



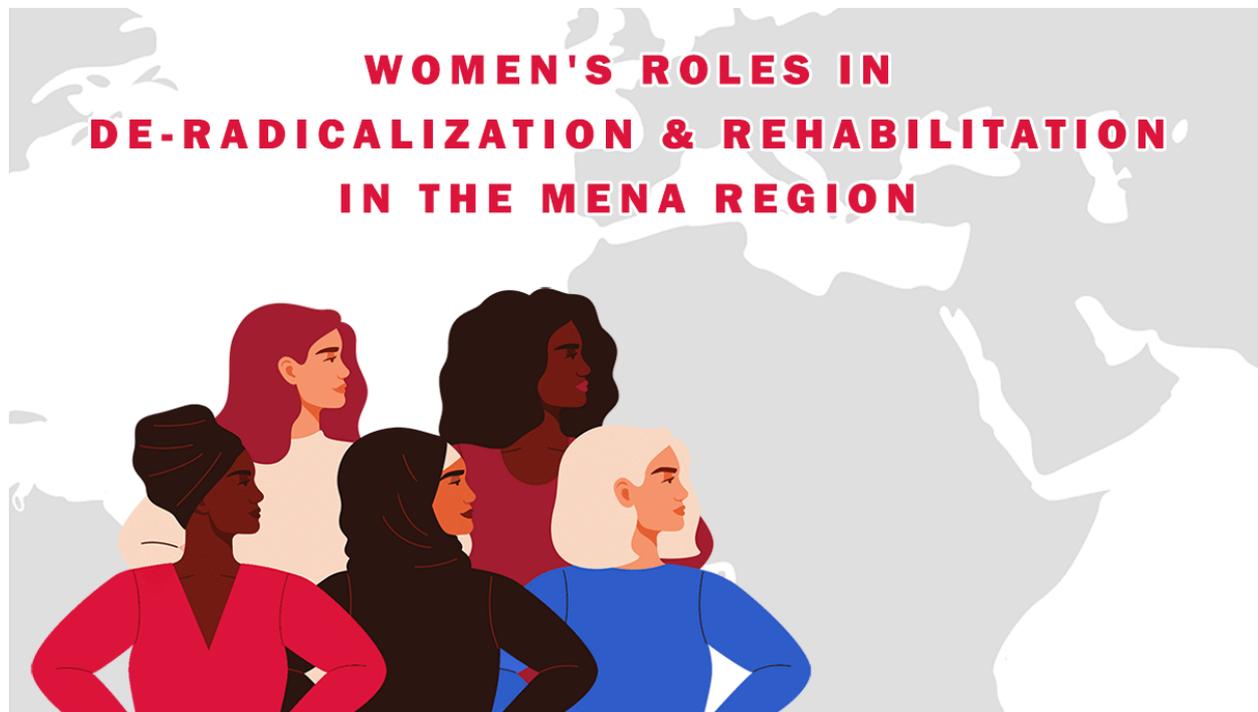
NSDS HUB
NATO STRATEGIC DIRECTION SOUTH



University of
Kent

On-line Study Day: “Women's Role in De-Radicalization and Rehabilitation in the MENA region”

15/16 June, 2021 – JFC Naples



www.TheSouthernHub.org

The NSD-S HUB was established at Allied Joint Force Command Naples in order to improve NATO awareness and understanding of the opportunities and challenges from the South, while contributing to the overall coordination of NATO activities and efforts. NSD-S HUB products are developed with a direct engagement of regional experts, open-source information from governmental organizations, non-governmental organizations, international organizations, academic institutions, media sources and military organizations. By design, NSD-S HUB products or links to open-sourced and independently produced articles do not necessarily represent the opinions, views or official positions of any other organization.

This document was produced by the NSD-S Hub in collaboration with Dr. Harmonie Toros, Reader in International Conflict Analysis at the University of Kent, UK and Dr. Laura Sabrina Martucci at University of Bari Aldo Moro, UNIBA.



