

POLICY PAPER

on

"Socio-Economic Vulnerabilities and their Impact upon Radicalization of Women in Western Balkans"

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INTRODUCTION

The Arab spring accredited important changes, starting North Africa countries and expanding in the Sub-Saharan countries, Middle East and further on. The novelty that such events took place more specifically in the Syrian Arab Republic (Syria) was the global respond to the joining on voluntary basis and embracing the so-called the caliphate state. Back in time, in between 2011-2014¹ thousand foreign fighters (the abbreviations as FF and/or FTF's) from all over the world joined such appeal, which brought to life the phenomenon of the foreign fighter with a special focus on "Islamist jihadists".

The creation of the Islamic State of ISIS was accompanied by massive global jihadist recruitment, which did not spare the Western Balkan region and Albania. Extreme ideology emerged as never before in late 2011 and throughout 2012. Many young people thought a new reality was being created at that time, where the world would be fairer and they would be more represented. Some of them, while joining ISIS took their families with them, including women and minor children. For the most part, only men who set out on the battlefields are considered by experts to be potential fighters; but overall, sources from law enforcement and

intelligence institutions in the region already believe that up to 1,075 individuals (men, women, children, and the elderly) traveled to Syria and Iraq from late 2012 to late 2016. Women and children made up almost 35% of this group². About 145³ of them were from Albania, who traveled to Syria and Iraq, mainly through Turkey, to join the terrorist formations of ISIS and Al-Nusra. Nearly 40 of them were women and children⁴.

The Albanian state bears the primary responsibility in preventing and combating violent extremism and terrorism, as part of a response that engages all actors in the Albanian society. In response to this new created dynamics, on November 2015 the Government of Albania approved the National Strategy against Violent Extremism. A National Coordinator was appointed on August 2016 for this purpose, who would ensure the commitment of all state and nonstate, central and local institutions. Later on, with Council of Ministers Decision no. 737, dated 13.12.2017, it was established the Center Coordination against Extremism⁵ (hereinafter CVE Center). The CVE Center is a public legal entity, budgetary, under the institutional subordination of the Prime Minister office, based in Tirana. It has in total eight employees, seven of whom are females. The

¹ L. Vidino, "European Foreign Fighters in Syria: Dynamics and Responses", The Wilfried Martens Centre for European Studies, 18 December 2014, p. 1; I. Daniels, ed.," Dealing with Muslim Radicalization. An Analysis of the Strategies of Belgium, Canada, Germany, The Netherlands, Norway and the United Kingdom". The Hague: CTC Theses, 13 January 2015, p. 17; J.E. Arasli, Archipelago SYRAQ, p. 254.

² Extremism research forum, Regional Report Understanding Violent Extremism in the Western Balkans, Vlado Azinović, June 2018, pg 3.

³ EU Progress Report on Albania 2019: https://ec.europa.eu/neighbourhood-enlargement/sites/default/files/20190529-albania-report.pdf

⁴ Data obtained from open sources released on Albania.

⁵ The CVE Center serves as a catalyst for raising awareness, enhancing capacities, evaluating needs, proposing referring mechanisms and monitoring the implementation of the National Strategy for against Violent Extremism and the Action Plan. The primary institutions that are obliged by the Strategy are the Line Ministries and subordinate institutions, but the institution intensively works as well as with other important actor's such as civil society, religious communities, media, donors' community and other interested stakeholders. An important part of the CVE Center's work and initiatives is also putting a gender perspective to the activities of the National Action Plan on P/CVE as part of the country efforts towards integrating a gender perspective with the P/CVE engagement.

director of the institution is also a woman. The CVE Center's mission is to develop the capacities of the various actors involved in actions against violent extremism, to preserve and promote the values of tolerance and religious harmony, to protect human rights, the rule of law and democracy, and to protect the Albanian society from violent extremism.

Over the years, the role of women in the fight against violent extremism and radicalization leading to terrorism (VERLT) has been somewhat unclear, due to lack of information and a dual understanding of their complex role in such events. Therefore, the women's role during the years have represented a growing interest for Albanian policy makers in addressing the rising concern for their objective engagement in violent extremism and what can be done in disrupting such trends and offering alternative opportunities. For this reason, gender perspective in analyzing the role of women in preventing and countering radicalization and violent extremism has started to grown the last years, especially with the increased interest of the Albanian government to repatriate all the women and children who are in the Syria and Iraq⁶. Nevertheless, limited information and data are available at large, as the information is mainly generated from those women/girls that joined the conflict zones and have been voluntary returned and/or repatriated recently in their home countries⁷.

