The Comprehensive approach to the EU implementation of UN SCR 1325 and 1820 on women, peace and security (WPS) foresees that "an open exchange among EU Member States on national implementation of Resolution 1325 will be organised once a year in view of sharing best practices and identifying joint interests". This exchange, organised by the European External Action Service (EEAS), also provides a platform for civil society representatives, the UN and regional organisations to engage on their priorities and progress made towards the implementation of UN SCR 1325 and follow-up resolutions.

In the perspective of the Global Review of UN SCR 1325 in October 2015, this year's meeting focussed on the topic of WPS in the context of violent extremism and terrorism. The implementation of the WPS agenda is encountering additional challenges with terrorist and/or extremist armed groups often targeting women's rights activists and girls because of the role they play or may play in society. Furthermore, some radical views and ideals find strong supporters – including women - also in Western countries. As a result, the EU, the UN and security organisations like NATO and the OSCE see the need to shift from a reactive and repressive approach in conflict-affected countries to a more preventive one that takes into consideration new challenges, including the gender dimension of terrorism and its implications for the WPS agenda; and to a more comprehensive one that encompasses work in Europe and in the countries where the EU operates.

The annual meeting's morning session examined the state of play in preparations towards the October Global Review of UN SCR 1325, before introducing policy considerations with relation to WPS in countering terrorism and violent extremism. During the afternoon participants were briefed about examples from the field, which triggered a discussion and exchange of best practices. The strategic importance of bridging the WPS agenda with counter-terrorism and counter-violent extremism was highlighted, as well as the need to enhance internal implementation of WPS, beyond external actions in situations of conflict. Many participants underlined the role of the media and the need to continue supporting women's organisations.
**Opening remarks**

The EEAS senior representative introduced the meeting by stressing the opportunities provided by the 70th anniversary of the creation of the UN, as well as the 20th anniversary of the Beijing Declaration and Platform for Action. The EU and the UN have worked steadily together to promote the role of women in the areas of peace and security. Much has been achieved, although the aim should be to improve our performance. The role of women in modern societies needs to be enhanced and the EU should be one of the main norm setters on that front. The EEAS expressed its appreciation for the contributions of the EU Member States (MS) to the overall cause, pointed out the importance of the 17 existing National Action Plans (NAPs) for UNSCR 1325 implementation and recognised the commitment of all MS to promote the common goals.

The EU has been actively involved in the process of the Global Review of UNSCR 1325 from the very beginning. A EU MS, Spain, will be chairing the UN Security Council in October, at the moment of the Review. From the EU's point of view, the Global Review should go hand-in-hand with the upcoming post-2015 agenda and should have synergies with the other ongoing UN reviews.

The issue of women and the fight against violent extremism cannot be separated from the wider security context. We should attempt to better mobilise our tools; in consultations with the MS, the EEAS will seek practical suggestions. The close EU-US cooperation in countering violent extremism was stressed; the EU will be actively involved in an upcoming US-led summit on violent extremism which will be chaired by President Obama on 29 September in the margins of UNGA.

**The Women, Peace and Security agenda and the Global Review of UNSCR 1325**

The UN Women's Brussels office gave a thorough overview of the Global Review process, although not all recommendations of the Global Study on WPS can be shared at this point. Most probably the draft will be available in September and will be launched on October 21st, to be followed by the UNSC open debate on WPS on the next day. The draft is expected to also include articles on humanitarian aid. The EU and its MS have been consulted extensively throughout the review process via the EU informal task force on UNSCR 1325, CONUN and PSC.

Among its recommendations to the UN and its MS, the Global Study will include five concrete proposals:

- To facilitate information flows, so that the UN Security Council can act in a timely and targeted manner. It will notably be recommended to establish a UNSC working group that will monitor implementation of the WPS UNSCRs and will have fact-finding capacity on a country-specific rather than thematic basis. It was also recommended to expand the
designating criteria for sanctions regimes to include more consistently human rights violations, including sexual and gender-based violence.

- To strengthen the gender architecture of the UN system, e.g. by strengthening the role of UN Women within the mechanism of early warning and conflict analysis reporting, by situating the gender advisers of peace operations directly in the office of the Special Representative of the Secretary General with access to senior leaders and by requiring Peacebuilding Commission configurations to appoint a country to lead on gender in the specific country configuration.

