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A Global Framework for Preventing Violent Extremism

Preventing violent extremism is a commitment and obligation under the principles and values enshrined in the Charter of the United Nations, the Universal Declaration of Human Rights and other international human rights instruments. To be effective and sustainable and in line with Member States' obligations under international law, all legislation, policies, strategies and practices adopted to prevent violent extremism must be firmly grounded in the respect for human rights and the rule of law.

Both the General Assembly and the Security Council have acknowledged that violent extremism has reached a level of threat and sophistication that requires concerted action beyond law enforcement, military or security measures to address development, good governance, human rights and humanitarian concerns. Strengthening the rule of law, repealing discriminatory legislation and implementing policies and laws that combat discrimination, marginalization and exclusion in law and in practice must be an essential component of any response to the threat posed by violent extremism.

The Charter of the United Nations, the Universal Declaration of Human Rights and Member States' obligations under international law — in particular under international human rights law, refugee law and, if applicable, international humanitarian law — provide a strong foundation. The United Nations Global Counter-Terrorism Strategy and the guiding principles for counter-terrorism strategies, as identified at the International Conference on National and Regional Counter-Terrorism Strategies, held in Bogota from 31 January to 1 February 2013, provide additional guidance for national and regional plans of action.

In the past two years, the General Assembly has emphasized the need for united action on violent extremism: in the fourth review of the United Nations Global Counter-Terrorism Strategy in Assembly resolution 68/127, entitled "A world against violence and violent extremism"; and during the high-level thematic debate of the Assembly on the topic "Promoting tolerance and reconciliation: fostering peaceful, inclusive societies and countering violent extremism", convened by the President of the Assembly in conjunction with the Secretary-General and the United Nations Alliance of Civilizations and held on 21 and 22 April 2015, as well as in the recent general debate of the Assembly at its seventieth session. The Security Council emphasized the need for measures to address violent extremism and stem the flow of foreign terrorist fighters in its resolution 2178 (2014), during the high-level open debate of the Council on the topic "The role of youth in countering violent extremism and promoting peace", held on 23 April 2015, and in the statement by the President of the Council of 29 May 2015 (S/PRST/2015/11).

National Plans of Action for Preventing Violent Extremism

Each Member State should consider developing a national plan of action to prevent violent extremism which sets national priorities for addressing the local drivers of violent extremism and complements national counter-terrorism strategies where they already exist. Based on the principle of national ownership and in accordance with international law, Member States may wish to consider the following elements in establishing such plans:

- 1. National plans should be developed in a multidisciplinary manner, to include countering and preventing violent extremism measures, with input from a wide range of government actors, such as law enforcement, social service providers and ministries of education, youth and religious affairs, as well as non-governmental actors, including youth; families; women; religious, cultural and educational leaders; civil society organizations; the media; and the private sector. Analyses of local and national drivers of violent extremism form an important point of departure for developing national plans.
- National plans should fortify the social compact against violent extremism by promoting respect for the principle of equality before the law and equal protection under the law in all government-citizen relations, and developing

- The guiding principles on stemming the flow of foreign terrorist fighters agreed at the special meeting of the Security Council Committee established pursuant to resolution 1373 (2001) concerning counter-terrorism, held in Madrid on 28 July 2015, could be useful in this regard.
- 4. National plans should prevent violent extremist and terrorist groups from trading in oil and antiquities, hostage-taking, and receiving donations, in line with Member States' obligations under Security Council resolution 2199 (2015).
- 5. One means of addressing many of the drivers of violent extremism will be to align national development policies with the Sustainable Development Goals, specifically ending poverty in all its forms everywhere (Goal 1);