EXECUTIVE SUMMARY

Over the last decades, gender issues have been considered very important by the Albanian institutions, including gender mainstreaming within the security dynamics. Two leading documents in this regard are the National Strategy for Gender Equality (NSGE) 2016-2020 and its' Action Plan⁸ and the United Nations Security Council Resolution 1325 on Women, Peace and Security, which is in the 21st year of its implementation in Albania. As the main public institution on P/CVE issues in Albania, the CVE Center has a coordinating function of inter-institutional activity within the involvement of the state, on prevention of the phenomenon of radicalization and violent extremism. The institution activity is focused on the implementation of a soft approach towards the phenomena, in accordance with the National Strategy for Countering Violent Extremism⁹. However. the Albanian legislative and executive institutions have undertaken several steps to prevent, punish rehabilitate and reintegrate individuals who have been subject, or have been at risk to radicalization, including women and girls.

After being faced with a numerous departures of its citizens to the conflict zones and then their voluntary return back in Albania until 2014, the Albanian Government assessed the situation and took immediate measures to counter this phenomenon. The first step in this regard was the proposal of legal amendments in the Criminal Code, later on

⁶ Actually, in Albanian there is only one women repatriated, who is under R&R program leaded by the CVE Center and implemented by the Albanian state authorities, with the support of international organizations. The same R&R individual programs are designed for the repatriated children as well, which are coordinated and monitored by the CVE Center as well.

⁷ Under the coordination of CVE Center, several projects are supporting the Albanian institution for the implementation of these R&R programs.

⁸ This document is drafted by the Ministry of Social Welfare and Youth ate that time (*actually it is the Ministry of Health and Social Protection*), with the contribution of the Inter-Institutional Working Group, representatives of civil society organizations and international organizations focusing on gender equality, gender-based violence and domestic violence in Albania. https://awenetwork.org/wp-content/uploads/2017/01/SKGJB-EN-web.pdf

https://cve.gov.al/wp-content/uploads/2021/03/2015-Strategjia-Kombetare-Kunder-Ekstremizmit-te-Dhunshem.pdf

approved by the Albanian Parliament, that criminalized the use of the propaganda to recruit individuals directly or online, or traveling to foreign countries to join foreign conflicts etc.

The CVE Center "soft approach" policy, aims at raising awareness and the institutions capacities of the state institutions and other stakeholders, to prevent the phenomenon of radicalization and violent extremism. The main principal in such pursue, is the 'whole society approach', which is proven very effective so far, by including very relevant and important stakeholders, such as Civil Society Organizations (CSO's), Religious Communities. Media. Women. Youth. Community, Donor's International Organizations etc. The institution has set up also several networks, one of which is the Women's Network, an open voluntary platform of the institution aiming at raising awareness and capacities of the women who are vulnerable towards radicalization and violent extremism. Cooperation with the local government, through the empowering of the Local Security Councils (LSC), is mechanism that enables realization of various awareness sessions for women and girls as well, in order not to fall prey to this phenomenon, but also to treat and follow up concrete cases. Another active instrument worth mentioning is establishment of a specific telephone line -National Hotline for Violent Extremismwhich has been set up for citizens in the country (0800)45 45). specific Memorandum of Understanding (MoU) was signed in February 2021, between the CVE Center, Ministry of Interior and the Counseling Line for Women and Girls for this purpose.

There is a common understanding among researchers of this field that shows the gender vulnerabilities have their impact on the radicalization and violent extremism of women and girls. Among such vulnerabilities, it is worth mentioning some important factors that contributed to motivate Albanian women to travel to Syria and Iraq. The first factor ranked is the "union with their husbands", followed by the "lack of economic opportunities" and lastly the 'ideological factors' 10. Being aware of those vulnerabilities, the Albanian Government, publicly expressed its will to repatriate its citizens, especially women/girls and children to be found in the camps, and after long and challenging negotiations was able repatriate the first group of five citizens in Albania, on October 2020. The current five cases are under the Rehabilitation and Reintegration (R&R) programs. In previous of that, The CVE Center has started on May 2020 another national R&R program, which is focused on the citizens that joined such phenomenon and traveled to Syria between the years 2012-2014. Under both programs there are being supported nearly 50 citizens, who are being supported with several important services, helping them to be 'protected' by any form of radicalization or to be brought back to such an illegal path.

