peace and security have been improved.</b>      | # actions taken by the Dutch government, including diplomatic missions and operations, to address and include WPS issues raised by local, national and international civil society, especially women's organisations                                       | EU WPS 21   | MFA<br>MoD<br>Police                |
|   | # of documented cases in which NL has enhanced the WPS agenda through international coordination, networks and alliances   |   | MFA<br>CSOs                         |



**Change the World**  
#HearMeToo  
END VIOLENCE  
AGAINST WOMEN  
AND GIRLS

10  
**Make peace count: E**  
"Real  
Debate competition  
his

## ANNEX II: DUTCH AND INTERNATIONAL BACKGROUND INFORMATION ON WPS

In 2020, the year in which this fourth National Action Plan on Women, Peace and Security (NAP 1325-IV) is being launched, we are celebrating many major anniversaries: the 75th anniversary of the founding of the UN, the 25th anniversary of the adoption of the Beijing Declaration and Platform for Action, the 20th anniversary of the adoption of UN Security Council Resolution 1325, and the fifth anniversary of the adoption of the Sustainable Development Goals. The commitments contained in these documents and the initiatives taken as a result show that governments and civil society collectively recognise the need to strengthen and improve the role, rights and situation of women and girls in general, and particularly in relation to peace and security processes.

Yet as UN Secretary-General António Guterres has stressed, 'We still live in a world where women face exclusion from peace and political processes; where the number of attacks against women human rights defenders, humanitarians and peacebuilders continues to rise; where the attempted erosion of international human rights standards persists; and where xenophobia, racism, intolerance, homophobia, transphobia and violent misogyny continue to spread. We also continue to see high levels of conflict, violence and instability and are grappling with the imminent threat of climate change which, if unaddressed, will fuel further global insecurity and crises.<sup>36</sup> There is a global pushback on these and other issues in the area of Women, Peace and Security (WPS).<sup>37</sup> In addition, the consequences of the COVID-19 pandemic are impacting women and girls the hardest, potentially resulting in backsliding from progress made on securing their rights and opportunities.

This annex gives a concise overview of the Dutch and international context for WPS. Given the complexity and multiplicity of themes, a full summary of a context analysis on WPS is impossible.<sup>38</sup> The WPS themes below are addressed in arbitrary order.

### INTERNATIONAL CONTEXT

Gender inequality and sexual and gender-based violence against women and girls are among the main causes and consequences of conflict.<sup>39</sup> Social and/or institutional gender inequality originates and is perpetuated by harmful gender norms, patriarchal and other oppressive systems<sup>40</sup> and toxic masculinity. In times of conflict, war and instability, women and girls run an even greater risk than usual of violence, including sexual and gender-based violence, as do men, boys and LGBTIQ+ people.<sup>41</sup> LGBTIQ+ people run a particularly high risk. Like men and boys, women and girls can also be sympathisers, instigators and perpetrators in conflict situations, and sometimes even victims and perpetrators simultaneously.<sup>42</sup> Increased militarisation, the steady spread of small arms and light weapons, the development of new weapons and the lack of a gender lens in the security and justice sector have for decades now been exacerbating conflicts, gender inequality and conflict-related sexual and gender-based violence.<sup>43</sup>

### CONFLICT-RELATED SEXUAL AND GENDER-BASED VIOLENCE

Conflict-related sexual and gender-based violence is often used as a weapon or tactic of war to commit genocide, crimes against humanity, war crimes or terrorist offences.<sup>44</sup> Despite repeated calls and initiatives by the UN Security Council to end conflict-related sexual and gender-based violence, these crimes continue to be committed. Over the past 10 years, 65 state and non-state parties to conflict in 11 different countries have been suspected of committing conflict-related sexual violence on a massive scale; in 2019 there were still more than 50 such parties to conflict.<sup>45</sup> These parties to conflict have been on the UN Secretary-General's list for years.<sup>46</sup> Moreover, although there have been some ground-breaking cases before international, national and local courts in which the rights of and support for survivors have become increasingly central, impunity for suspects of conflict-related sexual and gender-based violence continues largely unabated.<sup>47</sup>

### VIOLENT EXTREMISM AND TERRORISM

The rise of radicalisation, violent extremism and terrorism has a multi-dimensional impact on the human rights of women and girls.<sup>48</sup> Violent extremist as well as terrorist groups sometimes aim specifically at subjugating women and girls. This results in large-scale violations of women's and girls' human rights, including such fundamental rights as freedom of expression, access to education and participation in public life. Extremist and terrorist violence, including sexual and gender-based violence,<sup>49</sup> has a lasting impact on women and girls and the affected communities. The resulting social stigma, economic hardship and structural inequality and discrimination often also affect those who have managed to escape. At the same time, women are not always victims or passive objects of oppression; they can also be armed extremists, sympathisers, facilitators and instigators themselves.

Yet women and female young adults can make a positive contribution to countering extremism and terrorism, as of course can men and boys. Women's organisations also have a role to play with their knowledge of local situations and communities. A problem that is often reported however is that government measures being taken worldwide to prevent and combat violent extremism (PVE and CVE) and promote counterterrorism (CT) have an adverse impact on women's organisations and women's rights.<sup>50</sup>

### VIOLENCE AGAINST PEOPLE AND GROUPS THAT DEFEND WOMEN'S RIGHTS AND GENDER EQUALITY

These are times of increasing violence, online and other threats, and pushback against women (as well as male and non-binary) human rights defenders, peace builders, environmental activists and politicians, LGBTIQ+ people, women with disabilities and journalists and organisations that support these people.<sup>51</sup> They and their family members are being threatened, bullied and tormented and are suffering violent attacks as well as off- and online incitement to hatred.<sup>52</sup> These efforts are aimed, among other things, at making their work impossible by storming their offices and closing these offices on the basis of false accusations. The victims' scope for action is being increasingly constricted worldwide; there is a global pushback against the defence of women's rights and gender equality.<sup>53</sup> These groups are finding it increasingly difficult to do their work independently and without social, economic and political interference, including in conflict situations.

## IMPACT OF CLIMATE CHANGE AND PANDEMICS ON THE SITUATION OF WOMEN AND GIRLS

The global consequences of climate change and environmental degradation have a great impact on women and girls.<sup>54</sup> Climate change is leading to more extreme weather, droughts and floods, loss of livelihoods and increasing competition for scarce natural resources like water and land. Gender inequality, gender-related roles and expectations and unequal access to natural resources play a significant role in determining how different groups are affected by climate change, and help make disadvantaged groups like women and girls even more vulnerable to conflict and instability.<sup>55</sup> This also holds true for epidemics such as COVID-19. For example, the COVID-19 pandemic is causing women and girls to be victims of conflict-related sexual violence, human trafficking and domestic violence more often than before, while access to justice and healthcare is almost non-existent or has been reduced even more by the pandemic.<sup>56</sup> In addition, the pandemic is widening the poverty gap between women and men, so that 47 million women and girls will be living in greater poverty in 2021.<sup>57</sup> This is undoing the progress made in recent decades in actually reducing this poverty gap.