- effective, accountable and transparent institutions at all levels, as well as ensuring responsive, inclusive, participatory and representative decision-making. The Secretary-General encourages parliamentarians to provide the legislative foundation for national plans of action for preventing violent extremism consistent with their national and international obligations, where necessary.
- 3. National plans should address the issue of foreign terrorist fighters, as called for in Security Council resolution 2178 (2014). In that resolution, the Council decided that States should ensure that their legal systems provide for the prosecution of travel for terrorism or related training; and that States should also address the financing or facilitation of such activities and prevent entry or transit through their territories, including through the usage of internationally accepted databases, of any individual with respect to whom there is credible information that provides reasonable grounds for believing that this travel is undertaken for the purpose of participating in a terrorist act.
- ensuring inclusive and equitable quality education and promoting lifelong learning opportunities for all (Goal 4); achieving gender equality and empowering all women and girls (Goal 5); promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all (Goal 8); reducing inequality within and among countries (Goal 10); making cities and human settlements inclusive, safe, resilient and sustainable (Goal 11); and promoting peaceful and inclusive societies for sustainable development, providing access to justice for all and building effective, accountable and inclusive institutions at all levels (Goal 16).
- 6. National plans should **dedicate funding** for implementation by government and non-governmental entities and promote public-private partnerships, where applicable.
- 7. **Effective monitoring and evaluation mechanisms** for these plans are essential to ensuring that policies are having the desired impact.

Regional Plans of Action to Prevent Violent Extremism

As violent extremism does not respect borders, national and global action has to be complemented by enhanced regional cooperation. Several subregions and regions have already adopted comprehensive counter-terrorism strategies. Member States should come together to complement those strategies or adopt new regional or subregional plans of action to prevent violent extremism, facilitated by regional or subregional organizations and the United Nations, with a view to complementing and reinforcing their national plans. To this end, Member States should:

- 1. Strengthen subregional and regional organizations, including by creating and maintaining regional contact lists of focal points, monitoring the trafficking of small arms and heavy weapons, and facilitating intergovernmental communication and cooperation. Establishing early warning centres for the exchange of information on violent extremist activities could render this interaction more predictable and could thus be of additional value:
- Enable subregional and regional organizations to provide technical assistance to Member States in the respective subregion or region in building capacity for preventing violent extremism and support effective cooperation, for example, on border management.

Mobilizing Resources

To transform our commitment into lasting change, we need to make more efficient use of existing funds and consider how, based on the interdependence of political, social and economic drivers of violent extremism, we can create synergies in our resource allocation. Moreover, within the peace and security sector, there is a growing understanding that many preventive measures, traditionally understood to be part of development efforts, can help address these drivers. The newly adopted Sustainable Development Goals explicitly include goals and targets related to preventing violence and promoting peaceful and inclusive societies. Investment in prevention is far more cost-effective than allocating resources to mitigating consequences. The Secretary-General therefore recommends considering:

- 1. Adjusting the focus of existing funds dedicated to countering terrorism and violent extremism to enable them to also address the drivers of violent extremism, and thereby ultimately using available resources more effectively.
- 2. **Identifying other funding sources across sectors** and evaluating how Governments and regional and international institutions could adapt existing funds so as to expand programming that is sensitive to preventing violent extremism.

Taking Action - Recommendations in 7 key areas

1. Dialogue and Conflict Prevention

In the report to the Security Council entitled "The United Nations and conflict prevention: a collective recommitment" (S/2015/730), the Secretary-General noted that the risk of violent extremism often increases in the same conditions that lead to heightened risk of conflict. Where conflict already exists, we must redouble our efforts to promote and sustain dialogue between warring parties, since persistent unresolved conflict is proving to be a major driver of violent extremism. While we may benefit in these situations from using some of the tools already developed to prevent conflict, we have also started developing specific initiatives for the prevention of violent extremism through the Counter-Terrorism Implementation Task Force and the United Nations Counter-Terrorism Centre, such as a Task Force working group on the prevention of violent extremism and a Task Force working group on the conditions conducive to the spread of terrorism and a regional youth engagement and skills development programme. The Secretary-General therefore recommends that Member States:

- 1. Ensure that, in circumstances where military action becomes necessary to counter the expansion of violent extremist groups, any such response is in full compliance with international law, in particular with the Charter of the United Nations, international human rights law, international refugee law and international humanitarian law;
- 2. **Engage opposing parties and regional actors** earlier on and seek to forge international consensus so as to give regional and United Nations diplomacy the leverage that it needs to broker solutions. Delaying engagement reduces options, and increases financial and human costs;
- 3. Encourage individuals to leave violent extremist groups by developing programmes that place an emphasis on providing them with educational and economic opportunities. To avert perceptions of injustice which might result from extending assistance to these perpetrators, such programmes should not draw from initiatives addressing the needs of the wider civilian population;
- 4. Explore opportunities to introduce **alternative dispute resolution mechanisms**, such as mediation, arbitration and restorative justice, to resolve conflict and achieve sustainable peace;

