

## CONCLUSIONS AND RECOMMENDATIONS

# Female Migration to ISIS: Conclusions and Recommendations

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### Abstract

To effectively address/counter/neutralize the areas in which ISIS/ISIL/IS/DAESH has had success in its strategy, operation and tactics, the international community must deal with the following three issues: (A) multifaceted recruitment counter-efforts; (B) looking at women as survivors of ISIS on a continuum from free agent to victim; (C) the need to investigate and monitor the movement of people with concern and respect for human rights and international treaties. The role of different actors is examined in detail. The need for international efforts and coordination is also addressed. Concrete recommendations are provided. The list of members of the International Task Force that worked on this Conclusions and Recommendations is given.

**Keywords:** ISIS; recruitment; women; media campaigns; women returnees; terrorism

The following conclusions and recommendations are based on the work of a team of international experts that held its first meeting on Female Migration to ISIS in Venice, Italy during April 2016 with the financial support of NATO's Science for Peace and Security Program. The meeting was organized by Professor Emilio C. Viano. The names of the participants are listed. This document contains their suggestions based on their expert knowledge of the issues.

In order to effectively address/counter/neutralize the areas in which ISIS/ISIL/IS has had success in its strategy, operation and tactics, the international community must deal with the following three issues: (A) multifaceted recruitment counter-efforts; (B) looking at women as survivors of ISIS on a continuum from free agent to victim; (C) the need to investigate and monitor the movement of people with concern and respect for human rights and international treaties.

### (A) MULTIFACETED RECRUITMENT COUNTER-EFFORTS

Recruitment counter-efforts need to be multi-faceted and include the push and pull pressures that impact and influence the decisions of those who consider joining ISIS.

The multi-faceted aspect of the counter-effort to be effective must include using social media to send messages that resonate and use informal networks to reach out into the community. Push and pull factors are important.

### **Push Factors**

Push factors are the social, economic and political factors that cause one to consider ISIS/ISIL/IS/DAESH as the legitimate answer to grievances that one has suffered in the West, both personally and community wide. Personal and social isolation and marginalization, identity issues, and economic, educational and employment challenges must be recognized and addressed. With the increased access to education by women, it is necessary to acknowledge and take into account that women also make political choices. There are many examples of programs that can be started in communities to learn, share and encourage youth not to join and to successfully deal with the personal, employment and societal problems that they encounter.

### **Pull Factors**

Pull factors are harder to understand and address. The essence of pull factors is the successful manipulation by recruiters to influence the context that the person being recruited is in and manipulate factors that result in compelling the person to want, need and have to join.

Examples are:

Manipulation of religion;

Using hadiths to justify everything from violence to revenge to justice to rights;

Raising questions of identity among people who are in the West and are at the time ripe for recruitment, particularly adolescents, teenagers and young adults;

Preying on the internal struggle that youth are going through to help achieve ISIS goals.

## **(B) LOOKING AT WOMEN AS SURVIVORS OF ISIS ON A CONTINUUM FROM FREE AGENT TO VICTIM**

Women as potential recruits and participants in ISIS need to be looked at on a spectrum with agency at one end and victim at the other and with the goal to make them survivors of ISIS.

Whether a woman has been recruited and travelled to Iraq or Syria or participated in ISIS work in the West or has been engaging online and has been convinced of ISIS legitimacy, the response to her experience needs to be nuanced and have follow up.

The main questions to ask are: "Does she have agency?" or "Is she victimized?" The suggestion was to look at her experience on a spectrum with agency at one end and victim at the other and map women in between the two ends and all potential recruits.

One sees right away that there has to be a tailored response to each woman's case. A general approach will not work. It is imperative to consider the individual and a range of responses.

Each woman has a specific social experience, economic position, political opinion, geographical location, educational exposure, family structure and historical journey.

The response needs to be credible and empowering in order to have maximum effect.

### **(C) MOVEMENTS OF PEOPLE NEED TO BE MONITORED WITH CONCERN AND RESPECT FOR HUMAN RIGHTS AND INTERNATIONAL TREATIES**

An agenda of surveillance on flows of people in order to stop this phenomenon needs to be cognizant that people are migrating to seek refuge, find economic relief or reunite with their families and they can be caught in the crossfire of efforts to prevent terrorism.

