STRIVE for Development

Strengthening Resilience to Violence and Extremism
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Introduction

The world is becoming less peaceful: global incidents of conflict, homicides, terrorist incidents and violent crime are all rising, some quite significantly. Yet the drivers of this insecurity are becoming increasingly challenging to understand and respond to, as the perpetrators range from internet-enabled virtual attacks, to lone wolves, insurgent conflict, ideology-related violence as well as a return to inter-state conflict. The impact is felt in chronic humanitarian needs, unprecedented levels of migration flows, and growing inequality, which then exacerbate the root causes and drivers of insecurity.

Violent extremist ideologies are gaining an unprecedented level of traction across the globe, taking root in local communities and controlling territory in a number of fragile states, as well as attracting a growing number of disenfranchised citizens in other states. Their messages that incite hate, perpetuate violence and invoke terror should have no place in a modern and civilised world.

It is important to emphasise that violent extremism is a global problem, which can manifest itself in all cultures and all religions but with different specific characteristics. Radicalisers work by pointing to social, political and economic injustice around their followers. They promote a belief that these injustices result from a corrupt system of politics or ideology. To be persuasive, many of these arguments are based on facts and truths but are selective and incomplete in the way they employ reality. More importantly, the means by which they seek to redress this injustice is through violence, greater oppression and victimisation.

Thus, the challenge for policy-makers has arguably never been greater as the international community needs to bring all of its tools to the table both to resolve on-going crises and prevent their re-occurrence. The European Union, with its Member States, is the world’s largest development actor, with a comprehensive global reach and a range of instruments that engage on continental, regional and national levels. Our approaches span from long-term preventive engagements on trade, infrastructure and development-orientated service delivery, to short-term stabilisation instruments that can deliver targeted humanitarian relief and recovery measures.
Addressing both the manifestations of violent extremism and the conditions conducive to violent extremism is a developmental challenge. It will require strengthening the fundamental building blocks of equitable development, human rights, governance and the rule of law. A diverse range of stakeholders need to be brought to the table and empowered, including not only state actors and security institutions, but also key members of local communities and civil society who can speak courageously and compellingly about truth, tolerance and acceptance. Thus, while a strong response to violent extremism is required, it should be based on civil liberties and address insecurity, inequality and marginalisation. The EU is committed to working with partners across the globe to achieve this in the interests of all citizens.

Over the last decade, the Commission has invested much in combatting this threat by addressing the conditions conducive to extremism, and building capacity to reinforce the rule of law and promote development. The Commission aims to achieve the strengthening of vulnerable communities through capacity building. This brochure highlights some of the Commission-funded or supported approaches throughout the world that contribute to this effort.

‘Violent extremist ideologies are gaining an unprecedented level of traction across the globe, taking root in local communities and controlling territory in a number of fragile states’
Defining Terrorism

The United Nations (UN) has been unable to get all Member States to agree on a definition because it is invariably political in part and because it cannot be framed in a manner that excludes the state. However, there are numerous UN Conventions on terrorist acts that provide for global definitions for specific terrorism-related offences. In addition, whilst there is no general UN definition on terrorism, the UN General Assembly adopted in 2006 the UN Global Counterterrorism Strategy which reflects that there is global consensus on addressing the issue of terrorism. Many Member States have developed their own, tailored definitions of terrorism from which they have developed laws to deal with terrorists.

The important point to remember is that terrorism is a complex and contested issue as are the associated labels of extremism, violent extremism and radicalisation.

Under the Treaties under which it was established, the EU has the competence to establish minimum rules concerning the definition of criminal offences in cross-border...
Strengthening Resilience to Violence and Extremism

serious crime such as terrorism. This led to the Framework Decision of 2002 and its subsequent 2008 amendment through which the EU established a list of terrorist offences which sets out the minimum standards across the EU.

Other regional organisations such as the Council of Europe and the African Union have also adopted their own counterterrorism conventions such as the Council of Europe Convention on the Prevention of Terrorism and the Organization of African Unity Convention on the Prevention and Combating of Terrorism which also provide common definitions of terrorism.

Despite the lack of a universal definition, the following encompasses the way many countries understand terrorism:

Violence or threat of action aimed at influencing a government or an international organisation or to intimidate the public, or a section of the public, for the purposes of a political, religious, racial or ideological cause.

Within the definitions of terrorism, those who are perceived to have facilitated an act of terrorism, even if they did not participate in the violent act itself, are still considered to be culpable. Thus, non-violent behaviour such as financing of terrorism, extremist incitement or terrorist facilitation are all criminal offenses.

Extremism and Violent Extremism

Extremism is generally understood as constituting views that are far from those of the majority of the population. Extremist views are not necessarily illegal and do not automatically lead to violence or harm; indeed those who chose to observe extreme practices with no impact on the civil liberties of fellow citizens are rightly protected under fundamental freedoms and human rights norms.

Extremism becomes of concern when those ideologies threaten democratic and tolerant societal ideas, or promote the use of violence to coerce their followers or to achieve their objectives. When violence is thus employed, this violent extremism is a menace to societies and has the potential to lead to terrorism and instability.

While current news is dominated by extremists identifying themselves with an anomalous form of Islamism, it is important to recognise that both extremism and violent extremism can occur in all traditions around the world. It is therefore important to understand them as generic global problems with particular regional characteristics.

Violent extremism includes terrorism, but also other forms of political motivated violence (such as anarchism), and some forms of communal violence. Consequently,
while there can be significant overlap, violent extremism is not the same as terrorism. Violent extremism does not generally include, for example, non-violent behaviour such as extremist incitement or terrorist facilitation. Moreover, the process of radicalisation to terrorism can be different than that of radicalisation to violent extremism.

**Radicalisation**

Radicalisation is the process by which people adopt extremist views. This normally involves indoctrination directly by charismatic leaders or indirectly by socialising with other extremists. Radicalisation can occur through reading extremist literature or by accessing material on the Internet; but this rarely occurs without personal contact with other extremists.

Radicalisers work by pointing to social, political and economic injustice around their followers. They promote a belief that these injustices result from a corrupt system of politics or religion. To be persuasive, many of their arguments are based on facts and truths, and they tend to find particular traction in communities where poverty or inequality is widespread, or who have a history of marginalisation or persecution by the central state or other groups. Radicalisers are, however, selective and incomplete in the way they employ reality. They are highly persuasive and aim to arouse anger, hatred and other emotions to inspire individuals to action, which can escalate to violence. The process of radicalisation can also be abusive and coercive, using tactics of fear, violence and extortion to compel individuals to act.
CVE Concepts

The primary aim of the Commission’s Directorate-General for International Development and Cooperation assistance is to promote sustainable development. But many parts of the world cannot achieve basic development goals because of the insecurity caused by violent extremists.

Similarly, violent extremist ideologies have found fertile ground in fragile communities characterised by little access to development. That is why the EU is promoting development approaches that will strengthen the resilience of communities to extremism around the world.

‘Countering Violent Extremism, or CVE, constitutes all actions that strengthen the resilience of individuals and communities to the appeal of radicalisers and extremism’
The overarching objective is for individuals and communities to become resilient to extremism and radicalisation by developing certain capabilities: enhancing critical thinking through education and self-expression, being empowered to communicate their ideas, and having a greater stake in their social and economic system. At a wider level, it is necessary to strengthen community cohesion, develop good governance and have an open mechanism for addressing past injustices.

Countering Violent Extremism, or CVE, constitutes all actions that strengthen the resilience of individuals and communities to the appeal of radicalisers and extremism.

The Commission’s projects span eight themes that can be employed in CVE: development of education; media awareness; empowerment of women; youth work; socio-economic inclusion; governance capacity building; transitional justice; and inter-communal activities including sport and inter-faith dialogue.

While the majority of the Commission’s development projects are not specifically focused on CVE, many can provide collateral benefits in strengthening community resilience to violent extremism and addressing its root causes. A training programme aimed at those delivering, planning and resourcing development activities to make them more sensitive to CVE-specific issues has been developed and is being delivered progressively to a number of regions.
The European Union has long recognised the need to address the threat of terrorism, both at home and abroad. In 2003, the European Security Strategy was adopted as the overarching security policy framework and reference document for European Security. This Strategy identified terrorism as one of the key threats facing the EU, and recognised that insecurity threatened development. Building on this, the EU Counter-Terrorism (CT) Strategy was adopted in 2005. It aims ‘to reduce terrorism globally, whilst respecting human rights.’ It is based on four pillars:

- **Respond**: to prepare for and minimise the consequences of a successful terrorist attack.
- **Protect**: to protect citizens and infrastructure, and reduce vulnerability to an attack.
- **Pursue**: to pursue terrorists, bring them to justice, and build local capacity to do so.
- **Prevent**: to prevent people turning to terrorism by tackling the factors which can lead to radicalisation and recruitment.