- 5. Engage religious leaders to provide a platform for intra-and interfaith dialogue and discussions through which to promote tolerance and understanding between communities, and voice their rejection of violent doctrines by emphasizing the peaceful and humanitarian values inherent in their theologies. Religious leaders also have a responsibility to themselves to seek such understanding. Tolerance is not passive: it demands the active choice to reach out on a basis of mutual understanding and respect, especially where disagreement exists;
- 6. **Preserve the heritage of cultural and religious diversity** against the attempts by violent extremists to destroy manuscripts, objects and sites that are symbols of pluralism and tolerance;
- 7. **Convene regional and national dialogues on preventing violent extremism** with a range of actors, encompassing youth engagement, gender equality, the inclusion of marginalized groups, the role of municipalities, and positive outreach through social media and other virtual platforms.

2. Strengthening Good Governance, Human Rights and the Rule of Law

When Governments embrace international human rights norms and standards, promote good governance, uphold the rule of law and eliminate corruption, they create an enabling environment for civil society and reduce the appeal of violent extremism. Policies and initiatives that are firmly grounded in human rights are essential to ensuring the inclusion of individuals or communities that are vulnerable to violent extremism. We need to find ways to strengthen trust between government institutions and communities to prevent real or perceived marginalization and exclusion. The Secretary-General therefore recommends that Member States:

- 1. Review all national legislation, policies, strategies and practices aimed at preventing and countering violent extremism to ascertain whether they are **firmly grounded in** respect **for human rights and the rule of law**, and whether they put in place national mechanisms designed to ensure compliance. This may also involve taking measures to strengthen the rule of law, repealing discriminatory legislation and implementing policies and laws that combat discrimination and exclusion;
- 2. **Provide access to justice for all** and strengthen fair, effective, accountable and inclusive institutions at all levels, in line with the 2030 Agenda for Sustainable Development;
- 3. Foster non-discriminatory basic service provision, ensure accountability

- 6. **Reform national legal frameworks and penitentiary systems** to ensure the security of inmates, personnel and facilities and establish procedures to prevent and counter radicalization in prisons based on human rights and the rule of law;
- 7. Introduce disengagement, rehabilitation and counselling programmes for persons engaged in violent extremism which are gender-sensitive and include programmes for children to facilitate their reintegration into society. These programmes must be in full compliance with international human rights norms and standards, including the rights to freedom of movement, freedom of expression and privacy, gender equality and the principle of non-discrimination;
- 8. **Promote the enjoyment of economic, social and cultural rights**, including through human rights-based initiatives that help eliminate the conditions conducive

- for service delivery, and extend state services to remote areas and create an environment where entrepreneurship can flourish and societies can become more peaceful, just and inclusive;
- 4. Strengthen the professionalism of security forces, law enforcement agencies and justice institutions; and ensure effective oversight and accountability of such bodies, in conformity with international human rights law and the rule of law. This may involve providing dedicated human rights training to security forces, law enforcement agents and all those involved in the administration of justice regarding the prohibition of incitement to hatred and, more broadly, respect for human rights within the context of measures taken to counter violent extremism and terrorism;
- 5. Ensure accountability for gross violations of international human rights law and international humanitarian law, including those amounting to crimes under international law, such as war crimes and crimes against humanity, through criminal procedures adhering to due-process guarantees. Accountability mechanisms should have relevant gender expertise to fulfil their mandates. In cases where national procedures are not able or are unwilling to address such crimes, the international community should support accountability efforts, including through a referral of such situations by the Security Council to the International Criminal Court or to an ad hoc tribunal, where appropriate;

- to violent extremism. Such programmes can be particularly helpful when one group, whatever its demographic weight, behaves monopolistically in the political and economic sectors at the expense of other groups;
- 9. **Implement Security Council resolution 1624 (2005),** promoting a comprehensive approach to incitement and violent extremism, and the Rabat Plan of Action on the prohibition of advocacy of national, racial or religious hatred that constitutes incitement to discrimination, hostility or violence (A/HRC/22/17/Add.4, appendix), involving all relevant actors, such as national human rights institutions, civil society, political parties and the media;
- 10. Prevent the subversion of the work of educational, cultural and religious institutions by terrorists and their supporters, as highlighted in Security Council resolution 1624 (2005); take appropriate measures against all forms of intolerance and discrimination based on religion or belief, as exhibited in particular in the curricula of formal and non-formal educational institutions, and textbooks and teaching methods;
- 11. **Ensure that any restrictions on freedom of expression** are clearly and narrowly defined and meet the three-part test of legality, proportionality and necessity.