Surveillance was discussed at many levels (local community levels, national intelligence levels, global platforms), which can have negative effects on people. If informal community reporting is used, this can have a direct negative impact on community cohesion. Surveillance should not be tied to criminal sanctions. National intelligence can create criminal justice sanctions that affect people for the rest of their lives. Monitoring through satellites and drones creates global insecurity and leads to conflict. Diversity in security forces is a must.

### **RECOMMENDATIONS**

The following actors can do the following.

#### **1. Government**

Government should invest in policy tools and development programs for communities vulnerable to violent extremism.

*What?*

This must include ethnic communities, newcomer populations and indigenous people.

*How?*

Use a rights-based consultative process to develop strategy, policies and programs that are in compliance with international legal obligations.

*Why?*

Encourage a shift away from strictly military and security responses to addressing governance and development deficits in the country.

*Dynamics*

People involved and/or affected must feel that they can safely engage with governmental actors.

#### **2. Community**

The community must respond from an empowered position to be vocal with two aims:

Open up a debate in the community on identity often foisted on them (e.g. the “melting pot”).

Create a safe exchange of information between the government and people.

Factors that need to be taken into account are:

Different modalities in which communities operate, different structures, precarious legal status of non-citizens and right to speak;

The importance of supporting parents and the community in their efforts to counter violent extremism;  
Making sure that a gender dimension shapes programs and policies related to countering violent extremism;  
Giving due consideration to public–private partnerships;  
Instituting and steadily supporting programs against ghettoization;  
Supporting and strengthening community crime prevention programs in general, especially those that focus on young people.

### **3. Academic**

Empirical, comprehensive, ethical and relevant research is needed on push/pull factors:

Push/pull factors, identity.

What is and what is perceived, religion, gender.

### **4. Religious**

It is necessary to build the capacity to intervene by those considered to have legitimacy by those being recruited, so as to have the most impact and connection with those who might go to fight.

### **5. Media**

Mainstream media sources and reporting need to be diversified, so as to ensure that all communities feel recognized and respected. The aim is a balanced image for all.

### **6. Support Services**

A strategic approach has to be developed to accept and support returnees with focus on:

Protection;

Rehabilitation;

Reintegration;

Prevention.

## **INTERNATIONAL EFFORTS AND COORDINATION**

International organizations, like the European Union, NATO, OSCE, the United Nations and others should:

Act as facilitators;

Bring together different countries;

Identify best practices and lessons learned;

Strive to reach commonality and even uniformity in legal definitions, requirements, safeguards and penalties;

Coordinate and cooperate in modeling interventions and various responses, holding what may be considered akin to joint maneuvers simulating a moment of crisis;

Jointly establish a databank that can allow a timely prevention, neutralization and defusing of recruitment campaigns, travel arrangements, and actual movements of recruits, especially vulnerable adolescents, and deploying a coordinated response;

Protect refugees as required by international law, improving their conditions in the host country, pushing back strongly against hate and racist speech.

## INTERNATIONAL TASK FORCE ON FEMALE MIGRATION TO ISIS

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## TRANSLATED ABSTRACTS

### Abstracto

Para abordar/contrarrestar/neutralizar eficazmente las áreas en las que ISIS/ISIL/IS/DAESH ha tenido éxito en su estrategia, operación y táctica, la comunidad internacional debe ocuparse de los siguientes tres asuntos: (A) esfuerzos de contrapartida multifacéticos; (B) mirar a las mujeres como sobrevivientes de ISIS en un continuo desde agente libre a víctima; (C) la necesidad de investigar y monitorear el movimiento de personas con preocupación y respeto por los derechos humanos y los tratados internacionales. El papel de los diferentes principales actores se examina en detalle. También se aborda la necesidad de esfuerzos internacionales y coordinación. Se proporcionan recomendaciones concretas. La lista de miembros del Equipo de Tareas Internacional que trabajó sobre estas Conclusiones y Recomendaciones sigue.