Under the Prevent pillar, the EU has been developing policy frameworks and implementation measures both inside the EU and in key strategic locations worldwide. ‘Hard’ CT measures from the Pursue and Respond streams alone cannot address the complex nature of terrorism and violent extremism. Nor do such approaches address the enabling environment for violent extremism. Proactive prevention, therefore, is vital.

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The basis of the EU’s Prevent work is the *EU Strategy for Combating Radicalisation and Recruitment to Terrorism*, which was most recently revised in May 2014. The Revised Strategy approaches CVE in a comprehensive manner and identifies priority areas for EU action both internally and externally. These include the promotion of equal opportunities, community-level efforts, counter-narratives and capacity-building. The Revised Strategy encourages collaboration between governments, communities, civil society, non-governmental organisations (NGO) and the private sector. It calls for a joint effort at local, regional, national and international levels to support vulnerable countries to counter the pull of terrorist recruitment and build the resilience of communities to radicalisation.

The Revised Strategy, moreover, encourages the EU to raise awareness of counter-radicalisation work as part of development programming, as well as to take into account radicalisation in programming. The Commission has long recognised the so-called ‘security-development nexus’ – that there can be no security without development and vice versa. Fragile states, weak governance, and socio-economic and socio-political grievances provide uninhibited operating spaces for violent extremists and fertile grounds for recruitment and radicalisation. Armed conflicts also offer compelling images and narratives that can be used to radicalise. CVE, and the stabilising impact it can have, is therefore both directly and indirectly relevant to improving the delivery of EU assistance and development aid in vulnerable countries.

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The Commission’s CVE programming allows for variation in the local nature of radicalisation to violent extremism but follows a few general principles:

- It must be evidence-based.
- The local context must be taken into account for tailored programming.
- A multidisciplinary approach must be adopted involving many actors beyond traditional law enforcement and military services, including health, educational, good-governance and human-rights agencies, and civil society.

Internally focused initiatives are an important component of the EU’s CVE work. There has long been recognition that internal CVE work needs to be aligned and coherent with its external initiatives. A number of EU member states also maintain their own internal and external CVE policies and programmes with similar principles and objectives, and have increasingly sought to draw on each other’s experiences.

Programmes that contribute to CVE are drawn from the full range of the EU’s different thematic and geographic instruments, such as the European Development Fund (EDF), at a national level, sub-regional and regional instruments, thematic funds on governance and justice, as well as the Instrument Contributing to Stability and Peace (IcSP) dealing with transnational and cross border challenges.
Recognising the nature of violent extremism as a global challenge, this chapter showcases a non-exhaustive list of examples of projects from different regions around the world that the EU is currently undertaking that are CVE-relevant or CVE-specific. The Commission’s CVE activities have a wide and expanding geographic coverage, including West, North and East Africa; the Middle East; and South and Southeast Asia.

CVE initiatives in these regions generally fall under three broad categories across eight thematic areas. First is public engagement, which, for example, includes reaching broad audiences and messaging through media campaigns and intercommunal cultural activities.

The second category involves more targeted interventions when vulnerable communities or individuals have been identified; these include improving socio-economic inclusion and services, educational programmes, developing women and youth leaders, or transitional justice and disarmament, demobilisation and reintegration (DDR) initiatives.

The third category involves enhancing CVE capacities of relevant government or non-governmental actors. This governance capacity-building includes police, civil society and the media, conflict mitigation or peace-building experts, and policy-makers.

Under the Instrument contributing to Stability and Peace, a number of CVE-specific actions have been launched around the world under the STRIVE programme. STRIVE stands for Strengthening Resilience to Violent Extremism. The STRIVE actions aim to be innovative CVE projects working with local communities to create conditions conducive to development and resilient towards violent extremism. Several of these actions have been included.
The Hedayah
International Center of Excellence for CVE

Aims and Objectives

Hedayah, MEANING ‘Guidance’ in Arabic, was first conceived in 2011 during a ministerial-level launch of the Global Counterterrorism Forum (GCTF), a multilateral platform comprised of twenty-nine countries and the EU which focuses on providing a venue for counter-terrorism officials and practitioners to share experiences, expertise, strategies and capacity needs. During this launch, the United Arab Emirates (UAE) offered to host Hedayah and it was officially launched in December 2012 during the GCTF Third Ministerial meeting in Abu Dhabi.

It grew out of an increasing realisation in the international community that there was a need to prevent individuals from becoming radicalised and to find means to counter violent extremism. It also grew out of the realisation that hard-security measures were insufficient in countering the growing terrorism threat.
Methods and Activities

The Hedayah Center is an international institution dedicated to serving as a global hub of expertise and experience in CVE training, methods, dialogue and research.

The EU is funding Hedayah under the STRIVE Global action, with €5 million from the IcSP to support local partners to design, implement, and develop approaches against radicalisation and recruitment to terrorism. These will focus on four key areas:

1. **Capacity-Building** – Developing and delivering training programmes for raising awareness of CVE amongst public officials and civil society organisations.

2. **Empowering Civil Society** – Funding projects that offer a clearly formulated evidence-based response to violent extremism.

3. **Media** – Addressing the challenge of media coverage of terrorism through capacity-building and raising awareness of amongst state and media actors.

4. **Research** – Developing research resources to provide an evidence base to direct work that reduces radicalisation to terrorism.

‘The Hedayah Centre is an international institution dedicated to being a global hub of expertise and experience in CVE’
Aims and Objectives

THE GLOBAL Community Engagement and Resilience Fund (GCERF) is a public-private partnership dedicated to CVE. The aim is to support community-level and targeted initiatives strengthening resilience against violent extremism, and the idea was first mooted at the Global Counterterrorism Forum meeting in September 2013 and is another GCTF-inspired initiative.

It was formally established in November 2014 as a not-for-profit Swiss Foundation and has a secretariat located in Geneva. It is governed by a multi-stakeholder governing board with representatives from governments (both donors and beneficiaries), the private sector, foundations and civil society.

The EU is part of the governing board and is committed to working closely with GCERF under the STRIVE Global action to reach out and support grassroots CVE initiatives all around the world.
Methods and Activities

GCERF seeks to fund community-level initiatives in areas such as education, youth, women’s advocacy, media, social entrepreneurship and vocational training. There will be two main funding mechanisms:

• A core funding mechanism which will initially provide funding in pilot countries.

• A secondary accelerated funding mechanism to facilitate swift international response to urgent issues in violent extremism.

Proposals for projects under the core funding mechanism will be assessed on the soundness of their approach, feasibility of projects, capacity development and their potential for sustainable outcomes. Under the accelerated funding mechanism, funding is available for initiatives designed to stem radicalisation and are aimed at providing, amongst other things, counter-messaging, positive alternatives to communities at risk of violent extremism, and promotion of pluralism, diversity and tolerance.
**EU Regional Action on Countering Violent Extremism: Horn of Africa (HoA) – Ethiopia, Kenya and Somalia**

**Strengthening Resilience to Violent Extremism (STRIVE) in the Horn of Africa**

**Aims and Objectives**

The 2013 Westgate shopping centre attack in Nairobi underlined the continued threat of terrorism in Kenya. Ongoing violence and instability in neighbouring Somalia and continuing tensions in the coastal region of Kenya, in particular, are just some of the factors contributing to the threat of violent extremism in the Horn of Africa (HoA). The region faces a turbulent security and development environment, suffering from terrorism and violent extremism associated with a range of social, economic, political and religious issues.

Aiming to strengthen resilience to violent extremism in Ethiopia, Kenya and Somalia, STRIVE Horn of Africa represents the first attempt by the European Commission to implement CVE-specific activities outside of Europe. Funded by the Instrument...
Strengthening Resilience to Violence and Extremism contributing to Stability and Peace for €2 million and implemented by the Royal United Services Institute for Defence and Security Studies (RUSI), the programme aims to understand the drivers of violent extremism through evidence-based analysis, to develop best practices around CVE programming in the Horn of Africa based on short pilot activities, and to provide recommendations allowing for increased impact and more focused interventions. Running from January 2014 to January 2017, the programme comprises three thematic priorities - Youth Engagement, Investing in Women and Capacity-Building – and four main work streams, outlined below.