During the last year, CVE Center has prioritized the issue of women and girls affected by this phenomenon. Together with the relevant state institutions, it has put more focus on 'a whole - society approach" intervention, to prevent the phenomenon and wider inter-institutional cooperation, including for non-state actors. implementation of preventions activities, with a special focus on women. More focus is given on the implementation of policies on

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prevention and violence against women and girls, not only in areas where the problem is identified. Strengthening the coordination with the local government on the awareness raising and the increase of the professionals' capacities, are other priorities to be followed in this regard. The institution has given a significant importance to the intercoordination institutional for the implementation of R&R programs, which are undergoing, and build upon sustainability for their continuity in the future.

THE CVE CENTER'S POLICY OF "SOFT APPROACH" TOWARDS THE PHENOMENON

As mentioned in the introduction above, the CVE Center has a coordinating function of inter-institutional activity within involvement of the state on prevention of the phenomenon of radicalization and violent extremism. The "soft approach" is the policy by the CVE Center, pursued implementation of which, aims at raising awareness and capacities of the state institutions and other stakeholders, to prevent the phenomenon of radicalization and violent extremism. It is a well-known fact that this phenomenon, in addition to men, also includes women, who joined FtF's in the former conflicts in Syria and Iraq. To carry out its mission, the CVE Center has constant cooperation with the ministries that are obliged to implement the National Strategy, through the CVE ministerial plans of actions¹¹. The institution has set up also several networks, aiming at involving different actors of the society through a whole society approach. One of the CVE Centers networks is the Women Network, an open voluntary platform of the institution aiming at raising awareness and capacities of the women who are vulnerable towards radicalization and violent extremism - which is a work in progress.

The intention of the soft approach towards gender perspectives in P/CVE

Through the cooperation with different state institutions and other relevant stakeholders, the CVE Center encourages the integration of the gender perspective through the interministerial plans of action. Accordingly, the aim is to Prevent and Rehabilitate & Reintegrate women affected with these issues. Two leading documents in this regard are the National Strategy for Gender Equality (NSGE) 2016-2020 and its' Action Plan¹² and the United Nations Security Council Resolution 1325 on Women, Peace and Security, which is in the 21st year of its implementation in Albania¹³. These are two key documents considered as well as within the gender perceptive and interventions in the P/CVE area. Within that regard, the CVE Center continuously coordinates with the institutions. to increase state implementation of such policies that further on encourage the improvement of the existing roles of women in society, assess the factors that can push women towards violent extremism, as well as to increase and

¹¹ More specifically the Ministry of Health and Social Protection (responsible for the National Strategy for Gender Equality), Ministry of Education, Sport and Youth, Ministry of Interior, Ministry of Justice, Ministry of Finance and Economy, Ministry of Defense and Ministry for Europe and Foreign Affairs.

¹² This document is drafted by the Ministry of Social Welfare and Youth at that time (*actually it is the Ministry of Health and Social Protection*), with the contribution of the Inter-Institutional Working Group, representatives of civil society organizations and international organizations focusing on gender equality, gender-based violence and domestic violence in Albania. https://awenetwork.org/wp-content/uploads/2017/01/SKGJB-EN-web.pdf

¹³ The resolution reaffirms the important role of women in the prevention and resolution of conflicts, peace negotiations, peace-building, peacekeeping, humanitarian response and in post-conflict reconstruction and stresses the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security.

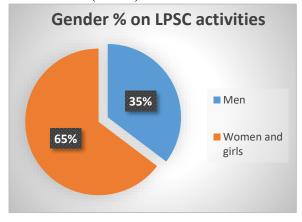
strengthen the women's social position in every aspect of life.

More concretely:

- a) it analysis of the situation to identify possible reasons why a woman can become part of violent extremism, especially in the contexts of the work done so far with returned and repatriated women, within the R&R programs;
- b) coordinates and guides the designing the R&R individual plans of each woman involved in this program, which is a work in progress, and monitors the implementation of these programs as well:
- c) drafts policies, programs for the prevention of extremism and de radicalization and reviews interventions strategies, aiming the integration of the gender perspective on P/CVE interventions.

What do we do to empower women within the P/CVE issues.