Harmonie Toros is Reader in International Conflict Analysis at the University of Kent. Her research lies at the crossroad between conflict resolution/conflict transformation, peace studies, and terrorism studies. She has published seminal work developing a critical theory-based approach to terrorism and examining the transformation of conflicts marked by terrorist violence. She has carried out extensive field research in Europe, the Middle East, South East Asia, and Africa

Her current research focuses on incorporating war experience into the study of conflict, examining some of the key methodological and epistemological challenges involved in translating war experience into knowledge. In 2015, Harmonie was awarded the University’s Inaugural Research Prize (Early Career Researchers Category). She is an editor of the journal *Critical Studies on Terrorism* and a member of the International Studies Association (ISA) and British International Studies Association (BISA). Following a BA in Contemporary History (Sussex) and a Maîtrise in History (Paris IV- Sorbonne), she worked as reporter and editor for major international news agencies (The Associated Press and Agence France-Presse) before returning to academia in 2003 to complete a Masters in Conflict Resolution (Bradford). She completed her PhD at the Department of International Politics of Aberystwyth University in 2010.



Laura Sabrina Martucci PhD and aggregate Professor of Comparative Ecclesiastical Law and Professor in charge of Law of Ecclesiastical Entities, Department of Law University of Bari Aldo Moro. Professor and contact point of the Dean. Coordinator and co-author of the first Italian de-radicalization program and "Guidelines for the intervention action of social mediators in the recovery paths aimed at de-radicalization", in collaboration with the Public Prosecutor's

Office. Director of the Masters in "Prevention of radicalization of terrorism and policies for interreligious and intercultural integration" UniBa. Member of the Italian delegation at the

Metropolitan Police London (Counter Terrorism Command - New Scotland Yard) as academic advisor in Islamist radicalization. Advisor to the Presidency of the Italian Council for methodology of analysis of subversive jihadist radicalization and for de-radicalization programs.

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1. Executive Summary

- The Study Day, held virtually on June 15-16, 2021, gathered a group of experts, academics, and practitioners working on and with women in de-radicalization and rehabilitation programmes in the Middle East and North Africa (MENA) region.
- Poverty and violence against women were presented as key driving factors toward women’s radicalization.
- Although it is too early to determine “best practices” due to a lack of systematic evaluations, all participants agreed that any programmes to be successful need to be tailored as close as possible to the end-users and need to be based on culturally-appropriate frameworks that are embedded in local social, political and economic realities. Funding needs to be targeted to tailored projects through coordination between public and private sectors.
- There was debate on whether women should be primarily understood as victims or rather also as agents of radicalization and de-radicalization. In processes of rehabilitation and reintegration, women already play an important role in classrooms, mosques, and in the media. The presence of women should be expanded to other areas including prisons.
- Participants highlighted the need for an expansion of women’s presence in the security sector, to challenge patriarchal models and to recognize women’s role as protectors of the population.
- The Study Day revealed a clear request by local practitioners to provide the support to develop a methodology to strengthen the role of women in de-radicalization and rehabilitation processes and training programmes – within and beyond the security sector – in this methodology.
- The HUB was presented as a particularly apt partner for programmes in this area to support networking, research, and concrete civil society initiatives.
- De-radicalization was recognized as an opportunity to address underlying structural issues that hurt both men and women .
- Processes of de-radicalization are constantly evolving, and programmes and practices need to evolve as well.

2. Introduction

There is increasing recognition that women play a variety of important roles in violent extremism. Women can be fighters, recruiters, connectors, informants, trainers, but also preventors and agents of de-radicalization. This became particularly evident during the rise of the Islamic State of Iraq and Syria (ISIS / DAESH). The aim of this Study Day (SD), held virtually on June 15-16, 2021, was to examine the role of women in the complex processes of de-radicalization and rehabilitation, focusing particularly in the Middle East and North African (MENA) region.