- To promote gender balance by establishing duty stations for couples without children in addition to family and non-family postings, but also to appoint senior special envoys in regional organisations in order to promote the WPS agenda.

- To commit additional funds to women's organisations, including through a Global Acceleration Instrument on WPS.

- To enhance accountability, including of future policies, by having WPS outcomes included in terms of reference for the evaluation of projects and for senior leaders.

(The expected key recommendations of the Global Study for the UN and its Member States are attached.)

The EEAS Division for Multilateral Relations emphasised the need to integrate the Women's agenda in every part of the peace and security agenda. The EU priorities at the UN include seeking synergies between the three UN reviews in 2015, namely the reviews of peace operations, of the peacebuilding architecture and of UNSCR 1325. For the EU, the WPS agenda is part of both the human rights agenda, and the peace and security agenda. EU priorities for the UNSCR 1325 Global Review will be, among others, to increase women participation in peacebuilding, conflict prevention and resolution, seek to increase earmarked financing, enhance UN Women's role and address emerging trends.

The NATO Secretary General's Special Representative for WPS presented the Alliance's 2014 action plan on integration of the gender perspective in security operations. Gender expertise has been built in the organisation by integrating gender in exercises and trainings, and also by developing a structure and network of gender expertise throughout the organisation. In addition, NATO continues developing actions against sexual violence in conflict. The Alliance has focused on sharing best practices and lessons on the topic; partnership tools with international and regional organisations, and with civil society, include gender as one of the main pillars of cooperation. There is still a lot of space to cover regarding the involvement of women in peace and security. The challenge is to be more inclusive with women in peace and security both domestically and externally.

As the incoming chair of the UNSC in October 2015, Spain informed that the issues of women participating in and being victims of terrorism will be central during its tenure. Spain has integrated the gender dimension in most of its civilian and military operations. CSDP
missions must effectively include gender-related policies and action in their operations and their personnel must be properly trained. The WPS message needs to be better communicated between the higher level of hierarchy and the personnel on the ground. Numerous actions remain to be taken in the area of preventive diplomacy and mediation, where women still have a minor role. Spain will encourage implementation of existing NAPs and adoption of new ones. At the 22 October UNSC open debate on the Global Review, MS will be invited to announce pledges on WPS such as development of NAPs, funding, measures in the military and security sector etc. The EEAS informed that the EU pledges would be discussed in the EU informal task force on UNSCR 1325, COHOM and CONUN.

**Women, Peace and Security in countering terrorism and violent extremism**

The EEAS Counter-terrorism specialist provided an overview of the EU actions in the field of counter terrorism (CT) and counter violent extremism (CVE) and the links with the WPS agenda. The EEAS works on the external dimension of CT and its role is to coordinate EU external outreach and capacity building assistance on CT to third countries, in order to ensure coherence and efficiency.

The terrorist threat is increasingly diverse and geographically diffuse; it remains significant, complex and unpredictable (reference to Al Qaeda and its affiliates; the phenomenon of foreign fighters in Syria and Iraq; Al Shabab in Horn of Africa/Yemen; Boko Haram in West Africa; and the post-2014 Afghanistan and security implications for Afghanistan/Pakistan and Central Asia). The alarming surge of ISIL in Syria and Iraq has accelerated current international efforts on CT, which will have a deep impact on EU’s CT policy making.

Since 2005, the EU is working on a CT Strategy that is based on prevention, protection, pursuit and response. The updated Terrorism Action Plan and the European Security Strategy provide the strategic framework for the development of the EU’s CT policy internally and externally. The EU promotes a criminal justice approach on CT, while protecting human rights. Whilst CT is mainly a MS’ competence, the European Council Conclusions of 9 February 2015 gave the EU the mandate to work on effective conflict prevention measures and CVE and anti-radicalisation efforts, as well as to promote the interfaith/intercultural dialogue with the Muslim world.

The EU’s external actions on CT comprise four main elements:

- Political outreach through specific political dialogues on CT;
- Multilateral CT coordination, notably active EU support to the UN Global CT Strategy, participation in the Global CT Forum (GCTF), support to key GCTF initiatives on rule of law and CVE; it is to be noted that the GCTF Working Group on CVE produced a draft action plan on gender and CVE, which covers women as perpetrators and as victims;
- Mainstreaming CT into EU’s foreign policy and addressing the nexus between security and development;
EU capacity building measures aiming at supporting CT efforts in third countries and coordinating with key donors and recipients.

