

# MEMORANDUM ON GOOD PRACTICES ON STRENGTHENING NATIONAL-LOCAL COOPERATION IN PREVENTING AND COUNTERING VIOLENT EXTREMISM CONDUCTIVE TO TERRORISM



**GCTF**

GLOBAL COUNTERTERRORISM FORUM



## **Introduction**

Terrorism and violent extremism conducive to terrorism are multi-faceted phenomena that are both global and local in nature. The transnational nature of the threat requires continued international cooperation in all aspects of a response. At the same time, the relevance of local contexts challenges international actors to connect with and support local actors. A comprehensive approach requires contributions from all levels of actors to adequately address the complex set of drivers, whether global or local in nature, that give rise to violent extremism conducive to terrorism in the particular context and cooperation among these actors as well.

The concept of a global, “whole of society” approach for countering terrorism in all its forms and manifestations emerged in the UN Global Counter-Terrorism Strategy, and the UN Secretary General’s Plan of Action to Prevent Violent Extremism has embraced this approach. UN Security Council resolutions have recognized the primary responsibility of States in countering terrorist acts while encouraging engagement with local communities and non-government actors in developing strategies to counter violent extremism conducive to terrorism. Much of the focus of policy and the programmatic focus on preventing and countering violent extremism (P/CVE) conducive to terrorism have been on engaging different stakeholder groups (e.g., civil society, researchers, and the private sector), different levels of actors (e.g., international, national, and local<sup>1</sup>), themes (e.g., local community engagement, family support, resilience-building, education, counter-narrative, intervention, and rehabilitation and reintegration), or types of actors (e.g., women and youth) that have often been overlooked in P/CVE conducive to terrorism research, interventions, and other programs.

Although important progress has been made within each group and at each level, gaps remain in understanding the systems, structures, and processes needed to strengthen cooperation in P/CVE conducive to terrorism among the different levels of actors (government and non-government alike) within countries. Barriers to collaboration can impede effective implementation of international P/CVE conducive to terrorism good practices, including those developed by the Global Counterterrorism Forum (GCTF), and National Action Plans (NAPs)<sup>2</sup> and other relevant frameworks, such as at the local level.

The GCTF is mindful of the important role that effective national-local cooperation (NLC)<sup>3</sup> plays in implementing and sustaining policies, plans, and programs across the full spectrum of P/CVE conducive to terrorism issues and the need to provide non-binding guidance to allow government and

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<sup>1</sup> For the purposes of this document, “local” includes provincial, regional, state, and municipal authorities and civil society organizations.

<sup>2</sup> The UN Secretary-General’s PVE Plan of Action provides that “[e]ach 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.” [https://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/70/674](https://www.un.org/en/ga/search/view_doc.asp?symbol=A/70/674), para. 44.

<sup>3</sup> National-local cooperation includes cooperation among relevant actors within a particular country. These can vary depending on the country and can include national government, local government, law enforcement professionals, mental health and education practitioners and other relevant civil society organizations, the private sector, and researchers.



non-government stakeholders, if needed, to overcome the barriers and strengthen such cooperation.<sup>4</sup> With this in mind, Australia and Indonesia launched the “Initiative on National-Local Cooperation in Preventing and Countering Violent Extremism” in September 2019 under the auspices of the GCTF’s CVE Working Group. This initiative, facilitated by the Institute for Strategic Dialogue and the Prevention Project, brought together national and local government officials, front-line practitioners,<sup>5</sup> representatives from civil society,<sup>6</sup> think tanks, universities, the private sector, and international, regional, and sub-regional organizations. The initiative included a two-day workshop in Montreal hosted by Canada in November 2019, a series of virtual consultations in April 2020, and an on-line questionnaire. This allowed more than 200 policymakers and practitioners from dozens of countries to share their experience and expertise and provide detailed input into this document.

These non-binding good practices recognize the importance of designing and implementing P/CVE conducive to terrorism measures in a manner that is consistent with international law and does not discriminate on grounds prohibited by international law against particular individuals, groups, or local communities. The good practices underscore the importance of national P/CVE conducive to terrorism frameworks reflecting local perspectives and priorities and that such frameworks are then implemented effectively on the ground. They also recognize the need to understand the threats and challenges of violent extremism conducive to terrorism at both national and local levels, so that programs are implemented with a shared, evidence-based understanding of the threat, and identify and leverage existing resources, platforms, and programs to strengthen national-local cooperation before embarking on new initiatives.

These good practices build on the GCTF’s *Ankara Memorandum on Good Practices for a Multi-Sectoral Approach to Countering Violent Extremism* and are intended to help policymakers, practitioners, and professionals implement existing, relevant GCTF framework documents, particularly at the local level. This includes those related to foreign terrorist fighters (FTFs), women and girls, families, homegrown terrorism, and rehabilitation and reintegration. These good practices are also intended for stakeholders developing, implementing, and monitoring, and evaluating NAPs, local action plans (LAPs), and national and/or local capacity-building programs.