3. Engaging Communities

For their survival, violent extremists require the tacit support of a wider circle of sympathizers. If violent extremists can be deprived of this support, their capacity to cause harm and evade justice will be greatly reduced. While engagement with communities marked by a long history of distrust of the government can pose a challenge, **there are a number of community engagement strategies that hold promise.** The Secretary-General therefore recommends that Member States:

- 1. **Develop joint and participatory strategies**, including with civil society and local communities, to prevent the emergence of violent extremism, protect communities from recruitment and the threat of violent extremism, and support confidence-building measures at the community level by providing appropriate platforms for dialogue and the early identification of grievances;
- 2. Adopt community-oriented policing models and programmes that seek to solve local issues in partnership with the community and are firmly based on human rights so as to avoid putting community members at risk. This would increase public awareness and vigilance and improve police understanding and knowledge with regard to communities, thus enhancing their ability to be proactive and identify grievances and critical issues at an early stage;
- Develop local and family-based mentorship programmes, based on a oneto-one relationship between mentor and mentee, focusing on vulnerable individuals or those who have been convicted of or charged with criminal acts related to violent extremism;

- 4. **Provide medical, psychosocial and legal service support in communities** that give shelter to victims of violent extremists, including victims of sexual and gender-based crimes;
- 5. Encourage civic and professional associations, unions and chambers of commerce to reach out through their own networks to marginalized groups so as to address challenges together through inclusive dialogue and consensual politics;
- 6. Support the establishment of regional and global networks for civil society, youth, women's organizations and religious leaders to enable them to share good practices and experience so as to improve work in their respective communities and promote intercultural and interfaith dialogue;
- 7. Promote, in partnership with civil society and communities, a discourse that addresses the drivers of violent extremism, including ongoing human rights violations. Address any existing human rights violations, as a matter of both legal obligation and credibility.

4. Empowering Youth

We must pay particular attention to youth. The world's 1.8 billion young women and men constitute an invaluable partner in our striving to prevent violent extremism. We have to identify better tools with which to support young people as they take up the causes of peace, pluralism and mutual respect. The rapid advance of modern communications technology also means that today's youth form a global community of an unprecedented kind. This interconnectivity is already being exploited by violent extremists; we need to reclaim this space by helping to amplify the voices of young people already promoting the values of mutual respect and peace to their peers. The Secretary-General therefore recommends that Member States:

- 1. Support and enhance young women's and young men's participation in activities aimed at preventing violent extremism by prioritizing meaningful engagement mechanisms at the national, regional and global levels, as laid out in the 2015 Amman Declaration on Youth, Peace and Security; and provide a physically, socially and emotionally safe and supportive environment for the participation of young women and men in preventing violent extremism;
- 2. Integrate young women and men into decision-making processes at local and national levels, including by establishing youth councils and similar mechanisms which give young women and men a platform for participating in mainstream political discourse;
- 3. **Foster trust between decision makers and young women and men**, especially through intergenerational dialogue and youth-adult confidence-building activities and training;

- 4. Involve hard-to-reach young women and men, such as those from underrepresented groups, in efforts to prevent violent extremism, as laid out in the **Guiding Principles** on Young People's Participation in Peacebuilding;
- 5. **Establish national mentoring programmes for young women and men**, create space for personal growth in their chosen fields, and offer opportunities for community service which can enable them to become leaders and actors for constructive change;
- 6. Ensure that a portion of all **funds dedicated to addressing violent extremism are committed to projects that address young people's specific needs** or empower them and encourage international financial institutions, foundations and other donors to provide small grant funding mechanisms to women and young social entrepreneurs to enable them to develop their own ideas on strengthening community resilience against violent extremism.