## WOMEN AND GIRLS WITH A MIGRATION BACKGROUND FROM CONFLICT COUNTRIES

The number of refugees, displaced persons and asylum seekers who had experienced persecution, conflict, violence and human rights violations reached an unprecedented height in 2019: 79.5 million.<sup>58</sup> Before, during and after migration more than half of women and girls, as well as many men and boys, in these groups have direct or indirect experience of sexual violence and human trafficking.<sup>59</sup>

## RELIEF, RECONSTRUCTION AND RECOVERY

Women and girls have limited or no access to medical, legal, psychosocial and socioeconomic services in humanitarian settings and emergency situations. As a result, they lack means of protection, information and services relating to sexual and reproductive and other healthcare – while pregnancies as a result of sexual violence have a high mortality rate.<sup>60</sup> In 2019, an estimated 35 million women and girls needed life-saving sexual and reproductive health services.<sup>61</sup> In 2018, only 28% of humanitarian needs assessments reported the differentiated impact on women and girls in crisis situations and the underlying factors of vulnerability.<sup>62</sup>

According to the UN, initiatives aimed at economic recovery are almost entirely limited to microcredit or micro-enterprises for women, while large-scale reconstruction is almost exclusively dominated by and benefiting men.<sup>63</sup> Discrimination against women in access to property and means of production, including land, property and inheritance, credit, technology and banking, and the lack of productive employment and decent work violate women's rights and makes them vulnerable to extreme poverty and conflict-related sexual and gender-based violence, including human trafficking. In times of conflict, this situation becomes even worse. In nearly 40% of economies, women's property rights are restricted, and in nearly 30%, women's freedom of movement is restricted.<sup>64</sup> The lack of equal economic rights increases women's vulnerability in conflict situations and fragile environments and affects recovery.

The end of war and conflict often brings new challenges. Gender roles in society or the local community can lastingly change because of a conflict situation, either securing

more rights and opportunities for public and political participation by women or, on the contrary, ensuring a return to old habits and practices with less economic freedom, less bodily self-determination and less participation in decision-making processes.

## EQUAL AND MEANINGFUL PARTICIPATION

The equal and meaningful participation of women in all decision-making processes relating to conflict prevention and resolution, the creation and maintenance of peace and security, and post-conflict peace work is necessary in view of the impact of conflict on women and girls.

Besides being a fundamental human right, this leads to more inclusive decision-making and to shared responsibility and ownership, and thus to more sustainable peace and reconstruction.<sup>65</sup> In practice, however, coordination between the different tracks (grassroots, local, national and international) is lacking, and women and young people particularly, as well as other marginalised groups, have little or no direct access to political decision-making at national and international level.

Despite the many global, regional and national commitments and initiatives, there are major challenges in safeguarding the participation of women and girls. The political will to achieve this participation seems to be absent.<sup>66</sup> Women and girls face discriminatory laws and political systems that exclude them from public life or make their role in it marginal – a state of affairs that is often perpetuated by patriarchal and/or corrupt systems. The number of women participating in security sector reforms, disarmament, demobilisation and reintegration and other peacekeeping and peace promotion efforts, including peace missions and peace negotiations, remains low. The approaches to disarmament, demobilisation and reintegration reaffirm gender stereotypes. They confirm the perception that women are victims, thus potentially undermining the leadership roles that women can play. They also limit the scope for men to challenge and rethink the gender norms that dictate certain behaviours. In addition, there are still obstacles to women and women's organisations' working in the security sector, such as exclusion, negative perceptions and risks to their safety through cooperation with security forces.

Increased participation by women in the security sector requires a fundamental change of perceptions of both peace processes and gender roles. Peace processes, negotiations and peace agreements should be gender-sensitive. Between 1990 and 2018, only 353 out of 1,789 peace agreements (19.7%), covering more than 150 peace processes, contained provisions on women, girls or gender.<sup>67</sup> This figure has been falling in recent years, with only 4 out of 52 peace agreements (7.7%) containing provisions on gender in 2018.<sup>68</sup> Even when such agreements do contain specific provisions on gender, their implementation has proved difficult. Often the provisions have been implemented only partially or minimally. Despite the progress that has been made in introducing gender training for peacekeepers and civilian personnel and dedicated gender expertise in missions and in prevention and response mechanisms for dealing with conflict-related sexual violence, an enormous amount remains to be done.<sup>69</sup> Women still constitute only 4.2% of the military personnel deployed in UN peace operations, and there is not enough female participation and representation in senior positions in civilian missions, especially high-risk civilian missions.<sup>70</sup>

## THE DUTCH CONTEXT

The Dutch focus in implementing the WPS agenda in recent years has mainly been on conflict and post-conflict areas. However, the implementation of the WPS agenda in the Netherlands and in peaceful countries in general is just as important.<sup>71</sup> In the Netherlands, too, there is still an enormous amount to be done to ensure women's participation in politics, peace and security, for example. Within the EU, the Netherlands ranks 12th for women's political, economic and social representation.<sup>72</sup> Of Dutch MPs, 30% are women.<sup>73</sup> Of military personnel overall, 10% are women; and of the 77 highest-ranking military officers (generals or higher), two are women.<sup>74</sup> Implementing the WPS agenda in the Netherlands is also important because the country is host to an extensive migrant and refugee community, some of whom come from countries at war or other conflict countries.<sup>75</sup> In 2019, 22,533 people applied for asylum in the Netherlands;<sup>76</sup> an increase of 2,180 relative to 2018, when 20,353 people applied.<sup>77</sup> There is only limited data on the mental and psychosocial health, protection and active participation of women in the Netherlands with a migration background who have experienced conflict. A brief analysis is given below.

## WOMEN AND GIRLS WITH A MIGRATION BACKGROUND FROM CONFLICT COUNTRIES

Research on migratory flows on, for example, the Mediterranean and Western Balkan routes to Europe shows that half the women and girls concerned, as well as many men and boys, have experienced some form of violence not only in their home country, but also on their migration route, often several times and in different locations.<sup>78</sup> Women-led households are at risk not only along the migration route and in refugee and IDP camps, but also in reception centres, including in the Netherlands.<sup>79</sup>

Although the Dutch government bodies concerned already use many gender-specific measures in their work and procedures,<sup>80</sup> women with a migration background indicate that current practice could be further improved. The current lack of psychosocial support from the outset, as experienced by many women and, in particular, by those who have suffered serious trauma as a result of conflict-related sexual and gender-based violence, and the fact that they have to recount these traumatising events over and over again throughout the procedure, exacerbate women's traumas.<sup>81</sup> These women also regularly keep silent about the conflict-related sexual and gender-based violence they have experienced, partly due to fear and a lack of trust in public authorities.<sup>82</sup> Women refugees and asylum seekers also indicate that there is a need for more knowledge, understanding and attention to the situation in countries of origin, including the fact that women from countries with conservative, patriarchal family law have little or no access to relevant official documents.<sup>83</sup> Moreover, these women need better communication about the asylum procedure and the progress of their application, especially in view of the fact that they have not had prior experience of legal procedures.<sup>84</sup>

With regard to integration, the Netherlands should ensure that men and women with a migration background are given and retain equal opportunities on the labour market, in line with its international obligations.<sup>85</sup> Although there are several programmes and pilot projects to improve the position of women with a migration background and many 'lessons

learned' have been developed over the past several decades, there is no government-wide, structural policy. The knowledge and experience of women and girls with a migration background is not systematically taken into account in decision-making.<sup>86</sup> At municipal level, there is no holistic and inclusive integration policy with a systematic focus on, among other things, gender-based and culturally specific violence.<sup>87</sup> Support is currently fragmented because municipalities can decide for themselves what kind of help they offer women.<sup>88</sup> This stands in the way of basic structural support, early detection of multiple problems and a focus on the safety of women in dependent positions. There should also be a focus on other obstacles they face, such as discrimination due to their migration background. Women and young people with a migration background indicate that professionals who work with migrants often have insufficient knowledge of trauma and of conflict-related sexual and gender-based violence in migrant communities.