The EU started addressing the challenge of radicalisation and recruitment in the aftermath of 9/11 and issued its first communication on this topic in 2004. It remains a high priority for the EU. Reference was made to UNSCR 2178 on Foreign Terrorist Fighters and CVE in 2014, and the 2013 launch of the US Global Community Engagement and Resilience Fund to support local communities and other subnational stakeholders in their CVE capacities; the EU supports this fund with 5 m € as one of the first non-US sponsors.

In order for the EU to be successful on CVE and anti-radicalisation efforts, cooperation between the internal and external dimensions must be ensured. To this effect new possible synergies are explored, e.g. using the Radicalisation Awareness Network (RAN) abroad or giving to the Syria Strategic Communication Advisory Team an external dimension.

It was noted the importance and visibility that the CT/CVE agenda enjoys currently at the global level. In this context, bridging the WPS agenda with the CT/CVE agenda could be of strategic significance, as it could lift the WPS profile.

The Peace and Security Adviser of UN Women's Regional Office for Europe and Central Asia noted that women can be victims, they can be perpetrators and, most importantly, they can help counter violent extremism. On several occasions women are part of a complex terrorism/violent extremism nexus and must be engaged more actively across a range of prevention and response frameworks.

Subordination of women is at the forefront of many extremist groups' political agenda. Violations against women’s rights are not particular to one religion; they form part of a global wave of fundamentalist conservatism and nationalism that we see in various parts of the globe. Most governments have prioritised military action and tough security measures against violent extremists. Therefore social service budgets are often the first to be cut and massive violations of human rights occur as collateral damage of anti-terrorist operations. Women are impacted. The international community and governments should adopt a comprehensive approach that addresses root causes of violent extremism through economic development, job creation, promotion of the rule of law and protection of human rights.

The CT and WPS agendas should be bridged. A number of efforts have been made to integrate gender in UN CT policy and programming, generating significant momentum to advocate for more substantive inclusion of women and gender issues in the CT agenda. Women and CVE will be a dedicated chapter in the Global Study on WPS. The UN is currently mobilising resources for the UN Women global program on CVE, which aims at strengthening women’s participation and empowerment in CVE policies. UN Women will undertake a number of activities to address the research gap with regard to the role of women as sympathisers, mobilisers and recruiters to terrorist groups. In collaboration with the Office
of the High Commissioner for Human Rights, a Guidance Note for the UN system on integrating a gender perspective in UN CT activities will be developed.

CT measures can have nefarious effects on women’s organisations, restricting their access to finance. It was reiterated the need for capacity development, and for human and financial resources, in order to protect the rights of women and of their families, as they need secure space to organise and operate. There is need for training of security officials, work with media – including social media – and cooperation with international and regional organisations, such as the EU.

In the new age of extremism that is increasingly targeting the rights of women and girls, we are also witnessing a strategic moment in the evolution of the CT agenda. Today women’s participation and empowerment has been recognised as a necessary part of our response to extremist violence. It is time to seize the opportunity to leverage women’s participation and gender equality as part of our efforts to counter and prevent violent extremism.

**During the discussion that followed**, the acute challenges ahead due to the lack of effective tools and instruments to fight gender discrimination were underlined. The gender perspective must be integrated in all CVE, and our understanding of the terrorist organisations and of situations surrounding women (in and outside the EU) must be improved. An interesting exchange took place on the internal dimension of implementing UNSCR 1325 NAPs, which should be enhanced and adapted to reflect the national dimension of CVE. It was reminded that UNSCR 325 should be applied also in peace time.

Several participants insisted on the role of media, including social media, and advocacy; both States and civil society organisations (CSOs) should foster media reporting to raise awareness, and the role of media should be integrated in NAPs. It was suggested to devote one of the future EU annual meetings on UNSCR 1325 to the role of the media.

Participants stressed the decreasing space of CSOs and called for caution, in order to avoid putting women's organisations at risk. Particular reference was made to the role of women's organisations and their contribution to CVE at local level.