Empowering women and girls in society is a very significant element towards preventing the phenomenon. Cooperation with the local government, through the empowering of the Local Security Councils (LSC), is one of the mechanisms that enables the realization of various awareness sessions for women and girls as well, in order not to fall prey to this institutions phenomenon. Local appropriate mechanisms to identify and address the problems of women who for socio-economic reasons are more vulnerable to the phenomenon. During the years, the CVE Center lists important collaborations government with several institutions, national and local civil society organizations, organizations international and community in Albania, such as the United States Agency for International Development (USAID), through the implementation of the project through Local Planning and Governance (PLGP)¹⁴.



The percentage of participants at the Local Public Safety Councils activities, divided by gender.

The focus of the CVE Center's work during the implementation of this initiative, among other activities, was to inform and raise awareness nationwide of the central and local structures, raising the capacities with regard to identifying the sings and processes of radicalization and violent extremism. During the trainings in the municipalities, took part 564 participants, out of which about 64.7% were women and girls.

Through the same initiative, there were also published:

- The analytical document "Gender Equality Officers at the local level: a necessary condition for gender mainstreaming in local self-government units", and
- The Guide to Preventing Violent Extremism (PVE): "More Effective Municipalities, More Active Communities. Safer Citizens" Reflections and Recommendations for Addressing the Causes of Radicalism and Violent Extremism¹⁵, which is the first identify document to all mechanisms and local community actors that should contribute to the prevention

 $^{^{14} \}underline{\text{https://www.usaid.gov/albania/news-information/fact-sheets/fact-sheet-planning-and-local-governance-project}$

¹⁵ https://pdf.usaid.gov/pdf_docs/PA00WR98.pdf pg 37.

and fight against violent extremism (P/CVE). Both documents are at the disposal of the local governmental institutions.

Another achievement which is worth mentioning in this regard is the fact that in February 2021, the CVE Center signed a Memorandum of Understanding (MoU) with the Ministry of Interior and the Counseling Line for Women and Girls, aiming to cooperate together to establish specific telephone line - National Hotline for Violent Extremism- which has been set up for citizens in the country (0800 45 45). The MoU further promotes cooperation between the parties as well as launching another instrument in preventing radicalism and violent extremism in the country, which will include issues of women and girls with relevant concerns.

Gender vulnerabilities and their impact on the radicalization and violent extremism of women.

There are not many studies that examine the vulnerabilities and the factors that pull and push women towards radicalization and violent extremism. This is still a new field that needs to be further on analyzed and evaluated more in depth. However, it is worth mentioning the study "Examining the gender components of radicalization and violent extremism in Albania"16, which emphasizes that the presented analysis suggests that, as with men, there is not a single factor that independently influences the participation of Albanian women in the conflict zones in Syria and Iraq, but there is a mixture of factors, divided at the macro and micro level¹⁷. In this study, there are highlighted three main factors that have motivated Albanian women to travel to Syria and Iraq. The first factor is ranked: "union with their husbands", followed by factors related to "lack of economic opportunities" and "ideological factors". At the end of the analysis, this report highlights the specific prevailing factors that have motivated Albanian women to travel to the areas of war include:

- Patriarchal norms in society and in the family, especially in rural areas of the country;
- Lack of economic independence of women and economic "dependence" on men;
- Personal reasons closely related to the feeling of fear for the future after the departure of their spouses. Feelings and emotions related to social prejudices and the structure of the marriage, as their husbands have traveled to Syria and women should stay close to their husbands. Under this category are observed high levels of social pressure and prejudice, which have made some women feel excluded from society due to the practice of the Muslim religion and their dress; and,
- The lack of a consolidated community of women within the Muslim community in Albania has led women to blindly believe in their husbands' religious interpretations
 again an issue related to the prevalence of patriarchal norms in the country¹⁸.

THE 'HARD APPROACH' OF THE INTERVENTIONS AND THE GENDER PERSPECTIVE

The Albanian Government once faced with a numerous departures of its citizens towards

Review of the gender components of violent radicalization and extremism in Albania; pg 7-https://www.hedayahcenter.org/wp-content/uploads/2021/02/Shqyrtimi-i-perberesve-gjinore-te.pdf

18 Ibid.

¹⁶ The study was published by the Women Center for Development and Culture.