5. Gender Equality and Empowering Women

Women's empowerment is a critical force for sustainable peace. While women do sometimes play an active role in violent extremist organizations, it is also no coincidence that societies for which gender equality indicators are higher are less vulnerable to violent extremism. We must therefore ask ourselves how we can better promote women's participation, leadership and empowerment across society, including in governmental, security sector and civil society institutions. In line with Security Council resolution 2242 (2015), we must ensure that the protection and empowerment of women is a central consideration of strategies devised to counter terrorism and violent extremism. There is also a need to ensure that efforts to counter terrorism and violent extremism do not impact adversely on women's rights. The Secretary-General therefore recommends that Member States:

- 1. Mainstream gender perspectives across efforts to prevent violent extremism;
- Invest in gender-sensitive research and data collection on women's roles in violent extremism, including on identifying the drivers that lead women to join violent extremist groups, and on the impacts of counter-terrorism strategies on their lives, in order to develop targeted and evidence-based policy and programming responses;
- 3. Include women and other underrepresented groups in national law enforcement and security agencies, including as part of counter-terrorism prevention and response frameworks;
- 4. **Build the capacity of women** and their civil society groups to engage in prevention and response efforts related to violent extremism;
- 5. Ensure that a portion of all **funds dedicated to addressing violent extremism are committed to projects that address women's specific needs or empower women**, as recommended in my recent report to the Security Council on women and peace and security (S/2015/716).

6. Education, Skill Development and Employment Facilitation

As part of the struggle against poverty and social marginalization, we need to ensure that every child receives a quality education which equips him or her for life, as stipulated under the right to education. Education should include teaching respect for human rights and diversity, fostering critical thinking, promoting media and digital literacy, and developing the behavioural and socioemotional skills that can contribute to peaceful coexistence and tolerance. Young women and men entering the workplace need our support—both in gaining access to continued learning and vocational resources, and in incubating their entrepreneurial talent. The Secretary-General therefore recommends that Member States:

- 1. **Invest in education, in particular early childhood education,** from ages 3 to 8, to ensure that all children have access to inclusive, high-quality education, taking into account diverse social and cultural settings;
- 2. Implement education programmes that promote "global citizenship", soft skills, critical thinking and digital literacy, and explore means of introducing civic education into school curricula, textbooks and teaching materials. Build the capacity of teachers and educators to support this agenda;
- 3. Provide comprehensive primary through tertiary education, including technical and vocational education, and mentoring for all vulnerable people, including the displaced, by leveraging online and mobile technology;
- 4. Collaborate with local authorities to create social and economic opportunities, in both rural and urban locations; invest in equipping people with the skills needed to meet local labour demands through relevant education opportunities;
- 5. Provide young people with additional **career options** by fostering an entrepreneurial culture and offering entrepreneurship education, facilitating employment searches and job-matching, enacting regulations to promote the development of micro and small enterprises, easing access to finance and microcredit and increasing the range of support services such as marketing and distribution, so as to unleash the full economic potential of youth;
- 6. Invite the private sector and other civil society actors to contribute to post-conflict reconciliation and reconstruction efforts, especially job creation, facilitation and training opportunities.

7. Strategic Communications, the Internet and Social Media

The manipulative messages of violent extremists on social media have achieved considerable success in luring people, especially young women and men, into their ranks. While violent extremists have demonstrated some sophistication in their use of old and new media tools, it is equally true that we who reject their message have largely failed to communicate to those who are disillusioned and disenfranchised a vision of the future that captures their imagination and offers the prospect of tangible change. Thousands of young activists and artists are fighting back against violent extremism online through music, art, film, comics and humour, and they deserve our support. The Secretary-General therefore recommends that Member States:

- 1. **Develop and implement national communications strategies, in close cooperation with social media companies and the private sector,** that are tailored to local contexts, gender sensitive and based on international human rights standards, to challenge the narratives associated with violent extremism;
- 2. Encourage more research on the relationship between the misuse of the Internet and social media by violent extremists and the factors that drive individuals towards violent extremism;
- 3. **Promote grass-roots efforts** to advance the values of tolerance, pluralism and understanding;
- 4. Ensure that national legal frameworks protect freedom of opinion and expression, pluralism, and diversity of the media;
- Empower and enable victims to transform their loss and suffering into a constructive force for preventing violent extremism by providing them with online forums where they can tell their stories;
- 6. **Protect journalists**, who play a crucial role in democratic societies, by ensuring the prompt and thorough investigation of threats to their safety, and encourage journalists to work together to voluntarily **develop media training and industry codes of conduct which foster tolerance and respect**.