The importance of making the link between WPS and CT was stressed. It was noted that instruments exist to this end under all four pillars of the WPS agenda, although they need to be used in a more effective way to improve implementation. We must be careful so that CT does not overtake the WPS agenda and women's organisations are not diverted to a security-based approach. Organisations should share information. The planned UN Action Plan on CVE (to be issued in November 2015) should include gender aspects.
**Women, Peace and Security in countering terrorism and violent extremism: examples from the field**

The afternoon session was opened with a presentation by the **Gender Adviser of the EU Capacity Building Mission in Niger**. Present in Niger since 2012, the 78-staff EUCAP Mission is based on the EU Strategy in Sahel and has the aim of assisting the country's security forces to develop operating strategies and increase their capacity in combating terrorism and organised crime.

In Niger, the poorest country in the world, terrorism is a new phenomenon and has flowed over from other conflicts in the region (Libya, Mali, Chad and Nigeria). Gender-based violence has intensified in the region. Women and girls in the Sahel region have been greatly affected by the conflict and Boko Haram is increasingly using women and girls as a tactic of war. Victims have been forced into marriages with jihadists and, according to local custom, once a woman is married her entire clan is linked to the husband and her family will not take action against him, even if he is a terrorist. Women and girls have also been used as kamikaze bombers or to transport weapons under their clothing, as in the local culture security forces will not carry out searches on women. There have been mass abductions of women and girls and captured girls have been enslaved, forced into marriage or obliged to convert to Islam. When freed these women are stigmatised and are no-longer able to reintegrate their communities.

At the same time, other women have joined terrorist groups of their own will. They provide logistical support, transport arms and hide terrorists. This could be partly explained as, in a country like Niger with a high demographic growth rate and where there are few job opportunities, terrorist groups offer a chance to obtain an income. In addition, a high percentage of the population is illiterate and can be influenced with false religious arguments; women are easily targeted, as in the local patriarchal society they are taught to follow instructions without question.

EU activities aim to sensitisne Nigerians in the fight against terrorism and inform on women's role in terrorism. As state actors are not prepared for these new threats, seminars have been organised with security forces and local authorities to increase understanding of terrorism. There is also the need to study the social, economic, religious and psychological aspects and understand what can lead women to join terrorist groups, as well as analyse what different institutions and non-state actors have done so far to face terrorism.

The EEAS mentioned the EU financial support to a UN Women project focusing on women and education in Nigeria.

A **representative from the Dublin City University** presented research carried out under the VOX-Pol programme financed under the EU 7th Framework Programme to analyse violent online political extremism.
Since the Islamic State (IS) announced its Caliphate last year, it has conducted slick online activity to publicise its attacks in Syria and Europe. Calculations estimate that between 6,000 and 10,000 people have left homes in Europe and other Western countries to join IS in Syria. Of these 10% are women, of which between 600 and 700 are from EU MS (so called "jihadi brides"). IS has made significant efforts to reach-out to women and girls online to invite them to join IS. Young women of child-bearing age are particularly targeted to take part in the "State-building" objective of IS. Men and women not in a position to join IS in Syria are encouraged to carry out attacks in Western countries or disseminate IS propaganda.

Part of the research of the VOX-Pol programme aims at understanding the role of women and girls in extremist online spaces. Online messages are widely disseminated via different means (magazines, videos, screensavers, specialised websites, online forums and social media platforms); women are increasingly targeted, which is resulting in significant online activity by women and girls. Research shows that women who have travelled to Syria are very active online; they have a strong online network, where they explain their day-to-day activities and encourage others to join them. For the youngest consumers of this online content, in particular, it is very easy to become immersed in the online jihadi scene.

However it is difficult to determine the exact role that the Internet is playing in violent extremism, as this is a fast changing space; more research is needed. Actions to counter this online extremism are new and outcomes unknown, with very few actions focused on women.

A representative of the Royal United Services Institute for Defence and Security Studies (RUSI) presented the work of the EU-funded STRIVE programme that is being implemented by RUSI, a think-tank focused on security, CT and CVE in the UK and overseas. STRIVE is a three-year programme that aims at building the capacity of security sector and law enforcement authorities to engage with civil society in preventing terrorism and countering violent extremism in the Horn of Africa. The programme also aims to strengthen the capacity of women's organisations in Puntland and Somaliland to fight violent extremism; increase the understanding of challenges faced by EU-born Somali youth in Somaliland; and increase the understanding of drivers of radicalisation among youth in Kenya.