Key scholars and practitioners from across the region gathered for the SD to offer an in-depth discussion of the variety of roles women play in radicalization, de-radicalization, and rehabilitation; the hurdles preventing women from fully participating in these processes; and potential pathways to empower women. Distinguishing the de-radicalization and rehabilitation phase from counter-radicalization, preventing violent extremism and countering violent extremism is not an easy feat and these processes overlap and feed into each other. Radicalization and de-radicalization are also in constant evolution: “Radicalization is like life, it is evolving every day,” said Dr Emna Jablaoui, President of the Tunisia-based International Institute for Human Development. Linguistically, the terms radicalization and de-radicalization are terms that are used differently across languages and cultural contexts. In this paper, we consider de-radicalization as a process that moves an individual away from *violent* radicalization. The SD focused on post-radicalization realities, particularly on women who have returned to their home countries after the fall of the DAESH proto-state. Aside from highlighting the key challenges for women, the SD aimed to draw out some key policy conclusions on how to support good practice in the region and the role NATO can play in this area.

This report will cover some of the key themes discussed in the SD, focusing in particular on the following four questions: a) How much power do women have in making their own decisions when it comes to radicalization and de-radicalization and should women be primarily be understood as victims in this process?; b) At what level should we be focusing our analysis: the local, the national, the regional/sub-regional?; c) Where should de-

radicalization interventions occur?; and d) What alliances and bridges need to be built to strengthen the roles and participation of women in these processes?

3. Scope of this research

Taking as points of reference the United Nations Security Council Resolution 1325 on Women, Peace and Security (<http://unscr.com/en/resolutions/1325>) and NATO's Action Plan on WPS (https://www.nato.int/cps/en/natohq/topics_91091.htm), the purpose of this SD was to reveal the landscape of de-radicalization and rehabilitation initiatives being carried out in the MENA region that involve women, either as practitioners, participants or end users. Based on this review of existing activities and their context, the SD aimed to draw lessons learned and elaborate recommendations for future action, locally but also internationally. The final aim was to provide ways in which NATO can support local, national, and regional activities to strengthen women's roles in de-radicalization and rehabilitation.

4. Main Findings

Roles and agency of women: Are women primarily victims in radicalization and de-radicalization processes?

Mothers, wives, sisters: Should women be only or primarily be understood as such in processes of de-radicalization or rehabilitation? Are women primarily to be understood as "victims" in the landscapes of violent extremism and how much agency do they have in this landscape? The SD showed ongoing debate on these questions with some participants insisting that women should not be reduced to a victim identity while others pointed out that even when women take an active role in violent radicalization, they are still victims of a violent patriarchal system. "Women are heterogenous. They are divided by class, locality, ethnicity, education, rural/urban, and by social status (married/unmarried, with/without children). But they are all subject to patriarchy," pointed out Prof Fatima Sadiqi, professor of linguistics and gender studies at the University of Fez, Morocco. The participants highlighted deep structural conditions that are holding women back in terms of poverty, lack of access to education, and gender-based violence. These are seen as drivers of radicalization for women as well as factors that compound women's invisibility. The desire

to become visible can also be a factor of radicalization. “ISIS has provided an identity for some Arab women,” according to Ambassador Soad Shalaby, Director of the Egyptian African Center for Women. Some women joining ISIS achieved “iconic status”.

How can MENA women become visible but not through violence? Samira El Massoudi, an activist and former president of the Libyan Women Union, said greater women’s participation in de-radicalization and rehabilitation programmes starts with increasing their awareness of their legal rights and of the kind of roles they can undertake. SD participants stressed that requires increasing women’s capacity to resist violence against women, to promote economic independence in culturally-appropriate ways, and to enhance women’s presence in the security sector while challenging strong patriarchal norms that still dominate those sectors. Women need to be understood as protectors of the community not only as in need of protection. Dr Jablaoui noted that Fatwa Observatory in Egypt also called for an increased participation of women across sectors, including in the religious sector. There was general agreement that women returnees should not be ignored and that they can play a key role in the de-radicalization and rehabilitation.