It is also important that women and girls with a migration background have easy access to security and justice systems, with support in their own languages.<sup>89</sup> In the Netherlands, anyone with a limited command of Dutch has the right to an interpreter throughout the asylum procedure and in appeals. However, women with a migration background regularly face specific obstacles in obtaining access to justice, partly due to linguistic and translation problems and differences in cultural practices, for example in connection with their asylum application or lodging a criminal complaint. Access to affordable or free legal assistance is often a problem. It should be provided in a more gender-sensitive manner, taking account of the history, conditions and events that women and girls have experienced. These may include the difficult and unsafe conditions and experiences they may have encountered while they were fleeing or migrating, the immediate psychosocial support they may need and the difficulties they may face in obtaining the necessary legal documents from their country of origin to substantiate their claims.<sup>90</sup> The way in which law enforcement agencies deal with refugees and asylum seekers during initial contacts affects their trust in security and justice systems in the longer term as well as the short term. Women and girls, as well as men, boys and LGBTQI+ people, must be able to trust that the police will take them seriously and listen to them, and that they can safely lodge a complaint sexual or other abuse or of some other crime. Providing spaces where victims/survivors can talk and share their experience and knowledge is essential.

The Netherlands is working to combat impunity for serious violations of international humanitarian and criminal law, including conflict-related sexual and gender-based violence, at national level as well as at the International Criminal Court in The Hague. For example, suspects of these crimes who reside in the Netherlands are tried by the Special Division for International Crimes of The Hague Court of Appeal.<sup>91</sup> In addition, refugees residing in the Netherlands receive information in their own language or a language they understand about how to lodge a criminal complaint against suspects of international crimes and how to give testimony as witnesses. However, witnesses against or victims of suspects who are being tried in Dutch courts do not have access to free legal aid in the Netherlands, because the crimes were committed outside the Netherlands. A temporary advisory body is conducting a comprehensive study of the system of compensation for victims of criminal offences. If the outcome of this study justifies it, the question of whether victims of offences committed abroad should be eligible for free legal assistance, and if so under what conditions, will be reconsidered.

## LIST OF ABBREVIATIONS

|                        |  |
|------------------------|--|
| <b>CEDAW Committee</b> | Committee on the Elimination of Discrimination against Women   |
| <b>COVID-19</b>        | Coronavirus disease 2019   |
| <b>EU</b>              | European Union   |
| <b>LGBTQI+</b>         | Lesbian, Homosexual, Bisexual, Transgender, Queer, Intersex and all other non-heterosexual and non-cisgender persons |
| <b>NAP</b>             | National Action Plan   |
| <b>NAP 1325-IV</b>     | Fourth Dutch National Action Plan on WPS   |
| <b>NATO</b>            | North Atlantic Treaty Organization   |
| <b>NGO</b>             | Non-governmental organisation  |
| <b>SADD</b>            | Sex and age disaggregated data   |
| <b>SDG(s)</b>          | Sustainable Development Goal(s)  |
| <b>SRHR</b>            | Sexual and reproductive health and rights  |
| <b>UN</b>              | United Nations   |
| <b>UNSC</b>            | UN Security Council  |
| <b>WPS</b>             | Women, Peace and Security  |
| <b>W(R)O</b>           | Women's (Rights) Organisation  |

## LIST OF TERMS

### ASYLUM SEEKERS

Someone who asks another country for protection by submitting an asylum application. The country in which asylum is being sought checks whether the asylum seeker falls under the UN Refugee Convention, or under the categorial grounds established by that country, and therefore requires protection. This check is carried out in the asylum procedure.<sup>92</sup> See also 'migration/migrants' and 'refugees'.

### BUILDING BACK BETTER

An approach for transformative post-crisis and post-conflict recovery aimed at reducing vulnerability to future crises and conflict and increasing the community's physical, social, ecological and economic resilience. The COVID-19 crisis has demonstrated the importance of systemic change in emerging stronger from a crisis. Building back better (BBB) originated from a growing awareness of global vulnerability, and the importance of not returning to the situation that caused it (i.e. of providing an avenue for change). BBB is about making the world fairer and more sustainable. It is also about recalibrating public and private and the need for inclusive and effective governance. The Sustainable Development Goals (SDGs) and the Paris Agreement serve as our compass in this process.<sup>93</sup>

### COMMUNITY-BASED ORGANISATIONS

Civil society organisations and groups that are active locally and run by people from the same community. Community-based organisations often focus on representing the interests of local people and improving their living conditions. Many community-based organisations stand up for the rights of the communities they represent, or strive to achieve equal opportunities in society across a range of themes.

### CONFLICT-RELATED SEXUAL AND GENDER-BASED VIOLENCE

Sexual and/or gender-based violence against an individual or a group of individuals (men, women, boys, girls or non-binary persons), committed or commanded in the context of a crisis or conflict situation.

- *Gender-based violence*: violence encountered by someone because of their sex or gender. Such violence may be sexual, physical or psychological in nature.

- *Conflict-related sexual violence*: rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, forced sterilisation, forced marriage and any other form of sexual violence of comparable severity against women, men, girls or boys that is directly or indirectly linked to a conflict. The term also covers human trafficking based on sexual violence and/or sexual exploitation that takes place in conflict situations. See also articles 6, 7 and 8 of the International Criminal Court's Rome Statute (and the related Elements of Crimes document) for the definitions of the different forms of conflict-related sexual violence such as genocide, crimes against humanity and war crimes.

## CONFLICT-SENSITIVE

The ability to understand the context within which one is operating, in particular tensions between groups and possible issues that could sow divisions or even strengthen social cohesion. Also, the ability to understand the interaction between an intervention and context and to act accordingly, so as to minimise the negative impact and maximise the positive impact on conflicts.<sup>94</sup>

## CULTURE OF PEACE

A series of values, attitudes, behaviours and traditions that reject violence and prevent conflicts by tackling the underlying causes, so as to resolve problems through dialogue and negotiation between individual groups and countries.

## 'DO NO HARM' PRINCIPLE

Understanding the impact of humanitarian or development aid or of military intervention on existing conflicts, as well as understanding these interactions within a specific context, with the aim of limiting or preventing unintended negative effects.

## EARLY WARNING MECHANISMS

Any initiative aimed at systematically collecting data, and analysing and/or formulating recommendations (including risk assessment and information exchange), in the interest of early identification of conflict outbreak.