STRIVE has conducted empirical research to understand the roles of women in Somaliland and Puntland in supporting violent extremism, as well as in building resilience to radicalisation and recruitment. This is a sensitive topic on which there is a lack of existing research. Findings of the study have revealed a mixed picture. While women have been historically perceived as facilitators of peace and reconciliation, perceptions indicate that a number of local women have a direct or indirect involvement in violent extremist groups.

Economic and social factors cause vulnerability to violent extremism. As a high number of households in the region are headed by women, economic pressure could be pushing some women to be actively involved, as they can obtain financial gain by joining terrorist groups such as Al-Shabaab. Lack of education amongst girls makes them particularly vulnerable to
extremist groups. Those not directly involved can be sympathisers or facilitators who support an extremist spouse, hide terrorists or weapons, or gather information.

To counter violent-extremism, findings have shown that women can have a leading force in governing family relationships; they can shape social norms by promoting tolerance and non-violent political engagement, and they could also report on suspicious activities.

Challenges to CVE include the ongoing mistrust of security institutions, the lack of awareness of vulnerability to radicalisation and negative pressure by family members.

Planned pilot projects in Somaliland and Puntland will provide training to selected women's groups on CVE issues such as radicalisation of youth; will develop guidance for women's groups on how to bring the community and security providers together in support of locally driven initiatives; and will facilitate meetings between women's groups and security providers to identify ways to tackle radicalisation.

NATO's Senior Adviser for Security Challenges gave a brief overview of the WPS projects under NATO's Science for Peace and Security Programme. The Programme supports a civil partnership cooperation programme; an academic programme based on national reports on implementation of UNSCR 1325; research on gender mainstreaming indicators to measure implementation of UNSCR 1325; a project on gender and complaints mechanisms in the armed forces, including military ombudsmen, which has developed a study and handbook on equal opportunities in the armed forces; a workshop on the impact of the Ukrainian crisis on women and children. Future projects foresee assessments of the national action plans with gender awareness training and best practices; a project in Azerbaijan; project on responses to female migration to IS and a workshop on understanding and responding to tactics used by IS.

The Council of Europe (CoE) presented a key new instrument on CVE, which was adopted in May 2015: the Additional Protocol to the CoE Convention on Prevention of Terrorism and the Action Plan to fight violent extremism and radicalisation leading to terrorism. They aim at setting standards that reinforce the legal framework against CVE, as well as preventing and fighting radicalisation through concrete measures in schools, prisons and the Internet. In addition, an overview was given of actions undertaken under the Istanbul Convention on Preventing and Combating Violence Against Women and Domestic Violence (in force since August 2014), which applies in time of peace and in conflict. The EU as such is considering accession to the Istanbul Convention.

During the subsequent debate it was referred to radicalisation of very young women and to prisons as a space for radicalisation. It was mentioned the need to focus more on women during the implementation of the sustainable development goals (SDGs) under the post-2015 agenda. UN Women informed that it will carry out actions on the link between the WPS agenda and the SDGs.
Reference was made to the Malaysian NGO Musawah for equality in the Muslim family (www.musawah.org), which developed good arguments for reconciling Sharia law with human rights.

**Exchange of best practices / tour de table and discussion**

**Belgium** organised a coordination mechanism meeting for analysis of terrorist and extremist threats at the beginning of 2015 and a meeting with NGOs and women and mothers of foreign terrorist fighters.

Despite prevention measures, foreign fighters continued leaving **Germany** for Syria and Iraq to join IS. The number of women fighters has increased in the last months. Measures for prevention of departure and for tackling returned foreign terrorist fighters should be considered. The empowerment dimension of UNSCR 1325 is important in this regard.

**Ireland** co-chairs the Group of Friends for the Global Study on WPS. Ireland launched its second NAP on WPS in January 2015. The NAP does not only focus on external action; it includes domestic goals, notably the relief, recovery and rehabilitation of women affected by conflict on the island of Ireland, including women who have migrated to Ireland from conflict-affected areas; and sharing experience from reintegration of former Northern Ireland fighters.