Methods and Activities

*Building the regional capacity of security-sector and law-enforcement authorities to engage with civil society in fighting violent extremism*

Law-enforcement authorities are key stakeholders in CVE, yet currently within the HoA they play only a marginal role in CVE efforts. Government counter-terrorism policies can often lead to grievances and encourage the spread of violent extremism; it is therefore crucial for law-enforcement agencies to engage in structured Prevent-type activities and build partnerships with relevant civil-society organisations. STRIVE is helping to develop CVE best practice in the HoA through education, training and capacity-building with both law-enforcement agencies and civil society actors.
STRIVE engages with women’s organisations to contribute to building greater resilience in communities

**Strengthening the capacity of women’s organisations in Puntland and Somaliland to fight violent extremism**

A patriarchal clan structure in much of the HoA systematically excludes women from education, employment and formal participation in the political system. STRIVE engages with women’s organisations to contribute to building greater resilience in communities vulnerable to radicalisation. This includes conducting training workshops, which provide guidance to women’s organisations on how to increase engagement with security providers at both the state and clan level, in order to establish or improve de-radicalisation initiatives.

**Increasing understanding of the challenges faced by EU-born Somali youth in Somaliland**

When the programme was initiated, it was assumed that European-born Somali youth faced many challenges on their return to Somaliland, including alienation from the local community, which was believed to contribute to vulnerability to radicalisation to violent extremism. However, research by the STRIVE team has, to an extent, inverted such assumptions, with diaspora youth more inclined than often more conservative local youth to encourage the use of violence as a means of expressing ideological values. Based on these findings, STRIVE has identified key civil society actors able to facilitate dialogue between diaspora and local youth, aimed at strengthening resilience to violent extremism.

**Identifying and tackling the drivers for violent extremism among youth in Kenya**

While macro-factors such as limited education, political participation and the absence of rule of law are drivers of youth radicalisation and violent extremism in the HoA, local and regional factors are equally important; including narratives of historic injustice, local identity issues and pressures from families and communities. STRIVE aims to develop a greater understanding of these drivers in two areas afflicted by violent conflict: Eastleigh and its environs in Nairobi; and the coastal region of Kenya. STRIVE will use this analysis to identify and support best practice by actors working with youth in those communities to deal with violent extremism.
Key Points/Lessons Learned

CVE is still relatively new in the HoA, and there is a lack of familiarity with the policy area among national governments and agencies, donor countries and civil-society organisations. As such, a number of STRIVE’s pilot projects include workshops to educate and inform local partners about CVE, the differences between non-violent and violent extremism, and the process of radicalisation. Similarly, very little monitoring and evaluation of CVE initiatives have occurred, and evidence of the impact of previous and ongoing programmes is limited. Some data exists but more can be done to collect and analyse relevant information. The activities of STRIVE have therefore been designed to develop best practices around CVE programming in the Horn of Africa and provide recommendations for increased impact and for more focused interventions.

Diagram Illustrating Factors Driving the Radicalisation Process

- **Vast majority who are influenced by general grievances but not using violence**
  - Poverty
  - Unemployment
  - Political marginalisation
  - Frustrations

- **Smaller group who are susceptible to a violent message and could end up using violence**
  - Willingness to act on frustrations
  - Attracted to a message of violence
  - Pull factors

- **Small group that uses violence to express their political beliefs**
  - Will to use violence
  - Actively pursuing political goals with any means

Source: STRIVE Horn of Africa. Note: In addition to the factors demonstrated in this diagram, drivers particular to each specific location must also be investigated.
EU Actions on Countering Violent Extremism: Sahel-Maghreb Region

Targeted regional support for analysis, programming and operationalisation of the fight against radicalisation in the Sahel-Maghreb

Algeria, Burkina Faso, Cameroon, Central African Republic, Chad, Libya, Mali, Mauritania, Morocco, Nigeria, Tunisia

The Sahel-Maghreb hosts some of the most fragile states in the world in which the issue of radicalisation is truly trans-regional. The region faces simultaneous challenges of weak governance, corruption, unresolved internal tensions, and the risk of violent extremism, radicalisation and terrorism. This is an area where human insecurity is prevalent, where the freedom from want and the freedom from fear are both missing due to a complex set of factors primarily involving food insecurity, environmental vulnerabilities, lack of development and opportunities, and inter-ethnic tensions – amongst others. All these have contributed to the creation of an environment conducive to the spread of radicalisation, which has allowed certain terrorist groups to take advantage of these vulnerabilities and establish themselves in some parts of the region.

To help manage these challenges, the European Commission’s Targeted Regional Support project of €1.675 million is being implemented by CIVIPOL from January 2015 to July 2016 under the non-programmable Crisis Response component of the Instrument contributing to Stability and Peace (IcSP) which is managed by the Service for Foreign Policy Instruments (FPI). Its objective is to enrich knowledge on...
radicalisation and violent extremism amongst governments, local authorities and donors in the Sahel-Maghreb region, providing decision-makers at all levels with a toolbox to tackle conditions conducive to radicalisation.

The approach this action takes to enable decision-makers to tackle radicalisation is based on the integration of in-depth analyses that inform solutions both for CVE policy-making and strategic recommendations. By establishing a regional network, the project integrates varied expertise, knowledge and experience on radicalisation and CVE. It further aims to support practitioners in the region through providing assistance for the collection and compilation of strategic and academic resources across the board, from a local, regional and international perspective.

The implementation of methodologies for ‘action-research’, analysis and recommendations of operational actions, moreover, contributes to a better understanding of CVE on both the academic and practical levels. A virtual regional platform is being formed, facilitating both academic and practice-oriented expertise on CVE. In order to contribute to a better understanding of CVE and facilitate expertise, the project supports a restricted scientific/operational committee, an action-research apparatus, and targeted thematic research on radicalisation and analysis of key interventions in the region.

The provision of training and workshops on violent extremism and radicalisation also provides a deeper understanding of the local and regional dynamics of violent extremism and how they are sustained. The combination of these elements will foster a greater understanding of the radicalisation challenge and will empower regional decision-makers with the capacity, tools and analytical ability to make informed decisions in CVE policy-making and implementation.
Countering Radicalisation and Violent Extremism in the Sahel–Maghreb Region

Algeria, Burkina Faso, Chad, Libya, Mali, Mauritania, Morocco, Niger, Tunisia (The final choice of activities and countries will depend on the complementarity with other ongoing and planned CVE activities and the focus they give to non-state actors and triangular co-operation.)

BEARING IN mind the fragility of the Sahel-Maghreb region and the many factors which create conditions conducive to radicalisation and violent extremism, this project (which is set to be launched in mid-2015) seeks to complement the Targeted Regional Support programme under the IcSP. A pilot programme of €5 million launched under the European Neighbourhood Instrument (ENI) is set to last four years. It will be run by the United Nations Interregional Crime and Justice Research Institute (UNICRI) in cooperation with the Hedayah Center and the GCTF Working Groups.

The aim of this programme is to launch, implement and evaluate innovative CVE projects and disseminate lessons learned and best practices, with implementation through civil society and non-state actors.

Harnessing the efforts of civil society and non-state actors is crucial for both CVE and broader development. Triangular cooperation (South-South) will be encouraged and facilitated. As is the case for STRIVE Horn of Africa, a thematic approach to developing counter-radicalisation programmes is key, along the lines of media, education, religion and culture.

Media is an increasingly important theme given growing concern over online violent-extremist messaging. Programmes will be supported that focus on counter-narrative messaging, the Internet and social media, disengagement, awareness-raising
and sensitisation of front-line workers. Furthermore, in response to the increasing phenomenon of foreign fighters, the focus is on preventing their radicalisation and recruitment across the Maghreb region.

In line with the EU approach, there is a need to collect data and identify best practices upon which future actions could be launched. This project will consequently provide an inventory of existing/previous programmes to better understand and learn identified lessons. By producing a qualitative and quantitative mapping study, this will result in a comprehensive report with greater insight into recent and ongoing CVE activities. To optimise access to information, project leaders will facilitate information sessions and workshops with EU delegations in several countries in order to mobilise a maximum of potential applicants.

Complementing this, the project will launch a restricted call for proposals on regional CVE research. Shortlisted applicants will attend CVE workshops providing technical training and guidance to finalise their proposals. Project coordinators will work with the final list of grant beneficiaries to ensure adequate guidance for the implementation of their research programmes.