## GENDER

Gender refers to the social construction of female or male identity. Gender concerns the different social status, roles, behaviours, activities and qualities which certain societies deem suitable for people at a given time. Gender also refers to the relationship between groups of women and between groups of men. These roles and attributes are a social construct and are learned through socialisation processes. As such, gender roles and relations differ from society to society and in different periods in history.

## GENDER ADVISORY CAPACITY

The presence of gender knowledge in a team or programme, and/or advisory personnel specialising in gender.

## GENDER ANALYSIS

A systematic analytical process based on sex-disaggregated and gender information that identifies the differences between women and men, and also within groups of women and men, in terms of their relative position in society and in the distribution of resources, opportunities, limitations and power in a specific context. Applying gender analysis enables the development of interventions to address gender inequality and meet the

different needs of men and women. It demonstrates how gender-related power relations give rise to unequal access to resources, and to discrimination, subordination and social exclusion, particularly when they overlap with existing marginalisation due to class, ethnicity, caste, age, disability status, sexuality, etc.<sup>95</sup>

## GENDER-AWARE

The ability to view a society from the perspective of gender roles and, in doing so, to understand how they influence and determine the life experiences, opportunities, expectations and needs of, for example, women in relation to men.

## GENDER-BASED VIOLENCE

See 'conflict-related sexual and gender-based violence'.

## GENDER EQUALITY

Equal rights, responsibilities and opportunities for everyone, regardless of their sex or gender. See also 'empowerment'.

## GENDER LENS

See 'Gender-aware'.

## GENDER MAINSTREAMING

A strategy to achieve gender equality. It involves integrating a gender perspective in the preparation, design, implementation, supervision and evaluation of policy, regulatory measures and programme expenditure, with a view to promoting equality between men and women and combating discrimination.<sup>96</sup>

## GENDER NON-BINARY

A gender non-binary person is someone who does not identify with the binary gender categories of 'man' or 'woman'.

## GENDER NORMS

Norms and expectations related to female and male identity, as defined at that time by a certain society, culture and community.

## GENDER-RESPONSIVE/GENDER-RESPONSIVE APPROACH

Gender-responsive refers to results that reflect an understanding of gender roles and inequality, and which attempt to encourage equal participation and equal and fair distribution of advantages. Gender-responsiveness is achieved through gender analysis and gender inclusion.

## **GENDER-RESPONSIVE BUDGETING**

Process of assessing budgets and structuring income and expenditure through a gender lens, thereby ensuring that the available resources and/or services or activities resulting from those resources can be accessed by women and girls (and gender non-binary people) as well as by men and boys.<sup>97</sup>

## **GENDER-SENSITIVE/GENDER-SENSITIVE APPROACH**

Policy and programmes that take the individuality of the lives of both women and men into account, while at the same time aiming to eliminating inequalities and promote the equality of women and men, including the equal distribution of resources, and to that end focus on and take account of the gender dimension.

## **GENDER STEREOTYPES**

Preconceived ideas whereby women, men or other gender identities are allocated arbitrary characteristics and roles that are determined and limited on the basis of their sex.

## **GENDER-TRANSFORMATIVE/GENDER-TRANSFORMATIVE APPROACH**

This approach researches and interrogates unequal gender norms and power dynamics, and actively transforms them into positive values that directly strengthen gender equality. The aim is to tackle the causes of gender inequality and change unequal power relations.

## **GRASSROOTS**

Grassroots refers to social and/or political processes developed from below: that is, citizens rather than policymakers develop initiatives and take decisions. This term also covers community-based activism.

## **HUMAN RIGHTS APPROACH**

Human rights as a basic principle. Efforts focused on achieving the right to equality, non-discrimination, participation and inclusion, and the ensuing responsibility of government authorities. Such an approach is based on people's needs and rights, and involves them in the development of programmes, with respect for the principles of human rights and awareness of the vulnerable positions people may be in.

## **HUMAN SECURITY**

Human security is an approach based on people being able to provide for themselves and live dignified lives. It requires people-oriented, comprehensive, context-specific and prevention-oriented responses that strengthen the protection and empowerment of all people.

## **INTERSECTIONALITY**

Analytical instrument for studying, gaining insight into and responding to the ways in which sex and gender overlap with other personal identities, such as age, ethnicity, class and health, and how these interfaces contribute to unique experiences of discrimination, power inequality and exclusion.

## **LOCALISATION**

Local knowledge and resilience are key.<sup>98</sup>

## **MIGRANTS/MIGRATION**

Migration is a broad term used to refer to movement from place to place within or beyond national borders, for example for work (seasonal or otherwise), education, or marriage with a foreign or other partner. Most migrants are not forced to leave their home country ('asylum migration'), but leave in the hope of finding better opportunities and work ('labour migration') or to study ('knowledge migration'). People also migrate to be with their family ('family migration'). The vast majority of migration takes place via regular routes and involves valid travel documents and student or employment visas.<sup>99</sup>

## **MULTI-SECTORAL APPROACH/MULTI-DIMENSIONAL APPROACH**

A holistic approach by which a problem or situation is assessed and tackled from a variety of perspectives. For example, conflicts often have multiple root causes which need to be addressed or eliminated collectively and simultaneously. Multiple sectors (humanitarian aid, development, defence, etc.) play a role in this and should ideally work together and/or coordinate policy implementation and interventions.

## **RAPID CONFLICT ASSESSMENT**

Conflict assessment is the first phase in the process of conflict management and conflict resolution. It involves rapid data collection and assessing the potential or existing conflict, including the background, participants, problems, dynamics and possible solutions.

## **RAPID GENDER ANALYSIS TOOLS**

Rapid gender analysis tools are used to quickly access essential information about gender roles and responsibilities, capacities and vulnerabilities, together with programming recommendations. It is used in situations in which time is of the essence and resources scarce, for example in crises.

## **REFUGEES**

A refugee is someone who has 'well-founded fear' of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion who is not protected in their own country. This definition is set out in the UN Refugee Convention. Whether a person's fear is well-founded is determined in the Netherlands by the Immigration and Naturalisation Service (IND). The Netherlands also grants refugee

status on certain categorical grounds. Asylum seekers recognised as refugees are given 'refugee status'; they are also referred to as 'asylees' (*statushouders*) or 'permit holders' (*vergunninghouders*). See also 'asylum seekers' and 'migrants/migration'.<sup>100</sup>

### **SAFE SPACE**

A physical or non-physical space (e.g. a group of people, or online) where people give each other support, security and respect.

### **SURVIVOR-CENTRED (APPROACH)**

Approach whereby the wishes and needs of survivors of violence are central. This includes recognising that violence has been inflicted, involving the survivor in discussions that concern them, ensuring they can access the courts and justice, ensuring they receive restitution payments and, above all, enabling them able to survive and recover from the trauma. This means having sufficient financial capacity available, plus the necessary healthcare and psychosocial support, including access to sexual and reproductive health and rights.

### **TRACK 1/2/3 (PEACE) PROCESSES**

In the field of peacebuilding, initiatives involving government officials and other high-level decision-makers are referred to as Track 1. Initiatives that work with influential civil society actors are referred to as Track 2. Initiatives that involve the local population at community and grassroots level are referred to as Track 3.