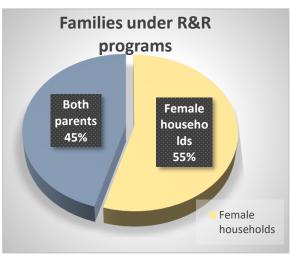
¹⁷ Women's Center for Development and Culture, Albania;

the conflict zones and then their voluntary return back in Albania till 2014, after assessing the different reality taking place on the ground, mostly impaired reflection of the propaganda used to recruit them directly or online, legally address the phenomena. At that period, there were legally amended new articles at the Albanian Criminal Code, introducing all forms of terrorism and making them illegal such as: joining, recruitment, financing and supporting, training for committing purposed terrorist acts, promotion as well as public propaganda for terrorist acts, mainly stipulated within the chapter VII of the code¹⁹. After these amendments took place, nine Albanian citizens were charged and convicted with terrorism offences²⁰.

Hence, the Albanian Government after these changes, one year later did continue its efforts to further take measures and address the phenomenon from the soft approach in accordance with the hard approach, drafting the National Strategy on fighting the Violent Extremism and its Action Plan. This instrument opened the way to further develop the soft approach by first appointing an Advisor for P/CVE (2016) to the Prime Minister of Albania and then bringing to life the national institution of the Coordination Center for Countering Violent Extremism (2017). This direction was seen important to address the radicalization and violent extremism that leads to terrorism in the spirit of international acceptance that preventing citizens to join such cause shall be addressed within the rational of a "whole-societyapproach" and not merely by hard approach.

Recently, the Albanian Government after setting up its national and local institutions in dealing with the phenomenon and publicly expressing its will to repatriate its citizens, especially women/girls and children to be found in the camps, after long and challenging negotiations was able to repatriate the first group of five citizens in Albania, on October 2020. Such a mission was managed by an intra-sectorial working group composed of different state institutions, under the direction of the CVE Center.

The current five cases are under the Rehabilitation and Reintegration (R&R) programs, but in total, there are more than five citizens under such scheme. The CVE Center has started on May 2020 one other national R&R program that is focused on the citizens that joined such phenomenon and traveled to Syria between the years 2012-2014.



The percentage of gender differences on the ongoing R&R programs in Albania.

Under both programs, nearly 50 citizens are being supported, treated, managed and strengthened to be able to disrupt those ideologies and actions towards a normal life. From the total of 11 families under R&R

²⁰ They were accused of recruiting persons for the purpose of committing terrorist acts as well as inciting and calling on the public to commit these acts.

 $^{^{19}\} The\ Albanian\ Penal\ Code,\ updated\ version:\ http://www.pp.gov.al/web/kodi_penal_2017_1200.pdf$

programs, 6 families are led by female households.

It is important to state out that in both programs, the main focus when it comes to R&R processes is on women/girls and children. This is because, first, of their special status that the Albanian laws do stipulate for these subjects and second, regarding specifically some elements of their involvement and participation on the conflicts' ground. The Republic of Albania in different moments in time, even when some of FTFs did voluntarily return back (2014-2015) or even in the process of repatriation (2019-2020) that was administrated by the state authorities, the category of women/girls and children after going through the process of interviewing and interrogation, the Prosecution Office did not put charges upon them. In general, their status was considered as a witness, first to understand the dynamics of their involvement and as well to get to know the possibilities and to try as well as repatriate all the remain citizens in the camps. This current situation does not mean that their status before the law will not change in the future, depending on the facts/evidences collected by state authorities in due time.

It is important to note that such approach from law authorities has helped the soft approach institutions engaged in the process, especially the Ministry of Health and Social Protection, Ministry of Education and local governments at community level to bring them closer to the state apparatus and understands their cases, especially, what were their push and pull factors. This way, the understanding and exploring the concrete cases would help the line ministries, local government, central institutions but even the civil society organizations that have focus on

such topic to put in place mechanisms, instruments, policies, safeguards that would be more focused on prevention at early stages as well as building a strong referring mechanism that would rehabilitate and reintegrate citizens that do fall under such trends.

The active role of women in terrorism.