‘Harnessing the efforts of civil society and non-state actors is crucial for both CVE and broader development’
Criminal Justice Support to the International Institute for Justice (IIJ)

THE MIDDLE East and North Africa (MENA) region has become a hotbed of instability and terrorist activity – from the Arab Spring to the violence in Libya to the current state of Syria and ISIL/Da’esh in Iraq. Recent political transitions, instability and conflict in the MENA region have created power vacuums, where highly organised extremist groups have used openings to spread their messages. In addition, it has been recognised that a heavy-handed approach to counter-terrorism, confession-based prosecutions and other methods at odds with the EU’s approach to criminal justice, human rights and the rule of law can exacerbate radicalisation. Lack of oversight of the security sector can also create conditions conducive to radicalisation and violent extremism.

The European Commission has therefore implemented two programmes of Criminal Justice Support for €600,000 to aid criminal-justice reform focused on counter-terrorism measures, the rule of law and human rights, specifically in transition countries in the Middle East and North Africa. One of the programmes focuses on the judiciary and will produce an analytical framework based on priorities and challenges identified by judges, the European Court of Human Rights and the European Court of Justice. Expert advice based on past experience of terrorism cases will enhance the capacity and regional cooperation of judges in transition countries.

Senior judges in the Euro-Med region will be encouraged to engage in a specific dialogue based on the rule of law and human-rights compliant counter-terrorism processes with
their counterparts in the MENA. Meetings will take place in varying, tailored formats to bring together supreme court judges on the one hand and trial and appellate court judges on the other. The meetings will provide all participating judges with an opportunity to reflect on strategic outcomes that are responsive to the various challenges and opportunities identified. The meetings will establish a professional network of judicial officials engaged in terrorism cases in and across the target regions and Europe.

The second programme focuses on parliamentarians, whereby a forum of exchange for parliamentarians will target the specific regions to form appropriate associations with counterparts from EU member states. This element will implement and support a sustainable, non-political forum for the exchange of good practices by and for national parliamentarians engaged in the development and oversight of counter-terrorism legislation and policy. Meetings in the Euro-Med and MENA regions will facilitate discussions providing opportunities to develop policy and legislation responsive to the key challenges identified by those engaged in counter-terrorism policy.

Two final analytical studies will be based on both of these actions, utilising the expert advice and specialist committees gathered from the national and regional workshops. The study will reflect the fundamental priorities, challenges and recommendations for the development of terrorism legislation, policy and oversight. The results will build upon and aid existing guidance as exemplified by the work of the UN, in particular the UN Office for Drugs and Crime, UN Counter-Terrorism Committee Executive Directorate as well as the Geneva Centre for the Democratic Control of Armed Forces.

These will aid the reform of the security sector in these countries and could contribute to removing several factors which could be conducive to radicalisation, while at the same time ensuring that counter-terrorism activities are effective.
**EU Action on Countering Violent Extremism: Pakistan**

**Strengthening Resilience to Violent Extremism (STRIVE) in Pakistan**

TERRORIST ATTACKS and internal conflicts fuelled by ethnic and sectarian violence, and a myriad of governance and development challenges constrain the Government of Pakistan’s ability to counter violent extremism effectively. Violent extremism continues to plague Pakistan, as the government struggles to combat militant groups that contribute to political, economic and social instability.

**Aims and Objectives**

STRIVE Pakistan seeks to provide the appropriate conditions for the development of a peaceful, stable, plural and tolerant society. Funded by the Instrument contributing to Stability and Peace for €5 million from October 2014 to October 2017, efforts are concentrated on the Khyber Pakhtunkhwa and Punjab regions in order to reach the most unstable areas and achieve optimal impact. The programme’s focal point is the promotion of counter-narratives to violent extremism. Through building the government, media and civil society’s capacity to implement and monitor relevant programmes, STRIVE Pakistan aims to strengthen the country’s resilience to extremism and violence.
Methods and Activities

Supporting provincial government STRIVE strategies
The programme provides management support and technical assistance to the Khyber Pakhtunkhwa and Punjab governments to operationalise, monitor and develop their STRIVE strategies. In the case of Punjab, the first step involves reviewing the scope of their STRIVE activities to ensure an appropriate Prevent focus. Work with key regional practitioners – including the Home, Education, Youth and Women’s Affairs, Auqaf and Social Welfare departments – will help to promote the identification and implementation of specific interventions. The project works alongside relevant practitioners to facilitate the transformation of departmental strategies into well-defined, realistic targets, enabling the insertion of an effective, government-led, sector-wide approach to STRIVE.

Strengthening the resilience of youth in universities against extremism and violence
This builds upon current NGO initiatives to empower and support university students on and off campus to reject extremist thinking and champion tolerance, diversity and peace. Through training modules and the expansion of ‘peace hubs’ the project aids the development of specific skills and critical thinking. Once imbued with the relevant skills and knowledge, it is intended that students will disseminate ‘Tolerance, Diversity and Peace’ (TDP) dialogues within their university campuses and local communities.
To equip and encourage students to achieve this aim, the programme is implementing the design, piloting and monitoring of an interactive, activity-based training course on Tdp. Master trainers in each university will run sessions with students, faculty and university administrators to help participants identify how they can actively contribute to changing the awareness and behaviour of others. The expansion of existing volunteer ‘peace hub’ activities includes debates, essay and poetry competitions and sports events with a TDP theme. To spread the message even further, the project will aid the development of a TDP website and social-media networks to enable students in different participating universities to share their experiences. Training materials will also be published on the website so that other bodies, universities and NGOs can adapt and use them.

**Strengthening media resilience to extremism through ethical journalism**

Strengthening media resilience to extremism through ethical journalism is the third component of the project. This will support the adoption and implementation of a code of ethics banning the expression of sectarian ideologies, hate messages, unbalanced reporting and irresponsible media behaviour in vernacular print and electronic media. The code of ethics will include a safety code for journalists who are vulnerable to being kidnapped and killed for speaking out against extremist groups. This will build on the code of ethical journalism already used by a small minority of broadcast and print media, whilst actively seeking to extend its prevalence in other media organisations.
A sequenced set of actions will begin with an assessment of the institutional and regulatory framework within which the media operates to identify the key stakeholders and existing forums that promote ethical journalism. This involves a series of stakeholder meetings with print media, electronic media, senior journalists, bureau chiefs and the main media associations. A forum for the negotiation of a common consensus between numerous identified bodies will promote the necessity of the code and how to implement it. Finally, a Steering Committee will be introduced to develop a Code Implementation Strategy to oversee progress. The programme will build on a monitoring mechanism to assess changes in media reporting brought about by implementation of the code, and the impact of code implementation on listeners/viewers and on ratings.

**Impact monitoring, lesson-learning and dissemination of results**

To address the knowledge and information gap regarding ‘what works’, this component will shed light on which actions are most successful in strengthening resilience to extremism and violence in Pakistan. Through the creation of forums, the focus is to facilitate honest, open debates on the impact of STRIVE. This will set an example for transparency by acknowledging aspects of the programme’s activities that do not achieve desired results, through the publication of lessons learned. This is expected to further encourage interested stakeholders, including government, civil society, youth, media and international organisations, to discuss STRIVE’s impact, what works, what does not and why.

‘Through building the government, media and civil society’s capacity to implement and monitor relevant programmes, STRIVE Pakistan aims to strengthen the country’s resilience to extremism and violence.’
欧盟跨境行动

对抗暴力极端主义：以色列和约旦

Playing for Peace: Strengthening Community Relations through Football

The division between Arab and Jewish citizens in Israel and between Israelis and Jordanians is deeply rooted in institutions, culture, national identity and socioeconomic status. The prevailing concern is that growing inter-group inequality is leading to an inevitable escalation of violent confrontation with impending adverse effects on any prospects of Israeli-Palestinian peace.

The European Commission’s programme ‘Strengthening Community Relations through Football’ aimed to provide solutions to this antagonistic divide within Israeli as well as between Israeli and Jordanian society. Through sports and education, the programme endeavoured to facilitate social cohesion and inter-community interaction. Carried out over 36 months with a budget of €370,000 from June 2010 to May 2013, the programme sought to increase trust and understanding between Arab and Jewish communities within Israel and between Israel and Jordan.

To encourage and promote positive inter-communication in Israel, the project created sustainable and professionally supported frameworks for the implementation of cross-community actions. These actions included sporting activities and equipping communities and their leaders with the tools required to utilise sport as a positive and non-violent mediator for encounters between divided communities.
A refined curriculum shaped the coaching of sports to be adaptable to local contexts. Training programmes were then developed for existing sports and community leaders in Israel and Jordan. In order to achieve this, the programme provided coach development; cascade mentoring and training; the implementation of a coaching methodology through local, national and regional networks in northern and southern Israel and north west Jordan; and finally the dissemination of the methodology to the regional and international community.