**France** recently adopted its second NAP (2015-2018, available on the website of the MFA), which contains 5 pillars: participation of women in managing conflict and post-conflict situations; protection of women against violence and protection of women’s rights in the conflict and post-conflict period; fight against impunity, including transitional justice in post-conflict situation; prevention through awareness-raising of issues related to the fight against the violence against women, women's rights and gender equality; promotion of WPS at regional and international level. The NAP also includes assistance to provide access to health services for victims of sexual violence, sexual and reproductive health services, and training of immigration officers for asylum seekers who are victims of sexual violence. France would be keen to share national pledges in the context of the Global Review of UNSCR 1325 and comment draft EU pledges. Among examples of national support to women's organisations, France reported on a hot line help for victims of radicalisation and suspected forced marriage.

**Spain** informed about cooperation with Latin American countries in the defence area, including participation in EU CSDP missions. Spain signed a MoU with Chile on counselling in gender issues.

Together with Spain, the **Netherlands** provide training on a comprehensive gender approach in missions. In the framework of this training a seminar was held in Brussels in June 2015; others will be held in Nairobi in October and in Amsterdam in December 2015. The Netherlands are developing their third NAP on WPS.
The **Austrian** government should shortly adopt its sixth report on UNSCR 1325 implementation. The review of the NAP will take place in 2016. The group of CSOs to be consulted during preparation of the new NAP will be extended. Austria has created a hotline for parents and teachers to get advice with regard to foreign terrorist fighters.

**Poland** started informal preparatory process for its first NAP, which might be prolonged because of elections in the autumn. However, Poland is already active in the WPS agenda, as it supports women’s empowerment in Middle East, North Africa and Latin American countries, and supports the International Criminal Court through expertise and funding. Poland has concluded the agreement on enforcement of sentences with the International Criminal Tribunal for the former Yugoslavia and has organised conferences with women in uniform from Afghanistan.

**Slovenia** will host an event on fighting sexual violence in conflict and fighting impunity at the end of August 2015.

A delegate from the **Argentinian** embassy informed that the first Argentina NAP on UNSCR 1325 was in the final phase for adoption.

**NATO** reported on the adoption of guidelines to prevent sexual and gender-based violence by the NATO Military Committee in June, which should be approved by the North Atlantic Council; they focus on training, reporting and behaviour of NATO troops, training of local forces and work with international organisations and civil society. The UNSCR 1325 Reload project aims at increasing women’s participation in the NATO troops (currently 10 % in the armed forces of EU MS, contrary to 18 % in the US army and increase in Australian army). The annual meeting of the NATO Committee on gender perspectives was held on 2-5 June 2015 in Brussels, on the topic: the 15th Anniversary of UNSCR 1325 and its impact on Recruitment and Retention in the Armed Forces. It was recalled the NATO/Euro-Atlantic Partnership Council (EAPC) 2014 Action Plan for the implementation of NATO/EAPC policy on WPS, signed by 55 nations; it focuses on participation of women in NATO institutions, armed forces, NATO MS and civilian forces.

The **EEAS** concluded by reminding that it will submit draft new indicators for implementation of UNSCR 1325 before the summer 2015. After the summer, the EEAS will ask for contributions to the third implementation report based on the new indicators. A meeting of the EU informal task force on UNSCR 1325 will be organised at the end of September 2015 and another in November 2015 to discuss, respectively, preparations for the Global Review – including EU pledges – and the way forward following the Global Review. The EU Council working groups COHOM and CONUN will be informed about the 6th Annual Meeting on UNSCR 1325. EU MS are encouraged to indicate their participation in the UNSC open debate on the Global Review of UNSCR 1325 in October 2015; the highest possible level of representation would be useful. In coming weeks, the Political and Security Committee will discuss the first report on the Guide to Practical Actions at EU level for

Reference documents

In addition to documents referenced in the meeting's concept note, the following documents could be of interest to the participants:

- Radhika Coomaraswamy, Global Study on Security Council Resolution 1325 (2000): Relevant Key Recommendations for UN and Member States (attached)
- GCTF Draft Good Practices on Women and Countering Violent Extremism (attached)
- Conciliation Resources, Local engagement with armed groups in the midst of violence, http://www.c-r.org/sites/default/files/CONJ2670_Accord_new_paper_for_January_06.05.15_WEB.pdf
- List of participants in the 6th EU Annual Meeting on UNSCR 1325 (attached)