Lessons Learned in the MENA region

Dr Chafiaa Djouadi, representative of FemWise for the African Union, noted that it is premature to speak of “best practice” in terms of women’s roles de-radicalization in the MENA region. “Indeed, the projects and programs that have been launched are undoubtedly producing results, but these are neither quantifiable nor usable.” A more comprehensive evaluation of programmes is necessary. Nevertheless, the participants stated that we could draw lessons from programmes and practices that have been underway throughout the MENA region over the past years.

Several participants noted that it was important not to conflate women with gender and design programmes and practices that focus on the interaction between genders or at least recognize the inter-relationship between the genders. Children are raised not only by their mothers, but also their fathers, Dr Djouadi underlined. Participants also noted that activities involving women should not occur only in the private sphere but that women should also be understood as potential agents in the public sphere. Prof Sadiqi noted that women are

important intermediaries between spaces, such as the classrooms from primary to university (key to de-radicalization efforts because they can play a preventive role), mosques (as a space in which women are also exposing their children to other women), and on the radio (as a widespread media form used across the MENA region). She recommended a coordination of initiatives between public and private spheres. Participants noted that much attention has already been given to de-radicalization in public spaces but more attention had to be paid to de-radicalization in private spaces.

A few examples of good practice were noted. In particular, the Moroccan experience of *Murshidat*, women religious preachers who contribute to countering radicalization “by educating women and mothers, providing a safe and productive avenue for youths, and offering pastoral care to prison inmates,” according to Prof Sadiqi. Also in Morocco, programmes are run in prisons aimed at rehabilitation and resocialization with prisoners becoming trainers, and the formation of women Sufi groups who can support de-radicalization.

Dr Zineb Benalla of Alkhawayan University (Morocco) and CEO of Eirene Associates warned that it was important to avoid creating tensions in communities by giving too many privileges to returnees for example and the need to contextualize programmes at the most local level.

Indeed, all agreed that central to the success of programmes were their cultural appropriateness and that the design of such programmes be as close as possible to local communities. Dr Ayat Nashwan, associate professor at the Yarmouk University in Jordan, warned against perpetuating negative and dangerous stereotypes surrounding Muslim women.

The SD looked at what contextualized programmes and responses means. Asked whether the MENA region as such “makes sense,” several participants noted that MENA is a political construction which do not adequately represent social and cultural realities on the ground. Dr Jablaoui of Tunisia noted that for parts of North Africa it makes more sense to discuss North and West Africa as a regional context rather than the MENA region as such. In other cases, it is the relationship with Europe that needs to be taken into consideration.

The participants insisted that programmes should be designed case by case all the way down to neighborhoods, families or single human beings. As such, although politically it may make sense to consider MENA coordination, in terms of contextualization of programmes, this has to occur at a much more granular. This allows for programmes that support the identification of “pro-social identities” and “pro-social ties” for rehabilitation programmes.

Building Bridges and Offering Support

The participants underlined the essential role of building bridges, locally, regionally, and internationally. Cooperation between women’s groups – across secular/religious divides – was noted as an important factor in strengthening women’s presence in de-radicalization and rehabilitation programmes. NSD-S Hub advisors and SMEs specifically asked participants to propose ways in which NATO can support women’s initiatives in this field: Funding should be carefully targeted to specific projects that have clear local support and through local NGOs. In some cases, participants noted that NATO should likely work via nation-state partners in the region. Despite some state fragility in the region, participants noted that citizens have considerable trust in the state when it comes to security issues. NATO furthermore could help strengthen the links between the state and civil society sectors in de-radicalization and rehabilitation programmes. Some participants noted that the NSD-S Hub was particularly well placed as a potential partner for local civil society organizations (CSOs). Participants recommended that the NSD-S Hub build a relationship with women from the Arab League and from the Mediterranean Women Mediator Network (MWMN - <https://womenmediators.net/>) as well as other local civil society actors, experts and academics.

NATO can also provide training to the security sector and beyond, in areas such as technology, cyber security, and artificial intelligence. Gender mainstreaming in the security sector is another area highlighted by participants in which NATO can offer support to MENA partners. Training however must go beyond the security sector to involve civil society and participants stressed the need for training to include a wide variety of social actors such as from underprivileged backgrounds. NATO can also support the creation of a list of experts and practitioners on women and de-radicalization and rehabilitation to hold periodical

meeting so as to keep both NATO and the experts informed on latest high-level research and ongoing programme delivery in the region.