### **TRANSITIONAL JUSTICE**

Transitional justice refers to the ways in which countries emerging from periods of conflict and oppression address large-scale or systematic human rights violations that are so numerous and so serious that the normal court system is unable to respond adequately. Victims/survivors and their needs are central to transitional justice mechanisms.

### **UN SYSTEM-WIDE STRATEGY ON GENDER PARITY**

This UN Strategy sets out recommended actions for achieving gender equality within the organisation by 2028. It covers targets and accountability, special measures, creating an enabling work environment, senior appointments and mission settings.

### **VIOLENCE AGAINST WOMEN**

A violation of human rights and a form of discrimination against women, including all acts of gender-based violence that result, or are likely to result, in physical, sexual, psychological or economic damage or suffering for women, including the threat of such acts, coercion or arbitrary deprivation of liberty, regardless of whether this takes place in the public or private sphere.

### **WOMEN AND GIRLS**

In the framework of this NAP 1325-IV, this means women and girls in all their diversity, i.e. regardless of age, social class, religion, ethnicity, gender identity, sexual orientation, place of residence, education, political opinion, employment, mental or physical disability, etc.

### **WOMEN AND GIRLS WITH MIGRANT BACKGROUNDS WHO HAVE EXPERIENCED CONFLICTS**

Women and girls born abroad (first generation) or who have at least one parent who was born abroad (second generation) and who have experienced armed conflict or conflict-related violence. These may be women and girls with refugee status, asylum seekers, failed asylum seekers, migrants, stateless persons or persons who have now acquired Dutch nationality.<sup>101</sup>

### **WPS (WOMEN, PEACE AND SECURITY) MAINSTREAMING**

The organisation/reorganisation, improvement, development and evaluation of analysis, policy and policy implementation at all levels, so that a gender lens is part of all analysis, policy and policy implementation relating to peace and security.

## END NOTES

- 1 As the resolutions and documents on the WPS agenda are in English, the original English-language documents are the definitive source in the event of terminological questions. The original English text of Resolution 1325 (2000) can be found at <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N00/720/18/PDF/N0072018.pdf?OpenElement>.
- 2 These are the 10 successive, related UN Security Council resolutions: 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015), 2467 (2019), 2493 (2019) and 2538 (2020). The following two resolutions are also significant in this connection, although they are not officially part of the WPS framework: 2272 (2016) on sexual exploitation and abuse in peace operations, and 2331 (2016) on human trafficking.
- 3 See <https://www.peacewomen.org/member-states> (as of August 2020).
- 4 The original texts are: Convention on the Elimination of All Forms of Discrimination against Women, New York, 18 December 1979; UN General Assembly, Arms Trade Treaty, 2 April 2013; UN General Assembly, 'Transforming our World: The 2030 Agenda for Sustainable Development', A/RES/70/1, 21 October 2015.
- 5 The letter to parliament of 29 March 2018 from Minister of Education, Culture and Science Ingrid Engelshoven presenting this policy document can be found (in Dutch) at <https://www.rijksoverheid.nl/documenten/kamerstukken/2018/03/29/emancipatienota-2018-2021>. Moreover, central government as a whole is working towards gender equality, and every ministry has signed the Diversity Charter.
- 6 Ministry of Foreign Affairs, 'Investing in Global Prospects: For the World, for the Netherlands', May 2018, p. 8. On pp. 26-27 concerning SDG 5, for example, a link is made with Resolution 1325, setting out the following four targets for gender equality and empowerment of women and girls: (1) Increase women's participation in political and other decision-making and women in leadership; (2) Increase economic empowerment and improve the economic climate for women; (3) Prevent and eliminate violence against women and girls; (4) Strengthen the role of women in conflict prevention and peace processes, and protect them in conflict situations.
- 7 Ministry of Foreign Affairs, 'Working Worldwide for the Security of the Netherlands: An Integrated International Security Strategy 2018-2022', 2017.
- 8 In addition, external experts who are active on WPS issues have given input into NAP 1325-IV.
- 9 For a summary of these consultations, see <https://www.nap1325.nl/assets/Summaries-NAPIV-Consultations-2020.pdf>.
- 10 For the list of NAP 1325-IV partners, see <https://www.nap1325.nl/partners-2020/>.
- 11 See Mirsad Miki Jacevic, 'WPS, States and the National Action Plans', in Sara E. Davies and Jacqui True (eds.), *The Oxford Handbook of Women, Peace, and Security* (Oxford: Oxford University Press 2018), p. 279; Caitlin Hamilton, Nyibeny Naam and Laura J. Shepherd, 'Twenty Years of Women, Peace and Security National Action Plans: Analysis and Lessons Learned', March 2020, p. 10.
- 12 See e.g. Ministry of Foreign Affairs of the Netherlands, 'Women: Powerful Agents for Peace and Security | Dutch National Action Plan (2012-2015): For the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace & Security: A Dutch Partnership', November 2011; 1325 Dutch NAP Partnership, 'The Netherlands' National Action Plan on Women, Peace and Security 2016-2019: A Partnership to Contribute to the Implementation of the Women, Peace and Security Agenda', 2016; Letter from the government reporting progress on the Dutch National Action Plan (NAP) for the implementation of UN Security Council Resolution 1325 (in Dutch), 32605, no. 121, 28 February 2013; Letter from the government on women, peace and security (in Dutch), 26150, no. 150, 9 March 2016; Letter from the Minister of Defence to the President of the House of Representatives of the States General (in Dutch), 21501-28, no. 184, 18 January 2019.
- 13 Letter from the government reporting progress on the Dutch National Action Plan (NAP) for the implementation of UN Security Council Resolution 1325 (in Dutch), 32605, no. 121, 28 February 2013.
- 14 Idem; twice a year the Dutch and Spanish Ministries of Foreign Affairs and Defence hold a course on 'A Comprehensive Approach to Gender in Operations' for military personnel, diplomats and other civilian experts.
- 15 See e.g. NGO Working Group on Women, Peace and Security, 'Open Letter to Permanent Representatives to the United Nations on the Occasion of the 20th Anniversary of Resolution 1325 (2000)', 1 October 2020; 'De Wereld snakt naar vrouwelijke kracht' ('The World Longs for Women's Strength'), *Vice Versa* 54(3), special issue on gender, 2020; UN Women, 'Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council Resolution 1325', 2015.
- 16 United Nations Security Council, 'Women and Peace and Security: Report of the Secretary-General', S/2019/800, 9 October 2019.
- 17 UN Women, 'Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council Resolution 1325', 2015, p. 14 (a study of 31 major peace processes between 1992 and 2011).
- 18 United Nations Security Council, 'Women and Peace and Security: Report of the Secretary-General', S/2019/800, 9 October 2019, para. 4.
- 19 Ines Keynaert et al., 'Sexual and Gender-based Violence in the European Asylum and Reception Sector: A Perpetuum Mobile?', *European Journal of Public Health* 25(1), 2015, pp. 90-96. See also Anja Parish, 'Gender-Based Violence against Women: Both Cause for Migration and Risk along the Journey', Migration Policy Institute, 7 September 2017; Jacinta Astles, 'What Makes Migrants Vulnerable to Gender-Based Violence?', IOM/UN Migration, <https://rosanjose.iom.int/site/en/blog/what-makes-migrants-vulnerable-gender-based-violence>.
- 20 United Nations Security Council, 'Report of the Secretary-General on Conflict-Related Sexual Violence', S/2020/487, 3 June 2020, paras. 5 and 74 and annex.
- 21 WO=MEN Dutch Gender Platform, 'Hold the Line: COVID-19 and the Pushbacks on Gains Made on Gender Equality and Women's Rights', 2020.