The activities aimed to establish a widely recognised coaching model in conjunction with a professionally developed sports coaching curriculum. Connections and intercommunal networks will be developed. These will facilitate intercommunal ties, supporting the overall objective of providing a catalyst for positive attitudes towards cross-community interaction to aid the de-escalation of negative stereotyping and violence between communities.

‘Through the use of sports and education, the programme endeavours to facilitate social cohesion and inter-community interaction’
EU Action on Countering Violent Extremism: Côte d’Ivoire

Consolidation of Peace in Côte d’Ivoire through Transitional Justice

Since the armed rebellion in Côte d’Ivoire in 2002, a long-running peace process has been punctuated by violence as the country has slowly edged its way towards a political resolution to the conflict. Despite moving beyond the 15 years of political turmoil, the underlying issues of political engagement, ethnic tensions, disputes over land ownership and access to large numbers of unregistered firearms have all contributed to the endurance of violence within the country. The European Commission, in partnership with the International Centre for Transitional Justice, implemented a programme of €727,500 from September 2012 to February 2014 with the intention of consolidating peace in Côte d’Ivoire through transitional justice. This type of effort to come to terms with the past can help remove some of the structural factors conducive to violent extremism and radicalisation.

The programme assisted and provided support for the development of an effective and credible process of truth and reconciliation. Actions included technical assistance, capacity-building and legal expertise implemented through a number of training programmes. These programmes covered: training for Commissioners and senior personnel of the Côte d’Ivoire Dialogue, Truth and Reconciliation Commission (CDVR); specialised technical assistance; perspectives on diversity; trainings on gender, youth, children and transitional justice; and comprehensive training for statement-takers in different regions affected by conflict.
The programme also assessed and supported existing initiatives to enhance and encourage current actions and organisations championing transitional justice, reparations and institutional reform. It evaluated the needs and priorities for technical assistance to target and provide support where required. This support structure included: technical assistance and consultations with the criminal justice system and mechanisms for investigating international crimes; reinforcing civil society’s capacity to engage in the justice system and encouraging respect for the rule of law and the duty to report; and organising forums on transitional justice. Additionally, this phase of the programme addressed security-sector reform and human rights through the provision of technical assistance and evaluation of human-rights violations.

In order to reinforce the participation of civil society in the north, west and south of the country, one component of the programme focused on specific groups within the country. This was initially carried out by conducting preliminary research on the structures of civil-society organisations and victim groups to establish a permanent framework for transitional justice. The action then monitored the CDVR and other mechanisms of transitional justice and institutional reform, reinforced women’s groups, and raised community awareness through public education.

Finally, the programme raised awareness of transitional justice through work with the media by increasing the capacity to report on transitional justice in the paper and electronic press. To achieve this, the programme arranged meetings at the community level, employed radio programmes, assessed the capacity of media, and provided general technical guidance.
In THE wake of 2011’s socio-political upheaval, the European Commission implemented a programme to support and increase financial inclusion and development in Tunisia, including among vulnerable communities. ‘Taysir microfinance Greenfield’, a programme of €2.17 million of which the EU is providing €1.4 million, was launched in September 2012 lasting until August 2016. This programme was introduced to improve access to finance for rural populations under the framework of rural development. To this end, the programme is creating a new micro-finance institution aimed at addressing the needs of the poor through the provision of financial education and support to expand the scope of their economic activities.

The programme’s aims will be achieved by improving living conditions and access to loans for active micro-entrepreneurs. It is being implemented by four agencies in the following areas in Tunisia: Le Kef, Siliana, Beni Khalled and Tunis. Supporting actions include: furnishing financial services to at least 40,000 clients, of whom 24,000 are in marginalised zones, and the targeting of individuals who are unemployed, especially in rural areas. Taysir beneficiaries do not only benefit from financial support but also technical assistance and mentoring through its social-inclusion branch Taysir Conseil.

Micro-credit is being provided to target groups in rural areas where no other micro-finance institutions operate. Capacity-development and awareness is being supported, with a specific focus on financial inclusion and the use of mobile banking. Programme managers are helping to establish sustainable and regular
sources of income. Additionally, local economic actors are being empowered to reinforce local networks in supporting social and financial inclusion of the poor. Furthermore, the programme is developing practical tools and sharing knowledge with farmers on how they can improve the quality and quantity of their milk production to be commercialised via the Delice-Danone partnership.

These actions are expected to generate a number of positive outcomes for developing financial inclusion in Tunisia. These include increased access to micro-finance via the Taysir IMF and support for the project will further raise awareness of the need for financial inclusion through support systems for clients, informing them about the use of mobile banking and household bookkeeping, and providing them an introduction to basic finance and education on numeracy.

Furthermore, the programme is facilitating a support network for young entrepreneurs and service providers in specific fields, such as dairy and beef farming. Finally, it is generating a stronger local network for economic and social integration between stakeholders and public and non-state actors like farmers and micro-entrepreneurs. The programme’s successes in advancing and encouraging financial inclusion will aid the overall development of business and entrepreneurial education in Tunisia, which in turn will help alleviate the situation of vulnerable communities. This type of intervention can indirectly aid CVE efforts by tackling one of the key underlying structural factors that paves the way for radicalisation and violent extremism.

“The programme’s successes in advancing and encouraging financial inclusion will aid the overall development of business”
**EU Action on Countering Violent Extremism: Lebanon**

**A youth-led approach to peaceful coexistence between Syrian refugees and Lebanese host communities**

AN ESTIMATED 9 million Syrians have fled their homes since the outbreak of civil war in March 2011, taking refuge in neighbouring countries or within Syria itself. There are, however, more Syrian refugees in Lebanon than in any other country in the region. With a weak economy, domestic political in-fighting and internal communal and sectarian divisions over the crisis in Syria, Lebanon is struggling to cope with the evolving problem inside its borders.

In an effort to strengthen Lebanon’s resilience against the effects of the Syrian conflict, the European Commission has developed ‘A Youth Led Approach to Peaceful Coexistence between Syrian Refugees and Lebanese Host Communities’, which started in April 2014 and will run until April 2016. The programme’s primary objective is to develop a dialogue to be promoted and implemented by the youth of targeted communities to advocate trusting, empathetic and respectful relationships. Through the development of non-adversarial relationships, the programme will increase trust between Syrian and Lebanese youth to facilitate an environment within which they can together disseminate and implement peace-building narratives and activities within their respective communities.

The programme provides Syrian and Lebanese youth with the tools to encourage interaction through a comprehensive exploration of how their counterparts live. In order to successfully develop strong intercommunal relationships, the
programme provides summer camps and dedicated workshops and facilitates virtual interaction for those unable to travel. The most fundamental component of the programme is the safe space that it promotes, providing a haven within which youth can be sheltered from existing narratives of prejudice, deflect existing extremist narratives and develop a new rhetoric.

As the youth become established within the programme, the workshops will encourage them to devise action plans that can be actualised in the future. Many of the action plans within the workshops are channelled through creative outlets resulting in products such as videos, the writing of songs and the writing and illustration of comic strips – all created with the underlying rationale to mitigate tensions within their respective communities. Alongside the use of creative outlets to promote peace, the summer camps equip youth with team-building, communication and leadership skills. The provision of training in skills such as these aims to provide youth with a basis of knowledge enabling them to become positive role models addressing the issue of the protracted refugee crisis in their communities.

Equipped with the necessary tools for alternate models of thinking and behaviour alongside a developed confidence, the youth will be competent to promote a dialogue based upon narratives of tolerance and peace, enabling them to be ambassadors for positive change and conflict transformation.

‘Youth will be competent to promote a dialogue based upon narratives of tolerance and peace’
EU Action on Countering Violent Extremism: Philippines

Building peace in Mindanao through public participation in governance

After 40 years of armed conflict stifling development, the Government of the Philippines and the Moro Islamic Liberation Front (MILF) signed the Framework Agreement on the Bangsamoro (FAB) in October 2012. The agreement outlines a complex roadmap to peace, leading to an Exit Agreement after a plebiscite in 2015 that needs to ratify the Bangsamoro Basic Law (BBL, now in Congress) and elections in Bangsamoro in 2016, which will signal the successful implementation of the FAB. However, despite the FAB being a step toward enduring peace, this peace has so far proven elusive.