Participants underlined that “de-radicalization is an opportunity.” It offers the possibility to create bridges to strengthen relations between NATO and experts in the region as well as to promote the improvement of economic conditions of women and their awareness of the power they can yield in a variety of roles as active members of society.

Recommendations

1. Considering the positive perception of the NSD-S HuB among CSOs working with women in MENA region, participants invited the HUB to establish list of experts and practitioners on women and de-radicalization and reintegration in the MENA region and facilitate periodic meetings in loco to keep both the Alliance and the experts knowledgeable of recent developments in research and practice. These two-way exchange will also benefit Alliance members which can learn lessons from the de-radicalization programmes and practices already implemented in the MENA region.
2. Develop of an early warning methodology that identifies indicators of women’s radicalization and how to support training in this strategy. The methodology is aimed at supporting the creation of local processes of prevention, de-radicalization and rehabilitation which provide women with active roles. Contextual variables – from regional, to national, to local neighborhood, to families - will form the bases on which any activity is developed.
3. Broaden the relationships of the NSD-S Hub- beyond its strong ties to FemWise, to establish new relationships with the women of The Arab League and with Mediterranean Women Mediator Network (MWMN). Such an expansion can offer invaluable knowledge and connections to the HUB and beyond with the Alliance.
4. Support through the funding of research into the de-radicalization, rehabilitation and re-socialization of violently radicalized women, within and outside the penitentiary system.

References

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Women as ‘new security actors’ in preventing and countering violent extremism in Mali

<https://academic.oup.com/ia/advance-article-pdf/doi/10.1093/ia/iab039/37115489/iab039.pdf>

¹ The RAN is a network of frontline practitioners who work daily with both those vulnerable to radicalization and those who have already been radicalized. As civil society representatives, social workers, youth workers, teachers, healthcare professionals, local authority representatives, police officers and prison officers, they are engaged in both preventing and countering violent extremism in all its forms and rehabilitating and reintegrating violent extremists. Since it was founded in 2011, the RAN has attracted over 6,000 practitioners, who collectively represent all EU Member States.

ANNEX 1 – Panellists

Amb. Soad SHALABY, Director of Egyptian African Center for Women

<https://womenmediators.net/mediators/egypt/>

Soad Shalaby is an Egyptian diplomat who has served her country for 40 years including as Ambassador to several countries. She is presently the Director General of the Egyptian African Centre for Women and is serving her second term as a member of the Board of the Tana High Level Forum. She is a founding member of FemWise, the Mediterranean Women Mediators Network (MWMN) and a member of the Global Alliance of Regional Women Mediator Networks contact group. She was elected Member of the Committee of Elders of the Common Market for Eastern and Southern Africa for a 5-year term. Elected twice, she served for ten years as Member of the Council of the International Institute of Humanitarian Law in Sanremo. From 2007 to 2012, she was the Director of the Cairo International Center for Conflict Resolution, Peacekeeping and Peacebuilding. Her career includes being: a selected member of the AU Panel of Experts for the Evaluation of the African Standby Force in 2014; a member of the expert group which launched the report of the AU Mediation Support Unit (MSU); a member of the POW team for the Evaluation of the present Kenyan pre-Presidential Election; and the head of the COMESA team for monitoring the parliamentary election in the Kingdom of Swaziland. She has completed many courses such as the AU Senior Mission Leaders Course and the Clingendael Institute Course on Negotiation and Mediation as a tool for conflict resolution. She has published several articles, nationally and internationally on WPS, and is a regular commentator and a guest speaker on African issues on Nile TV international, and many regional and international conferences.