22 Ministry of Foreign Affairs, Policy and Operations Evaluation Department (IOB), Gender, Peace and Security: Evaluation of the Netherlands and UN Security Council Resolution 1325, 2015 (evaluation of NAP 1325-I and NAP 1325-II); Rosien Herweijer, 'Mid Term Review: National Action Plan on Women Peace and Security 2016-2019', February 2019 (evaluation of NAP 1325-III). NAPs 1325-I, -II and -III can be found at <https://www.nap1325.nl/publicaties/>.

23 See e.g. Zsuzsanna Lippai and Angelic Young, 'Creating National Action Plans: A Guide to Implementing Resolution 1325', Inclusive Security, 2017; Caitlin Hamilton, Nyibeny Naam and Laura J. Shepherd, 'Twenty Years of Women, Peace and Security National Action Plans: Analysis and Lessons Learned', March 2020; Dutch CEDAW Network, 'Verslag bijeenkomst GR 30, over vrouwen in (post) conflict situations' ('Report of a Meeting on General Recommendation 30: Women in Conflict and Post-Conflict Situations'), 29 August 2019.

24 This definition is based on the definition of gender mainstreaming used by the Council of Europe, see <https://www.coe.int/en/web/genderequality/what-is-gender-mainstreaming>.

25 Jorrit Kamminga, Lotje Boswinkel and Tamara Göth, 'Because She Matters: Ensuring Women's Meaningful Participation in Peacebuilding in Afghanistan', Oxfam, Cordaid and Inclusive Peace, September 2020.

26 Studies show that when civil society, including women's organisations and individual women, could exercise effective influence on a peace process, a peace agreement was almost always reached, it was more likely to be carried out and it was maintained for a longer period. See e.g. NGO Working Group on Women, Peace and Security, '2020 Civil Society Roadmap on Women, Peace and Security', 2020, p. 12; Thania Paffenholz, 'Can Inclusive Peace Processes Work? New Evidence from a Multi-year Research Project', CCDP Policy Brief, April 2015; Thania Paffenholz, 'Beyond the Normative: Can Women's Inclusion Really Make for Better Peace Processes?', CCDP Policy Brief, April 2015; Laurel Stone, 'Women Transforming Conflict: A Quantitative Analysis of Female Peacemaking', SSRN Working Paper, 13 May 2014.

27 These can include oppression based on institutional and other racism, a colonial past, class, ethnicity, religion and privilege.

28 Also known as SEAH.

29 LGBTIQ+ stands for lesbian, gay, bisexual, transgender, queer, intersex and other non-heterosexual sexual orientations or non-cisgender identities.

30 UN Security Council Resolution 2467 (2019) explicitly recognises male victims of conflict-related sexual violence.

31 In the Netherlands, we work to put people residing in our country who are suspected of international crimes, including sexual and gender-based crimes, on trial. See the letter to parliament (in Dutch): <https://www.rijksoverheid.nl/documenten/kamerstukken/2020/05/13/tk-rapportagebrief-internationale-misdrijven-2019>.

32 The Netherlands has pressed at the UN to impose sanctions on parties to conflict that have

committed acts of conflict-related sexual violence, see e.g. ['UN Security Council imposes sanctions to combat sexual violence in Libya'](#), 5 November 2018.

33 See ATT Secretariat, Final Report of the Fifth Conference of States Parties to the Arms Trade Treaty, ATT/CSP5/2019/SEC/536/Conf.FinRep.Rev1, 26-30 August 2019.

34 Also known as domestic abuse.

35 See <https://insights.careinternational.org.uk/in-practice/rapid-gender-analysis> (Rapid Gender Analysis) and <https://www.iascgenderwithagemarker.com/en/home> (Gender with Age Marker).

36 United Nations Security Council, 'Women and Peace and Security: Report of the Secretary-General', S/2019/800, 9 October 2019, para. 3.

37 UNSC Resolution 2493 (2019); Edith M. Lederer, 'UN Chief Warns of "Relentless" Pushback on Women's Rights', AP News, 11 March 2019, <https://apnews.com/f6e19fb4eb064825a2d6b7bafdd4f0f7>. 38

This annex was finalised on 14 October 2020.

39 See also World Bank and United Nations, *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict* (Washington, D.C.: World Bank, 2018). Conflict prevention and the link with the WPS agenda are also addressed in, for example, UNSC Resolution 1325 (2000); UNSC Resolution 1889; UNSC Resolution 2242 (2015); CEDAW Committee General Recommendation 30; and EU Action Plan on WPS, Objective 4.

40 These can include oppression based on institutional and other racism, a colonial past, class, ethnicity, religion and privilege.

41 See e.g. United Nations Security Council, 'Report of the Secretary-General on Conflict-Related Sexual Violence', S/2020/487, 3 June 2020. Research has shown that men are more likely to die during conflict, while women are more likely to die from indirect causes after the conflict is over. See Christin Marsh Ormhaug, Patrick Meier & Helga Hernes, 'Armed Conflict Deaths Disaggregated by Gender', PRIO Paper (Oslo: Prio), 2009.

42 On female perpetrators of international crimes, see Alette Smeulers, 'Female Perpetrators: Ordinary or Extra-ordinary Women?', *International Criminal Law Review* 15(2), 2015, p. 207. On women's role as perpetrators of conflict-related sexual violence and men as victims of this violence, see e.g. Anne-Marie de Brouwer and Laetitia Ruiz, 'Male Victims and Female Perpetrators of Sexual Violence in Conflict', in: Solange Mouthaan and Olga Jurasz (eds.), *Gender and War: International and Transitional Justice Perspectives*, Intersentia, 2019, pp. 169-208.

43 Arms proliferation, gender equality and the link with the WPS agenda are also addressed in e.g. the Arms Trade Treaty (art. 7.4) and UNSC Resolution 2122 (2013).

44 Conflict-related sexual and gender-based violence and the link with the WPS agenda are also addressed in e.g. UNSC Resolutions 1820 (2008), 1888 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015), 2247 (2019) & 2467 (2019), and the EU Action Plan on WPS, Objectives 4 and 5.

45 United Nations Security Council, 'Report of the Secretary-General on Conflict-Related Sexual Violence', S/2020/487, 3 June 2020, paras. 5, 74 and annex.

46 *Idem*, annex, pp. 52-55 ('List of parties credibly suspected of committing or being responsible for patterns of rape or other forms of sexual violence in situations of armed conflict on the agenda of the Security Council'). The Netherlands has pressed at the UN to impose sanctions on parties to conflict that have committed acts of conflict-related sexual violence: see e.g. '[UN Security Council imposes sanctions to combat sexual violence in Libya](#)', 5 November 2018.

47 Access to justice and the link with the WPS agenda are also addressed in e.g. UNSC Resolutions 1889 (2009) & 2467 (2019) and the EU Action Plan on WPS, Objective 5.