Lessons learned from previous failures have proved that broad ownership, transparency and inclusivity are key ingredients for a successful peace process. Therefore, the strategic approach of this project is to complement and support the formal peace agreement implementation bodies in fulfilling their mandate for wide consultations, strengthening governance in the Bangsamoro through public participation.

This programme of €893,000 from August 2013 to July 2017 aims to help communities and different sectors in the Bangsamoro society articulate their needs and expectations and communicate those to the Bangsamoro Transition Commission (BTC), the Joint Normalization Commission (JNC), and the Transitional Justice and Reconciliation Committee (TJRC).

‘Previous failures have proved that broad ownership, transparency and inclusivity are key ingredients for a successful peace process’
Building peace in Mindanao through public participation in governance will maximise expertise and outreach through training individuals and organisations to improve their understanding of concepts related to rights and duties in politics and governance

In order to adhere to local needs, the programme is increasing the capacity of civil society and community groups in a number of key areas, including: individual and collective rights and duties; gender equality; commitment of young men and women; cultural and religious diversity; intra and inter-group consensus building; and identifying options for economic development.

The programme will aid the BTC in engaging with the population, enabling them to have an input in the consultation process. This will contribute to mobilising momentum for structural, political and governance changes to increase the success of the peace process in Bangsamoro. Much of this action will entail assisting in convening with and reaching out to all grassroots populations to represent specific groups.

Between September 2013 and March 2014 the programme promoted public participation in drafting the BBL: 148 focus-group discussions were conducted, reaching out and obtaining inputs from 8,009 people (3,248 men and 4,761 women). The results of these dialogues were submitted to the BTC for consideration.

On top of consultations, the programme has promoted dialogue between two key sectors:

- Consultations with women concluded in a Women’s Summit (March 2014) where partners presented a unified women’s agenda to the BTC.
- The programme has probably conducted the most serious and sustained dialogue effort between indigenous people ever undertaken.

Security is also a primary concern of those living in conflict-affected areas; therefore the programme will maintain a keen focus on security matters. It will contribute to the implementation of security-sector reform, creating ‘Bantay Security’ that will act as community security working groups and setting ‘Bantay Rights’ that will be developed to monitor the implementation of the Bangsamoro government of the 15 basic rights that are outlined in the FAB.

Building peace in Mindanao through public participation in governance will maximise expertise and outreach through training individuals and organisations to improve their understanding of concepts related to rights and duties in politics and governance, in order to strengthen governance and promote enduring peace.
EU Action on Countering Violent Extremism: Israel

Renewed Jewish–Arab Relations in Israel: A Dialogue Platform

Jews and Arabs in Israel are finding new ways to discuss and overcome their differences using dialogue, and to promote mutual understanding, hoping to fend off the influences which can lead to violent confrontations.

The EU-funded ‘Renewed Jewish–Arab Relations in Israel: A Dialogue Platform’ has been active in Israel as part of the EU Partnership for Peace programme. This project, with a budget of €643,000, of which the EU has contributed €470,000, was undertaken from January 2013 to December 2014, and will now begin a second phase in 2015 for an additional 24 months.

The project aims to transform the conflicting views held by Israeli citizens to enable a more harmonious internal Arab–Jewish relationship. Addressing all aspects of the relationship between the Arab and Jewish communities within Israel, and using the Applied Deliberative Dialogue (ADD) technique, a productive dialogue is ongoing both at the decision-making level and between citizens.

By engaging a pilot group of Israeli citizens in the ADD technique, the project targeted key communities including faith-based groups who rarely have the chance to interact with each other. Using these skills to discuss core and often sensitive issues with ‘the other’, their dialogue developed into the writing of position papers which were distributed amongst decision-makers about possible calls for action. This project engaged citizens from the ultra-Orthodox Jewish community who had never participated in intercommunal activities, allowing them to acquire knowledge on topics...
concerning the conflict, and led to the integration of Arab speakers and participants in their dialogue forum.

In addition, at least 480 Jewish and Arab citizens were engaged through media publicity and introduced to the ADD technique, leading to well attended public events and roundtables regarding internal conflicts and divisions, as well as the broader Israeli-Palestinian conflict.

At the decision-making level, Jewish and Arab Knesset (parliament) Members from different political backgrounds participated in joint meetings under the auspices of the Knesset Caucus for Jewish-Arab Relations, and were exposed to research on a wide range of topics. Following such discussion on different issues and experiences affecting the Arab minority in Israel, they were encouraged to propose measures in different fields which could improve the situation, and support citizen engagement and equality. Such meetings included specific topics addressing the needs of women from Arab and ultra-Orthodox Jewish communities.

Meanwhile, the project also undertook training and preparation of facilitators who were integral to ensuring the productivity of all aspects of dialogue given their knowledge of how to encourage dialogue on sensitive issues. This track of the project led to the creation of a 50-page manual which will be used for future activities.

This innovative process, working on the citizen and decision-maker levels (multi-track diplomacy), helps bridge the divide between the two communities and can provide a strong alternative model to promote productive intercommunal relations, thereby countering the influences which can lead to extremism.
‘As part of the European Commission’s efforts to mainstream CVE across the EU’s development programming, a range of training courses have been arranged’

CVE Training

As part of the European Commission’s efforts to mainstream CVE across the EU’s development programming, a range of training courses have been arranged with EU Delegations, member-state embassies and stakeholders from local governments and non-governmental organisations. These bespoke training courses are designed and delivered to enable participants to better recognize the warning signs of radicalisation, and to orientate their programmes to address vulnerable communities and counter incipient violent extremism.

The objectives are to increase understanding of CVE concepts, language and policy, as well as to provide methods, tools and approaches to design and implement CVE programming. The training is based on international development and CVE best practice and has a distinct operational focus. The outputs are user-friendly guidelines on, and constructive ideas for, programming and implementation issues pertaining to how third countries could be effectively supported in their own efforts.

Region-specific three-day workshops for practitioners in East, West and North Africa, the Middle East, South and South-East Asia, and Central Asia have been and will be held from 2013 to 2015. One-day courses for EU policy and strategy staff in Brussels and half-day briefings for EU senior staff in Brussels are also planned.

The workshops consider what kinds of CVE engagement may be suitable in each country or region, how existing development programming in different areas may contribute to addressing this challenge, and what specific interventions can reduce the appeal and recruiting potential of violent extremists. Each is tailored to the region it is conducted in. They map activities already being carried out and address issues such as strengthening the rule of law, promoting youth engagement and the roles of media, women and civil society in addressing violent extremism.

Through case studies, the practitioner workshops are designed to draw from practical information on how to develop specific interventions. They also use practical examples of exploiting interventions that are not CVE-specific but are nevertheless CVE-relevant.
Teaching and reference material provided contains the following core elements:

- **Background on CVE** providing an overview of the issues in context, including an explanation of the drivers of extremism.

- **Terminology** plays an important role in CVE. The course explains the importance of sensitivity and the need to develop a common non-emotive lexicon in designing more effectively targeted programmes whose impact can be more easily assessed.

- The **five key elements** of successful CVE programming are introduced.

- **CVE programming in practice** is examined through examples of programming in context, showing core competencies in the fields of development, security and project evaluation.

- **Case studies** presenting particular scenarios involving violent extremism, with a series of steps that can be taken to address those threats by developing programming that builds upon development-related principles.

The training process employs continuous improvement techniques to evolve. Participant feedback during and after each workshop or course is combined with the observations of course deliverers to produce a report that seeks to improve future courses. These reports have confirmed the urgent need for and crucial utility of the regional workshops delivered so far.
As mentioned earlier in Chapter 2, whilst the EU has many external programmes and projects which are both CVE-specific and CVE-relevant all around the world, the EU is also actively engaged internally with the European Commission’s Directorate-General for Migration and Home Affairs in the lead. While this brochure has an external focus, it is useful to keep in mind the internal actions the EU is undertaking in CVE. This chapter will therefore present two successful actions undertaken internally within the EU.

**TerRa and RAN**

As mentioned earlier in Chapter 2, whilst the EU has many external programmes and projects which are both CVE-specific and CVE-relevant all around the world, the EU is also actively engaged internally with the European Commission’s Directorate-General for Migration and Home Affairs in the lead. While this brochure has an external focus, it is useful to keep in mind the internal actions the EU is undertaking in CVE. This chapter will therefore present two successful actions undertaken internally within the EU.