Prof. Emna JEBLAOUI, PhD University Prof. and President of the International Institute for Human Development

<https://tn.linkedin.com/in/dr-emna-jeb-laoui-phd-27b41710>

Born in Tunis, PhD Emna JEBLAOUI is the President of the International Institute for Human Development, which promotes multiparty dialogue and recently launched the Women for Peace and Security Project. Since 1999, she has taught translation and Islamic studies at the University of Manouba. From 2013-2015, she served as a consultant and coordinator at the Training Center of the Tunisian Assembly managed by UNDP, where she advised on civil society and multiparty democratic dialogue and suggested a variety of scenarios of mediation and confidence building. She is a recognized expert on Tunisian civil society and human rights, sits on the advisory board of various NGOs and is a founding member of numerous organizations working on transition issues. She is also a member of the Bab Bhar bureau of the Tunisian League for Human Rights (LTDH).



Prof. Fatima SADIQI, University of Fez, Morocco



https://www.wikiwand.com/en/Fatima_Sadiqi

Ms. Fatima Sadiqi is a Professor of Linguistics and Gender Studies (University of Fez, Morocco). Her work focuses on women's and gender issues in modern North Africa, the Middle East and the Mediterranean world. She is author and editor of numerous volumes and journal issues, including *Women, Gender and Language* (Brill 2003), *Women and Knowledge in the Mediterranean* (Routledge 2013), *Moroccan Feminist Discourses* (Palgrave Macmillan 2014), and *Women's Movements in the Post-"Arab Spring" North Africa* (2016). Her current research interest resides in the intersection between violent extremism and gender in North Africa. She is currently finalizing a book on ISIS Ideology and Women's Rights in North Africa.

**Prof. Samira El MASSOUDI,
Freelance Consultant**



Prof. Samira El MASSOUDI was President of the Libyan Women Union Tripoli during the period of 2012-2014. She is experienced in community issues, including peace, migrants and refugees and gender equality.

She has specific experience in Libya on numerous human rights projects with knowledge in all related topics including preventing and managing violence, legal issues particularly concerning vulnerable groups, Libyan transitional justice strategy, disarmament, terrorism, women's equality, peace and restoring Rule of Law.

Mrs. Zineb BENALLA
Visiting Professor Alkhawayan University, Morocco



<https://www.facebook.com/eireneassociates/posts/zineb-benalla-recipient-of-the-international-studies-association-peace-studies-s/2464470523637112/>

Mrs Zineb BENALLA is an international expert and consultant in Peace/Countering Violent Extremism, Counter-Terrorism and Peace Building who spent years working in Violent Extremism hotspots in the Maghreb, Sahel and the Middle East. Ms. BENALLA has considerable experience working with International organizations, civil society, communities, religious leaders, traditional leaders and policy makers.

She was nominated for the international Women of Courage Award in 2015 for her work in preventing and countering violent extremism and building peace in the Sahel and Maghreb regions. She won The International Studies Association Peace Section and Kroc Institute for International Peace Studies Global South Peace Award in 2020 for her work and research on gender equality and Preventing and Countering Violent Extremism in the Maghreb and Sahel.

Zineb BENALLA is the CEO and Founder of Eirene Associates.

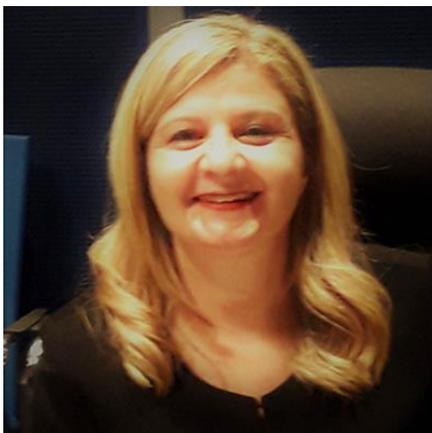
Dr. Chafiaa DJOUADI, researcher at the University of Toulouse Jean Jaurés in France, representing FEMWISE (AU)

With a Doctorate in human geography, Ms. Chafiaa Djouadi is a Researcher and European Projects Manager for the Prevention of Radicalization Leading To Violence at the EFTS Mixed Research Unit, University of Toulouse Jean Jaures, France. She is an associate member of the UNESCO chair PREV, Prevention of radicalization and violent extremism, Canada.