48 Violent extremism and terrorism and the link with the WPS agenda are also addressed in e.g. UNSC Resolution 2242 (2015) and the EU Action Plan on WPS, Objective 4. See also the Global Counterterrorism Forum's Good Practices on Women and Countering Violent Extremism (2014) and the UN Global Counter-Terrorism Strategy (last revised version, 26 June 2018).

49 Also called 'sexual terrorism' to underscore the nexus between conflict-related sexual terrorism, human trafficking and terrorism, as in UNSC Resolution 2331 (2016). See also Anne-Marie de Brouwer, Eefje de Volder & Christophe Paulussen, 'Prosecuting the Nexus between Terrorism, Conflict-related Sexual Violence and Trafficking in Human Beings before National Legal Mechanisms: Case Studies of Boko Haram and Al-Shabaab', *Journal of International Criminal Justice* 18(2) (May 2020), pp. 499-516.

50 UNSC Resolution 2242 (2015). See also UN Global Counter-Terrorism Strategy (last revised version, 2018), Secretary-General's Plan of Action to Prevent Violent Extremism (2016), and Jayne C. Huckerby, 'In Harm's Way: Gender and Human Rights in National Security', *Duke Journal of Gender Law & Policy* 27 (2020), p. 179.

51 United Nations Security Council, 'Women and Peace and Security: Report of the Secretary-General', S/2019/800, 9 October 2019, para. 36. Gender norms, masculinity and intersectionality and the link with the WPS agenda are also addressed in e.g. the EU Action Plan on WPS, Objective 4; the Convention on the Rights of Persons with Disabilities, articles 4 & 11; the IASC Guidelines on Inclusion of Persons with Disabilities in Humanitarian Action (2019); and the UN Disability Inclusion Strategy and the UN Women Strategy on the Empowerment of Women and Girls with Disabilities (2018).

52 UNSC Resolution 2493 (2019).

53 *Idem*; Edith M. Lederer, 'UN Chief Warns of "Relentless" Pushback on Women's Rights', AP News, 11 March 2019, <https://apnews.com/f6e19fb4eb064825a2d6b7bafdd4f0f7>.

54 Gender dimensions of climate, water and food security and the link with the WPS agenda are also addressed in e.g. United Nations Security Council, 'Women and Peace and Security: Report of the Secretary-General', S/2019/800, 9 October 2019, para. 3, 118; EU Action Plan on WPS, Objective 3.

55 UNEP, UN Women, UNDP & UNDP/PA/PBSO, 'Gender, Climate & Security: Sustaining Inclusive Peace on the Frontlines of Climate Change', 11 June 2020.

56 See also UN News, 'Covid-19 Intensifies "Brutal Crime" of Sexual Violence in Conflict', 19 June 2020, <https://news.un.org/en/story/2020/06/1066712>; UNODC, 'Impact of the Covid-19 Pandemic

on Trafficking in Persons', 2020, [https://www.unodc.org/documents/Advocacy-Section/HTMSS\\_The-matic\\_Brief\\_on\\_COVID-19.pdf](https://www.unodc.org/documents/Advocacy-Section/HTMSS_The-matic_Brief_on_COVID-19.pdf), UN Women, 'Press Release: UN Women Raises Awareness of the Shadow Pandemic of Violence against Women during COVID-19', 27 May 2020.

57 Anastasia Moloney, 'Hitting women hard, pandemic makes gender poverty gap wider: UN', Reuters, 2 September 2020. For the wide-ranging impact of COVID-19, see also Gender Concerns International, 'Covid-19 Recovery & the Vitality of International Women Organisations: Gender-Inclusive Recovery Response: An Urgent Needs Assessment', 16 April 2020.

58 UNHCR, 'Global Trends: Forced Displacement in 2019', 18 June 2020, <https://www.unhcr.org/5ee200e37.pdf>.

59 More than half (58%) of participants in one study stated that they had experienced sexual violence either directly (23%) or indirectly (77%): Ines Keygnaert et al., 'Sexual and Gender-based Violence in the European Asylum and Reception Sector: A Perpetuum Mobile?', *European Journal of Public Health* 25(1) (2015), pp. 90-96. See also Anja Parish, 'Gender-Based Violence against Women: Both Cause for Migration and Risk along the Journey', Migration Policy Institute, 7 September 2017; Jacinta Astles, 'What Makes Migrants Vulnerable to Gender-Based Violence?', IOM/UN Migration, <https://rosan-jose.iom.int/site/en/blog/what-makes-migrants-vulnerable-gender-based-violence>; United Nations Security Council, 'Women and Peace and Security: Report of the Secretary-General', S/2019/800, 9 October 2019, para. 4 ('At least 1 in 5 refugee or displaced women experience sexual violence').

60 See also UNSC Resolution 2122 (2013).

61 United Nations Security Council, 'Women and Peace and Security: Report of the Secretary-General', S/2019/800, 9 October 2019, para. 4. Humanitarian response and the link with the WPS agenda are also addressed in e.g. UNSC Resolution 1325 (2000); EU Action Plan on WPS, Objectives 2 and 6; World Humanitarian Summit (2016); New York Declaration for Refugees and Migrants (2016); Global Compact on Refugees (2018); Peace Promise (2016); UN Secretary-General's Seven-Point Action Plan on Gender-Responsive Peacebuilding (2010); Grand Bargain on Humanitarian Financing (2016); Charter for Change (2015).

62 United Nations Security Council, 'Women and Peace and Security: Report of the Secretary-General', S/2019/800, 9 October 2019, para. 4.

63 The economic empowerment of women and the link with the WPS agenda are also addressed in e.g. UNSC Resolutions 2106 (2013), 2467 (2019) & 2493 (2019) and the EU Action Plan on WPS; Objective 6.

64 United Nations Security Council, 'Women and Peace and Security: Report of the Secretary-General', S/2019/800, 9 October 2019, para. 4.

65 Studies show that when civil society, including women's organisations and individual women, could exercise effective influence on a peace process, a peace agreement was almost always reached, it was more likely to be carried out and it was maintained for a longer period. See e.g. NGO Working Group on Women, Peace and Security, '2020 Civil Society Roadmap on Women, Peace and Security', 2020, p. 12; Thania Paffenholz, 'Can Inclusive Peace Processes Work? New Evidence from a Multi-year Research Project', CCDP Policy Brief, April 2015; Thania Paffenholz, 'Beyond the Normative: Can Wom-

en's Inclusion Really Make for Better Peace Processes?', CCDP Policy Brief, April 2015; Laurel Stone, 'Women Transforming Conflict: A Quantitative Analysis of Female Peacemaking', SSRN Working Paper, 13 May 2014. See also UNSC Resolutions 1325 (2000), 1820 (2008), 1889 (2009), 2122 (2013) & 2493 (2019).

66 NGO Working Group on Women, Peace and Security, '2020 Civil Society Road Map on Women, Peace and Security', 2020, pp. 3, 12-13.

67 United Nations Security Council, 'Women and Peace and Security: Report of the Secretary-General', S/2019/800, 9 October 2019, para. 15.