The literature exploring gender in security matters often focuses on the role of women as mothers, homemakers, and caretakers of the family²¹. While there have been efforts to create developments and improvement to gender equality, they frequently fail to recognize the ability of women to contribute to violence, even in terrorist groups and organizations. Even though in Albania, men have carried the majority of terrorist related violence, women have also been involved in travelling to conflict and war zones in Syria and Iraq. As a country who has publicly expressed its will to repatriate its citizens, primarily women and children living in camps, Albania is working to identify the role of these women within terrorist groups and the significance that their roles have. These women may have taken traditional roles acting as supporters and child bearers, or take tactical roles that include recruitment, operational support, logistical coordination, espionage, frontline activism, fundraising, and even suicide bombers or carriers of terrorist acts. Such women can carry out violent acts as they are less likely to be caught by security forces due to the emotional response that there exists when women perpetrate terrorist actions. They are often portrayed by media as victims to the male influence, which facilitates sympathy for these women who might have had their own

²¹ Several research studies such as: "Till Martyrdom do us part, Gender and the ISIS phenomenon", 2015; "Women of the Islamic State: A Manifesto on women by the Al-Khanssaa Brigade", 2015; and "The roles of women in Daesh", 2016, have studied the potential roles of women living in conflict zones and of those women who are part of terrorist groups in Syria and Iraq.

motivation to radicalize and become part of terrorist groups.

What should we do with repatriated women?

Research studies suggest the existence of a gender bias in assessing the risk of returned FtFs²². Male returnees are considered to be more dangerous for the community as they have acquired combat and war skills; they are considered to possess a higher risk of threatening the national security. This biased assumption often lets dangerous radicalized women to slip through the cracks and to continue their extremist activity in their home country. As mentioned before, the role of radicalized Albanian women in terrorist groups is an ambiguous one as there exists little to no information on their location or activity in the conflict zone. The exact threat posed by female returnees is unclear. When repatriated, these individuals may not engage in violent extremist acts, but they can still spread radical ideas and propaganda. In most cases, these women have children, in whom they transmit their violent ideas.

As female returnees will be convicted, if it has proven before the court that they have participated in terrorist acts, we should be careful to assess the risk they possess as they may encourage others in prison settings to commit violent attacks. These cases must be assessed case-by-case in order to reduce the risk of this violence in community. The Albanian prison system has its sectorial plan of action on P/CVE issues, which is in place since 2019. It includes a dynamic risk assessment of detainees. the raising capacities of the prison staff to treat such cases. After prosecution and conviction, radicalized women need to be re habilitated and reintegrated in the community, so they can live a normal life, respecting the rules of our society. An important aspect of such intervention is the process of deradicalization as the most fragile and important one, because a recidivist and a reradicalized individual undermines the process of a successful reintegration in the society.

The CVE strategy is a complex one and incorporating gender in this strategy is a difficult task. The approach of the new strategy for countering violent extremism of the CVE Center Albania, acknowledges the importance of not focusing only on the role of women as mothers and caretakers of the family. By emphasizing these roles, we diminish the efforts to promote empowerment of women in significant roles in society and to achieve gender equality. A well-rehabilitated and reintegrated female returnee can be ready to contribute in our society with all her capacity. The CVE Center will strengthen the good governance, and therefore the community trust by bringing together central and local authorities and the civil society organizations.

The undergoing process of R&R that is taking place in Albania from 2020 would build and strengthen the understanding of push and pull factors on real cases that, first, made possible their leave to the conflict zones and second, would forge institutional capacities on how to deal with them.

RECOMMENDATIONS

CVE Center is the only state coordinating body, that pushes the relevant state institutions for better policy making initiatives, on the prevention of radicalization and violent extremism. During the last year, it has prioritized the issue of women and girls affected by this phenomenon. It has also put focus not only by linking it to the

²² UN Report 2019, Gender dimensions of the responds to returning FTFs: Research perspectives.

vulnerability of such group towards the phenomenon, but also to the potential and the skills that women have, to promote the values of democracy. In conclusion, more attention should be paid to aspects such as:

- A whole society approach intervention, to prevent the phenomenon.
- Wider inter-institutional cooperation, including non-state actors, for the implementation of information and awareness-raising policies on the phenomenon, with a special focus on women.
- More focus on the implementation of policies on prevention and violence

- against women and girls, not only in areas where the problem is identified.
- Strengthening the coordination with the local government on the awareness raising and increase of the professional capacities.
- Undertaking awareness raising campaigns, to increase women's social awareness on gender equality, economic independence, and to promote their role in society.
- Inter-institutional coordination for the implementation of de-radicalization R&R Programs.

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