Mrs. Djouadi is a gender expert and worked within the UNDP for the realization of a gender database of MDG 3 in the MENA zone, gender equality and women empowerment.

She is also an expert in public policy and sustainable development. She has worked for governments and international organizations to promote the peaceful and violence-free development of Africa. As a member of FemWise, she is a Peace Ambassador of the AU and acts as a mediator in Preventive Diplomacy and Conflict Resolution (UN Security Council resolution 1325).

Mrs. Djouadi is an election observer for several African countries. In this role, she aims to analyze the engagement of women in political life and in the promotion of peace.





Dr. Ayat J. NASHWAN. Yarmouk University

<https://www.researchgate.net/profile/Ayat-Nashwan>

Dr. Ayat J. NASHWAN is an associate Professor in the Department of Sociology and Social Work at Yarmouk University, in Irbid, Jordan. She was the first female Director of the Refugees, Displaced Persons and Forced Migration Studies Center at Yarmouk University from 2018 to 2019. Dr. Ayat received her Ph.D. in Social Work from the University of Tennessee, Knoxville, College of Social Work. Dr. Nashwan's research is focused on Arab immigrant families across their lifespan in the US, and Refugees and forced migrants in Jordan.

ANNEX 2: Details and Agenda

Venue: Allied Joint Force Command Naples, NSD-S Hub / **Language:** English / **Legal time:** Central European Time (CET)

| Tuesday 15 June 2021: VIRTUAL STUDY DAY | |
|--|---|
| 08:30-09:00 | Registration for online Study Day participants and technical check. |
| 09:00-09:10 | Introduction by the NSD-S Hub Director |
| 09:10-09:25 | Welcome and Introductory Session by the Moderator <ul style="list-style-type: none"> • Welcome Remarks • Introductions • Overview of the Agenda |
| 09:25-10:35 | Gender-based analysis and the role of women in Preventing Violent Extremism |
| 09:25-09:40 | <ul style="list-style-type: none"> • Dr. Emna JEBLAOUI: Role of gender and misogyny in violent extremism and its prevention; |
| 09:40-09:55 | <ul style="list-style-type: none"> • Dr. Ayat J. NASHWAN / Women's participation in PVE projects in Syrian refugee centres; |
| 09:55-10:10 | <ul style="list-style-type: none"> • Dr. Chafiaa DJOUADI / Best practice of gender-sensitive PVE campaigns in the MENA region; |
| 10:10-10:30 | <ul style="list-style-type: none"> • Questions & Discussions. |
| 10:30-10:45 | Break |
| 10:45-11:35 | Gender Dimension of de-Radicalization in the MENA region |
| 10:45-11:00 | <ul style="list-style-type: none"> • Amb. Soad SHALABY: Regional perspectives on de-radicalization and gender roles; |
| 11:00-11:15 | <ul style="list-style-type: none"> • Prof Fatima SADIQI / Gendered discourses and constructions in de-radicalization programmes in the MENA region; |
| 11:15-11:35 | <ul style="list-style-type: none"> • Questions & Discussions. |
| 11:35-12:25 | Women in the process of De-radicalization and Reintegration: Case Studies |
| 11:35-11:50 | <ul style="list-style-type: none"> • Prof. Samira El MASSOUDI: Experiences from Libya; |
| 11:50-12:05 | <ul style="list-style-type: none"> • Prof. Zineb BENALLA: Gender narrative of radicalized Moroccan women and the role of women in the reintegration of returnees; |
| 12:05-12:25 | <ul style="list-style-type: none"> • Questions & Discussions. |
| 12:25-12:40 | Wrap up and end of session |
| Wednesday 16 June 2021 : WORKING GROUP | |
| 09:00-11:00 | Hub working group, composed of selected Hub staff, Professors Sabrina Martucci and Harmonie Toros, to prepare discussions and questions with panellists. |
| 11:00-12:30 | Hub working group to discuss more specific questions and outcomes of the event (on-line) with panellists. |