68 Idem.

69 Gender in operations and the link with the WPS agenda are also addressed in e.g. UNSC Resolutions 1325 (2000) & 1820 (2009) and in the NATO/EAPC WPS Policy and Action Plan (2018).

70 United Nations Security Council, 'Women and Peace and Security: Report of the Secretary-General', S/2019/800, 9 October 2019, para. 4. Gender-sensitive civil missies and the link with the WPS agenda are also addressed in e.g. UNSC Resolutions 1325 (2000), 1820 (2008), 2106 (2013) & 2493 (2019) and in the EU Action Plan on WPS, Objectives 1, 2, 3 & 4.

71 This is underscored in several UNSC Resolutions and in CEDAW Committee General Recommendations 28, 30 & 32, and included in the EU Action Plan on WPS.

72 European Institute for Gender Equality (EIGE), Gender Equality Index: Netherlands, 2019.

73 Of the 150 Dutch MPs, 49 are women: [https://www.parlement.com/id/vh8lnhrre0zv/vrouwen\\_in\\_de\\_tweede\\_kamer](https://www.parlement.com/id/vh8lnhrre0zv/vrouwen_in_de_tweede_kamer); this means that the Netherlands ranks 38th of the 153 countries included in the Global Gender Gap report: <https://www.parool.nl/nieuws/nederland-duikelt-op-ranglijst-van-vrouwen-emancipatie~bd96beb0/?referrer=https%3A%2F%2Fwww.google.com%2F> and [http://www3.weforum.org/docs/WEF\\_GGGR\\_2020.pdf](http://www3.weforum.org/docs/WEF_GGGR_2020.pdf).

74 This is the situation as of June 2020: Ministry of Defence, 'Vrouwen 75 jaar bij Defensie' ('75 Years of Women in Defence'): <https://www.defensie.nl/onderwerpen/vrouwen-bij-defensie/1990-2019>.

75 UNSC Resolutions 1888 (2009), 2122 (2013) & 2467 (2019); related CEDAW Committee General Recommendations, including 28, 30 & 32; EU Action Plan on WPS, Objectives 2, 3, 5 & 6.

76 Dutch Council for Refugees, 'Vluchtelingen in getallen 2020' ('Refugees in Numbers 2020'), p. 3.

77 Idem.

78 Ines Keygnaert et al., Sexual and Gender-based Violence in the European Asylum and Reception Sector: A Perpetuum Mobile?, 25(1) *European Journal of Public Health* (2015), pp. 90-96. See also Anja Parish, 'Gender-Based Violence against Women: Both Cause for Migration and Risk along the Journey', Migration Policy Institute, 7 September 2017; Jacinta Astles, 'What Makes Migrants Vulnerable to Gender-Based Violence?', IOM/UN Migration, <https://rosanjose.iom.int/site/en/blog/what-makes-mi>

[grants-vulnerable-gender-based-violence](#); IOM Displacement Tracking Matrix (DTM), 'Europe Flow Monitoring Surveys: Women & Migration 2019', 20 March 2020.

79 See e.g. NOS, 'Vorig jaar 55 zedenzaken bij asielzoekerscentra' ('55 Sex Offences Last Year at Asylum Seekers' Centres'), 30 January 2016; see also Rutgers: <https://www.rutgers.nl/seksuele-gezondheid-van-vluchtelingen>.

80 The Immigration and Naturalisation Service (IND) works on the basis of EU Directive 2013/31, which provides guidelines for detecting vulnerability and assessing needs for personal support; staff are trained in interviewing vulnerable people and in gender, gender identity and sexual orientation. The Central Agency for the Reception of Asylum Seekers (COA) offers training courses on the position of women in the Netherlands and for women in physical and mental resilience; safeguards women's safety by placing them as much as possible in family sections separate from single men, and by separating children from adults; and has appointed specialists at COA locations to recognise honour-related and/or sexual violence, forced marriages and abuse.

81 See e.g. 1325 Dutch NAP Partnership, 'Summaries [of the] NAP 1325-IV [Thematic] Consultations: As Part of the Development of the Fourth [Dutch] National Action Plan on Women, Peace and Security', 1 July 2020, pp. 31-32: <https://www.nap1325.nl/assets/Summaries-NAPIV-Consultations-2020.pdf>.

82 See Kennislink, 'Vluchtelingenvrouwen verzwijgen seksueel geweld' ('Refugee Women Keep Silent on Sexual Violence'), <https://www.nemokennislink.nl/publicaties/vluchtelingenvrouwen-verzwijgen-seksueel-geweld>.

83 See e.g. 1325 Dutch NAP Partnership, 'Summaries [of the] NAP 1325-IV [Thematic] Consultations: As Part of the Development of the Fourth [Dutch] National Action Plan on Women, Peace and Security', 1 July 2020, pp. 31-32: <https://www.nap1325.nl/assets/Summaries-NAPIV-Consultations-2020.pdf>.

84 For this reason women who have been through the procedure themselves, or refugee organisations or women's organisations, may be called on for help. This makes it possible to inform women refugees and asylum seekers about, for example, specific guidelines that exist within the government body in question on how to handle asylum applications by vulnerable women and girls. The point can be made that women and girls travelling with their husbands or fathers may have reasons for seeking asylum related to their individual situation, in addition to their husbands' or fathers' reasons for seeking asylum or reasons that apply to the whole family.

85 CEDAW Committee General Recommendation 32 on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women (2014).

86 Pharos, 'Zorg, ondersteuning en preventie voor nieuwkomende vluchtelingen: Wat is er nodig?' ('Care, Support and Prevention for Newly Arriving Refugees: What Is Needed?'), 2016, [https://www.pharos.nl/wp-content/uploads/2018/11/zorg-ondersteuning-en-preventie-voor-nieuwkomende-vluchtelingen-wat-is-er-nodig\\_Pharos.pdf](https://www.pharos.nl/wp-content/uploads/2018/11/zorg-ondersteuning-en-preventie-voor-nieuwkomende-vluchtelingen-wat-is-er-nodig_Pharos.pdf).

87 Knowledge Platform on Civic and Social Integration (*Kennisplatform Integratie & Samenleving*), "'Mind the Gap": Barrières en mogelijkheden voor de arbeidsparticipatie van vluchtelingenvrouwen' ('Mind the Gap": Obstacles to and Opportunities for Employment of Refugee Women'), 2018, <https://>

[www.kis.nl/sites/default/files/bestanden/Publicaties/barrieres-mogelijkheden-arbeidsparticipatie-vluchtelingenvrouwen.pdf](http://www.kis.nl/sites/default/files/bestanden/Publicaties/barrieres-mogelijkheden-arbeidsparticipatie-vluchtelingenvrouwen.pdf).

88 Integration, housing, employment, health and safety are for example covered by different institutions and departments.

89 UNSC Resolution 2467 (2019).

90 CEDAW Committee General Recommendation 28 on the core obligations of States Parties under article 2 of the Convention on the Elimination of All Forms of Discrimination against Women (2010).

91 Parliament is informed annually about the Dutch approach to international crimes; see <https://www.rijksoverheid.nl/documenten/kamerstukken/2020/05/13/tk-rapportagebrief-internationale-misdrijven-2019> for the most recent report.

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