**Palabras clave:** ISIS; reclutamiento; mujeres; campañas en los medios; mujeres repatriadas; terrorismo

### Abstrait

Pour aborder/contrer/neutraliser efficacement les domaines dans lesquels ISIS/ISIL/IS/DAESH a eu du succès dans sa stratégie, son fonctionnement et ses tactiques, la communauté internationale doit traiter les trois questions suivantes: (A) les efforts de recrutement à facettes multiples; (B) regardez les femmes en tant que survivantes de l'Etat islamique sur un continuum allant de l'agent libre à la victime; (C) la nécessité d'enquêter et de surveiller la circulation des personnes avec respect des droits de l'homme et des traités internationaux. Le rôle des différents acteurs est examiné en détail. La nécessité d'efforts internationaux et de coordination est également abordée. Des recommandations concrètes sont fournies. La liste des membres du groupe de travail international qui a travaillé sur ces conclusions et recommandations suit.

**Mots-clés:** ISIS; recrutement; femmes; campagnes médiatiques; femmes rapatriées; terrorisme

### 抽象

为了有效地解决/打击/消除 ISIS / ISIL / IS / DAESH 在战略, 行动和战术方面取得成功的领域, 国际社会必须处理以下三个问题: A. 多方面的招募反击努力

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B. 从自由球员到受害者的连续统一体中, 将女性视为伊斯兰国的幸存者

C. 需要调查和监测有关人员和尊重人权的行动国际条约。

详细研究了不同参与者的作用。

还讨论了国际努力和协调的必要性。 提供了具体的建议。

以下是负责该结论和建议的国际工作队成员名单。

**关键词:** 伊斯兰国, 招聘, 妇女, 媒体宣传, 返乡妇女, 恐怖主义

نبذة مختصرة  
النجاح في ISIS / ISIL / IS / DAESH للتصدي بفاعلية / مواجهة / تحييد المناطق التي حقق فيها  
إستراتيجيته وتشغيله وتكتيكاته ، يجب على المجتمع الدولي التعامل مع القضايا الثلاثة التالية: أ.  
جهود مكافحة التوظيف المتعددة الأوجه  
ألف جهود مكافحة التوظيف متعددة الأوجه  
ب. انظر إلى النساء كنجات من داعش على سلسلة متصلة من العامل الحر إلى الضحية  
(ج) ضرورة التحقيق ورصد حركة الأشخاص المعنيين بالمعاهدات الدولية واحترام حقوق الإنسان.  
. يتم فحص دور مختلف الجهات الفاعلة بالتفصيل  
كما تم التطرق إلى الحاجة إلى الجهود الدولية والتنسيق. يتم توفير توصيات ملموسة.  
فيما يلي قائمة بأسماء أعضاء فرقة العمل الدولية التي عملت على هذه الاستنتاجات والتوصيات.

الكلمات الدالة:  
داعش ، التوظيف ، النساء ، الحملات الإعلامية ، النساء العائدات ، الإرهاب

**Emilio C. Viano** has earned several law degrees in the U.K. and U.S., a M.A. at the University of Notre Dame and a Ph.D. “summa cum laude” at New York University. He has been Professor at American University’s School of Public Affairs, the Washington College of Law and other universities worldwide. He is President of the International Society of Criminology. Presently, he serves on the Steering Committee of the Global Forum on Law, Justice and Development at the World Bank and Co-leader of the Working Group on Empowerment and Equity for Diverse Communities. Recently, he was Senior Consultant to the project on Preventing and Combating Cybercrime at the World Bank’s Legal Vice-Presidency. He has received many awards, including, in 2012, the “Hans Von Hentig” Medal of the World Society of Victimology and Fulbright Scholar awards. He was the Program Chair of the 17<sup>th</sup> and 18<sup>th</sup> World Congresses of Criminology. Recently, he was a General Reporter on Cybercrime for the International Association of Penal Law. Dr. Viano has published extensively and is a recognized political analyst interviewed regularly on CNN, and various television, radio stations and newspapers in the USA and abroad.