**Terrorism and Radicalisation, Europe**

**Aims and Objectives**

The objective of Terrorism and Radicalisation in Europe (TerRa) is to reinforce the positive impact victims and former terrorists can have in preventing radicalisation through the provision of practical guidance to specific targeted and vulnerable groups.

**Description of Activities**

TerRa is a European programme supported by the European Commission Directorate-General for Migration and Home Affairs and comprises a European network-based prevention and learning programme. The initial stage of the programme is a research phase to build upon accumulated knowledge of radicalisation. The objective is that
‘The objective of TerRa is to reinforce the positive impact victims and former terrorists can have in preventing radicalisation through the provision of practical guidance to specific targeted and vulnerable groups.’

Once research has been gathered it can be utilised to enhance existing prevention and de-radicalisation programmes, as well as developing new ones.

Utilising the experience of victims and former terrorists provides a fruitful basis upon which practical guidance can be provided to the specific targeted groups. The targeted groups include victims, potential terrorists, EU member states and frontline workers in the fields of rehabilitation, welfare and social workers, journalists, policy-makers, law-enforcement and religious leaders.

TerRa aims to realise a broad platform to exchange available materials, lessons and experiences between all member states and to provide practical tools, advice and policy input to all involved stakeholders.

The intended results are: network coverage in all member states in close cooperation with the Network of Associations of Victims (NAVt) and the Radicalisation Awareness Network (RAcN); an overview and description of methods and approaches to screen victims and recognise signs of radicalisation; a manual with recommendations for a broad group of front-liners; guidance for journalists and policy-makers; and education packages for schools.

Key Points/Lessons Learned

- Activities are based on an initial research phase that builds upon accumulated knowledge of radicalisation and aims to develop new prevention and de-radicalisation programmes.

- The programme provides target groups with practical guidance, advocating the positive role that victims and former terrorists can play in improving and establishing EXIT programmes.

- Results of the programme will be network coverage, guidance, education packages, manuals for frontline workers, and an overview of approaches to recognise signs of radicalisation.
RAN Working Group on the Internet and Social Media (RAN®), European Union

Aims and Objectives

The European Commission’s Directorate-General for Migration and Home Affairs continues to run several significant internally focused CVE programmes, one of which is the Radicalisation Awareness Network (RAN) with the objective of systematising the exchange of best practices and expert knowledge knowledge of practitioners. These focus, amongst others, on counter-messaging in a quest to support practitioners with the tools to develop new, innovative campaigning strategies to counter the narratives of violent extremism.

Description of Activities

Established by the European Commission in 2011, RAN acts as an inclusive network for local actors concerned with countering violent radicalisation within the EU. The RAN® Working Group on the Internet and Social Media (RAN®) is focused specifically on the issue of online radicalisation. Co-chaired by Google Ideas and the Institute for Strategic Dialogue, the working group aims to exchange experiences, knowledge and best practices in countering violent extremism online, and to inform European and member-state policy-development.

The RAN Working Group explores new positive civil-society responses to counter the allure of violent-extremist messaging. In order to achieve this goal, the group is engaged in several activities. These include the exchange of good practices relating to counter-narratives on the Internet and social media, addressing questions such as why they work, how they can be replicated and how they can be scaled up. The group further identifies and addresses the challenges faced by civil-society campaigners, and the partnerships required between community groups, policy-makers and private-sector organisations to enable effective campaigns.
‘Established by the European Commission in 2011, RAN acts as an inclusive network for local actors concerned with countering violent radicalisation within the EU.’

By marrying practitioner needs with private-sector technical solutions, the intention is to facilitate the formulation and dissemination of more effective counter- and alternative-narrative strategies. In doing so, the group has produced and released original, targeted audio-visual content.

The working group is also working with the private-sector to develop innovative tools to disrupt extremist messengers on social media. This includes the development of a ‘crowd-out’ strategy, designed to galvanise the silent majority of moderates against hate speech. This strategy aims to apply tools and techniques developed in marketing and campaigning industries to facilitate mass-mobilisation online.

Key Points/Lessons Learned

- A network which brings together experts and practitioners from across the European Union to facilitate the exchange of best practices in countering Internet radicalisation.

- A focus on positive responses to online radicalisation designed to counter the appeal of extremist content through designing and disseminating counter-messaging strategies.
5

Glossary and Policy Documents

This chapter presents a glossary of terms in CVE to act as a ready reference for practitioners and those engaged in the CVE policy-making process. It also offers a non-exhaustive list of key policy and good-practice documents in the field of CVE.

The Value of a CVE Lexicon

CVE IS a field in which partners – often with widely differing backgrounds – work together and need to use a common, non-emotive vocabulary. It is important to clarify and refine the language employed and to give it a harmonious, common basis.

This lexicon of key terms in CVE programming has been developed in order to facilitate and improve dialogue, understanding and coordination among all those involved. It should serve as a valuable reference guide in training and in practical CVE work. It will also enable more effectively targeted programmes whose impact can be more easily and rigorously monitored and evaluated.
**CVE Glossary**

*Conditions conducive to the spread of terrorism and violent extremism*
This refers to the broader contexts in which radicalisation occurs. These are sometimes described as ‘underlying drivers’ or ‘root causes’, although the EU prefers not to use the term ‘root causes’ since it is open to misinterpretation. The word ‘causes’ in particular can be misused or abused by those who would like to imply that some terrorist acts could be excused or justified, by seeking to establish an automatic link between circumstances and, as a direct result of them, terrorism. There are, of course, numerous other paths and channels. For this reason, while recognising the need to address the broader context, the EU avoids any term that could imply a direct causal link between, for example, socio-economic conditions and terrorist acts.

*Counter-terrorism*
Actions taken directly against terrorist networks, and indirectly to influence and render global and regional environments inhospitable to terrorist networks. Also called CT. This includes both military and non-military methods such as deradicalisation, surveillance and intelligence gathering.

*Countering violent extremism*
Actions taken to increase the resilience of individuals and communities to the appeal of radicalisers and violent extremists.

*De-radicalisation*
The social and psychological process whereby an individual's commitment to, and involvement in, violent radicalisation is reduced to the extent that they are no longer at risk of involvement and engagement in violent activity. De-radicalisation may also refer to any initiative that tries to achieve a reduction of risk of re-offending through addressing the specific and relevant disengagement issues. De-radicalisation implies a cognitive shift – a fundamental change in understanding.

*Disengagement*
The process whereby an individual experiences a change in role or function that is usually associated with a reduced participation in violent activity. It may not necessarily involve leaving a terrorist or extremist movement, but is most frequently associated with significant temporary or permanent role change. It is, therefore, a behavioural shift. Additionally, while disengagement may stem from role change, that role change may be influenced by psychological factors such as disillusionment, burnout or the failure to reach the expectations that influenced initial involvement. Disengagement differs from de-radicalisation because it does not entail a full psychological withdrawal or change in values and ideals, but requires relinquishing the objective of achieving change through violence.
Extremism
Any political theory favouring immoderate, uncompromising policies, often entailing a tendency or disposition to go to extremes or an instance of going to extremes, especially in political matters. In terms of terrorist actors, this will often involve the premeditation of violence and undermining of the state to further the aims of a hard-line ideology. One, however, can have extremist views and not undertake an act of violence or terrorism; the level of extremism comes from the individual’s commitment to the fundamental ideology.

Impact
The measurable effect a programme has on its target audience, to help assess an intervention’s success. Impact can be qualitative or quantitative. Impact in CVE is extremely difficult to measure as selecting accurate indicators is extremely challenging. Impact is affected by temporal limitations and availability of data. There tends to be a lack of a counterfactual or control group or effective means of attribution. Moreover, it is challenging to measure attitudes and behaviours and multiple factors may contribute to radicalisation.

Indicators
Measurements of different aspects of the programme to see how they are functioning and whether the programme is meeting targets. Indicators vary between the short to long term of an evaluation. Measuring a decrease in terrorist incidents or recidivism is hard to attribute and can only be evidenced in the long term. Realistic and well defined indicators are needed that data can be collected on.

Insurgent
An individual or group who fights against a government or an occupying force with the aim of overthrowing it.

Interventions
In the CVE context, these comprise projects intended to divert people who are being drawn into violent extremist activity. Interventions can include mentoring, counseling, theological support, encouraging civic engagement, developing support networks (family and peer structures) or providing mainstream services (education, employment, health, finance or housing).

Multiculturalism
The preservation and proactive inclusion of a diverse range of cultures, religious practices and ethnicities within a unified society, region or state. This can be an overall policy aim or encouraged by local authorities and citizens. It can be seen as both a practice and a normative target.