Supporting Member States, regional bodies and communities through the United Nations

The primary responsibility for preventing violent extremism rests with Member States. As they develop their response, the United Nations can act as a natural partner. The United Nations can help foster global dialogue, uniting countries, people and communities on the basis of universally shared values and principles as enshrined in international law, including human rights instruments.

- 1. Adopt an All-of-UN approach to supporting national, regional and global efforts to prevent violent extremism through the United Nations Chief Executives Board for Coordination, as well as through existing United Nations inter-agency bodies and the Counter-Terrorism Implementation Task Force and its entities, which bear the primary responsibility for supporting Member States in implementing all four pillars of the United Nations Global Counter-Terrorism Strategy. By adopting an All-of-UN approach through the Task Force framework, the Organization will coordinate its action more closely and help channel and share initiatives that have proved effective:
- 2. Integrate preventing violent extremism into relevant activities of United Nations peacekeeping operations and special political missions in accordance with their mandates, as well as into relevant activities of United Nations country teams in order to build the capacity of Member States through such mechanisms as the United Nations Development Assistance Frameworks, the United Nations common country assessments, youth advisory Boards, the Global Focal Point for Police, Justice and Corrections, and disarmament, demobilization and reintegration and security sector reform programming;
- 3. Encourage United Nations governing and executive boards to enhance the capacities of United Nations agencies, funds and programmes to support Member States in developing and implementing their national plans of action for preventing violent extremism;
- 4. Offer capacity-building programmes aimed at strengthening national and regional capacities to develop institutional plans designed to prevent violent extremism and share good practices, and assist Member States in adopting relevant legislation and policies in close coordination with the relevant United Nations country teams, special representatives of the Secretary-General, peace operations where deployed, and entities of the Counter-Terrorism Implementation Task Force, including the Counter-Terrorism Committee Executive Directorate, the Office of the United Nations High Commissioner for Human Rights, the United Nations Interregional Crime and Justice Research Institute, the United Nations Office on Drugs and Crime and the United Nations Counter-Terrorism Centre;

- 5. Launch a United Nations global communications strategy to prevent violent extremism, grounded in United Nations core values of peace, justice, tolerance and human dignity as they are enshrined in the Charter of the United Nations, the Universal Declaration of Human Rights and other instruments, reinforcing these shared values around the world and supporting Member States in tailoring their own national and local communication strategies, upon their request;
- Further strengthen early and effective action through the Human Rights Upfront Initiative to prevent or respond to large-scale violations of international human rights law or international humanitarian law, at both the policy and the operational level;
- 7. Develop a standing United Nations prevention of violent extremism platform to direct the implementation of this Plan, facilitated by the Counter-Terrorism Implementation Task Force and supported by the United Nations Counter-Terrorism Centre. This platform would coordinate policy within the United Nations system and support Member States in developing their institutional responses to violent extremism at the local, national and regional levels by sharing lessons learned. It should foster cooperation between Member States, including through South-South and triangular partnerships.
- 8. Support Governments seeking to develop and implement **education programmes** that promote civic education, soft skills, critical thinking, digital literacy, tolerance and respect for diversity, including, for example, peace education modules for the use of school-age children, in order to promote the culture of non-violence;
- Launch a global awareness campaign to support victims of violent extremism
 and provide them with a global platform within which to share their stories by
 expanding the Victims of Terrorism Support Portal;
- 10. **Encourage youth exchange programmes** within and among Member States, which could be further developed into global community service and global youth programmes to enhance cross-cultural understanding, promote learning of new skills and support development initiatives;
- 11. Invite relevant private actors, including communications and social media companies, to support the prevention of violent extremism initiatives and generate creative ideas to help the international community effectively address the spread of violent extremism through the Internet;
- 12. Develop a **proposal for a Secretary-General's fund to support innovative projects** aimed at preventing violent extremism, especially in the fields of communications and community empowerment.