Prevent
The branch of the EU’s Counter-Terrorism Strategy with the main focus on CVE. It is aimed at reducing or eliminating the risk of individuals becoming involved in terrorism. Prevention involves the identification and referral of those susceptible to violent
extremism into appropriate interventions. These interventions aim to divert susceptible individuals from embarking on the path to radicalisation.

Protect
The branch of the EU’s Counter-Terrorism Strategy with the goal of protecting citizens and infrastructure, and reducing their vulnerability to an attack.

Pursue
The branch of the EU’s Counter-Terrorism Strategy with the objective of pursuing terrorists, bringing them to justice, and building local capacity to do so.

Preventing Violent Extremism
Synonym of countering violent extremism.

Radicalisation
There are many definitions of radicalisation, which is in essence the social and psychological process of incrementally experienced commitment from mainstream to extremist political or religious ideology. It does not necessarily mean that those affected will become violent, and so represents the precursor to violent extremism. But when a decision is made, as part of this process, that fear, terror and violence are justified to achieve ideological, political, or social change, radicalisation to violent extremism and terrorism occurs. Since radicalisation is a process, the term reflects a certain complexity as to how persons come to accept and support the use of terrorist means to achieve a cause.

It is judged by some experts that it is possible for violent extremist and terrorist actors to ‘self-radicalise’: that is, become an extremist based on their own undertaking and interpretation of radical materials outside the influence of formal terrorist or violent extremist organisations.

Recruitment
Often used in conjunction with ‘radicalisation’. However, the two terms are not always interchangeable. Recruitment implies that there is some external agent or influence that draws individuals into engaging in terrorism or violent extremism. Involvement in these, however, is not merely the result of recruiters looking out for potential recruits. Although terrorist organisations engage in the practice of ‘recruiting’, the way in which people take the path of terrorism or violent extremism is often far more complex. It is best, therefore, to use ‘recruitment’ in conjunction with, rather than as a substitute for, ‘radicalisation’.

Recidivism
In CVE this relates to the return or relapse of an individual back into old patterns of extremist or radical behaviour usually associated with violence or terrorist activity.
Rehabilitation
A purposeful, planned intervention, which aims to change the characteristics of an offender (attitudes, cognitive skills and processes, and social, educational or vocational skills) that are believed to be the cause of the individual’s violent/criminal behavior, with the intention of reducing the chance that the individual will reoffend. Rehabilitation efforts can include religious (re-)education by respected clerics, psychological counseling, community and family involvement, vocational training and engagement after the trainee has been released.

Reintegration
A safe transition to the community, by which the individual proceeds to live a law-abiding life following his or her release and acquires attitudes and behaviours that generally lead to productive functioning in society.

Resilience
The capability of people, groups and communities to rebut and reject proponents of terrorism and the ideology they promote.

Respond
The branch of the EU’s Counter-Terrorism Strategy aiming to prepare for and minimise the consequences of a successful terrorist attack.

Social Cohesion
The communal integration of societies with different ethnic, religious or national backgrounds in a local area. It is one of the attributes of a multicultural society in which ethnic or community tensions are resolved via effective local initiatives, good police practice and removal of rigorously enforced social boundaries that aggravate community relationships.

Terrorism
The calculated use of violence (or the threat of violence) against civilians in order to attain goals that are political, religious or ideological in nature; this is done through intimidation, coercion or instilling fear amongst the general public. Terrorist activity can be conducted by a group or an individual, and can be inspired by another act.

Violent Extremism
The beliefs and actions of people who support or use violence to achieve ideological, religious or political goals. This includes terrorism, but also other forms of politically motivated violence (such as anarchism), and some forms of communal violence. Consequently, while there can be significant overlap, violent extremism is not the same as terrorism. It does not include, for example, non-violent behaviour such as extremist incitement or terrorist facilitation. Moreover, the process of radicalisation to terrorism can be different than that of radicalisation to violent extremism.

Vulnerability
The condition of being capable of being injured; difficult to defend; open to moral or ideological attack. Within CVE, the word describes factors and characteristics associated with being susceptible to radicalisation.
**Key EU Policy Documents**

**European Union Counter-Terrorism Strategy**
The official objective of the strategy, first developed in 2005, is ‘to reduce terrorism globally, whilst respecting human rights.’ It is based on four pillars that aim to reduce both the threat of and vulnerability to terrorism: Respond (prepare for the consequences of a terrorist attack); Protect (reduce the vulnerability of civilians and infrastructure to terrorist attack); Pursue (bring terrorists to justice); and Prevent (stop people turning to terrorism by tackling underlying drivers). The EU aims to add value in all these fields to member and external state efforts.

**European Union Strategy for Combating Radicalisation and Recruitment to Terrorism**
The EU’s Strategy focused on countering violent extremism (the ‘Prevent’ pillar of its CT Strategy) was first drawn up in 2005 and subsequently revised twice, with the latest version produced in 2014. While it has a predominantly internal security focus, it also forms the basis of the EU’s external ‘Prevent’ actions and addresses the external dimension of CVE. Its aim is to prevent radicalisation to all forms of terrorism and violent extremism. The strategy acknowledges that much radical ideology stems from groups which operate within the law. It also recognises the need for an all-inclusive counter-approach across a number of sectors and stakeholders that includes disrupting existing networks and preventing new recruits from joining the cause. The strategy is designed to help states develop, where relevant, their own programmes and policies, which take into account the specific needs, objectives and capabilities of each.

**Preventing Radicalisation to Terrorism and Violent Extremism: Strengthening the EU’s Response**
An official Communication from the Commission from January 2014. This policy paper sets out how the Commission, in collaboration with the High Representative of the Union for Foreign Affairs and Security Policy and with the support of the EU Counter-Terrorism Coordinator, can support member states in preventing radicalisation. It identified ten areas in which member states and the Commission could work together, from consolidating expertise and training practitioners to cooperating with civil society and the private sector. While mainly a document focused on internal CVE efforts within the EU, it does identify the need to align internal and external aspects of preventing radicalisation and identifies areas for further work.

**Key International Policy and Good Practices Documents**

**The UN Global Counter-Terrorism Strategy**
This Strategy and its Action Plan were adopted by the UN General Assembly in 2006 and represent the first time UN member states adopted a common strategic approach to countering terrorism. It has four key areas of action: addressing conditions conducive to the spread of terrorism, preventing and combating terrorism, building capacity to prevent and combat terrorism and strengthen the role of the UN system,
and ensuring respect for human rights and the rule of law as the fundamental basis of countering terrorism.

**Ankara Memorandum on Good Practices for a Multi-Sectoral Approach to Countering Violent Extremism**

Under the auspices of the Global Counterterrorism Forum (GCTF) and specifically its dedicated Working Group on Countering Violent Extremism, this document was produced in September 2013 and draws upon the experiences of GCTF Members. It aims to promote a comprehensive approach to CVE by setting out the possible roles that governments, agencies and civil society can play. It divides these into the following sections: Identifying the Problem; Multi-Agency Approaches within the State; Public-Private Partnerships; Socio-economic Approaches; and The Role of Law Enforcement Agencies. It also identifies areas similar to the eight themes mentioned earlier in this brochure, including the role of women, the promotion of economic opportunity, education, intercommunal efforts, and working with youth.

**Abu Dhabi Memorandum on Good Practices for Education and Countering Violent Extremism**

This is another document produced under the auspices of the GCTF Working Group on CVE, and was drafted and developed in cooperation with the Hedayah Center in September 2014. This document focuses on how CVE policies and programmes can be developed at primary and secondary school levels as well as in higher education. The purpose is to provide concrete options for how education can be used positively without securitising the education sector.

**Good Practices on Community Engagement and Community-Oriented Policing as Tools to Counter Violent Extremism**

This good practices document, produced in August 2013 under the GCTF Working Group on CVE, focuses on the importance of locally relevant CVE initiatives and two key CVE tools in particular: community engagement and community-oriented policing. These are tools that focus on building trust with local communities and engaging them as partners through raising community awareness of the threat of violent extremism, building resilience, and providing them with the tools to prevent radicalisation and violence. It sets out a number of good practices while stressing that context-sensitive and tailored actions are essential.

**Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent Extremist Offenders**

This document, produced under the GCTF framework from May 2012, recognises the incubating effect that prisons and other civilian incarceration facilities may have in terms of radicalisation and violent extremism and suggests good practices to counter this. The aim is to suggest methods designed to rehabilitate violent extremists and reintegrate them back into society with a reduced risk of recidivism.
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