GCTF members and other stakeholders are encouraged to use these non-binding good practices to foster inclusive dialogue,<sup>7</sup> reflection, and, where appropriate, improvements in national-local cooperation, including through the use of scenario-based consultative arrangements such as table-top exercises.

This good practice document is non-binding. Not all good practices are applicable to every national or local context, and implementation should take into account the principle of national sovereignty and

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<sup>4</sup> For example, an interactive panel discussion on “GCTF and Local Impact: The Role of Cities & Communities” was organized during the Fourteenth Coordinating Committee, held in New York in September 2018.

<sup>5</sup> For the purposes of this document, “front-line practitioners” include law enforcement, teachers, health, social, and youth workers, and religious and other counselors. The situation will differ in each country.

<sup>6</sup> For the purposes of this document, “civil society” includes civil society organizations and non-government organizations, such as women-led, youth-oriented, and religious organizations, researchers, academics, human rights defenders, and youth, religious, and other local community leaders. The situation will differ in each country.

<sup>7</sup> Including but not limited to age and gender sensitive approaches.



varied histories, cultures, and legal systems and norms while remaining consistent with applicable international law, as well as national laws and regulations.

### **Good Practices**

#### *Good Practice 1: Identify the barriers or other challenges to national-local cooperation.*

Understanding the barriers to national-local cooperation is helpful not only for outlining what must be overcome but also for highlighting perceived challenges at each level or within each sector that might otherwise go unnoticed. Further research and analysis may also be needed to deepen such understanding. While recognizing that not all barriers are universal, frequent challenges include:

#### **A. Societal Challenges**

- i. a lack of a comprehensive approach to P/CVE conducive to terrorism that includes understanding within national governments of needs and priorities of local actors and how best to address them, including through national policies, plans, and programs
- ii. a lack of understanding between national and local actors, law enforcement and non-law enforcement stakeholders, government and non-government actors, law enforcement (including the police), and local communities and about how to design P/CVE conducive to terrorism activities to be implemented at the local level so that they do not inadvertently stigmatize the intended beneficiaries of those programs, and
- iii. obtaining consensus on the issues to be addressed and designing P/CVE conducive to terrorism measures that are not overly broad and are applied in a non-discriminatory fashion. Local communities may see the threat of violent extremism conducive to terrorism and other relevant challenges differently from or as less of a priority than the national government and vice versa and may also differ on appropriate definitions, terminology and program labels.

#### **B. Policy Challenges**

- i. aligning and adopting P/CVE conducive to terrorism approaches that respect international law including international human rights law and recognize, prevent, and reduce harmful effects where not fully preventable. This includes taking care that measures do not (inadvertently) exacerbate drivers that can contribute to violent extremism conducive to terrorism, and that P/CVE conducive to terrorism measures are non-discriminatory, take into account the local context and do not unintentionally stigmatize communities.
- ii. uneven political will, especially when there are more pressing issues – violent extremism conducive to terrorism may not be seen by some communities as a priority concern, when compared to other threats or needs – and lack of consistent financial commitment to enable long-term planning and implementation processes, and



- iii. lack of necessary flexibility or adaptability in P/CVE conducive to terrorism NAPs or other relevant national frameworks that allows the framework to be appropriately tailored to the needs and priorities of different local contexts.

### **C. Coordination, Coherence, and Capacity Challenges**

- i. failure to elaborate clear roles and responsibilities and facilitate sustained sharing of relevant information where appropriate and in accordance with relevant legislation among different levels of actors while safeguarding privacy and taking into account the confidence in state institutions
- ii. insufficient mechanisms to promote greater involvement of local authorities, civil society, and the private sector in developing and implementing P/CVE conducive to terrorism NAPs or other nationally-led efforts, and
- iii. limited capacity of local actors, with many overburdened with pre-existing, non-P/CVE conducive to terrorism work and/or lacking the necessary expertise or training to contribute to P/CVE conducive to terrorism implementation and lack of funding/sustainability for locally-led initiatives.

*Good Practice 2: Identify, delineate, and respect the comparative advantages of the different levels of P/CVE conducive to terrorism actors.*

UN Security Council resolutions have recognized the primary responsibility of States in countering terrorist acts while encouraging engagement with local communities and non-government actors in developing strategies to counter violent extremism conducive to terrorism. P/CVE conducive to terrorism is a multi-sectoral, multi-stakeholder, and multi-disciplinary endeavor. The national government is uniquely positioned to provide the framework and resources for catalyzing and sustaining this approach, including by engaging civil society and other local actors across the spectrum of P/CVE conducive to terrorism issues as part of the wider counterterrorism agenda. NAPs often include multiple pillars and involve a diversity of activities and government and non-government actors. Much attention is often given to the stakeholders independently within each sector, such as law enforcement, education, social services, health, youth, prison and probation, religion, and culture. However, given that effective and sustained P/CVE conducive to terrorism efforts often involve contributions from and collaboration between different levels of actors, i.e. national and local stakeholders, identifying, delineating, and respecting their complementary roles and comparative advantages is equally important.

National and local government, civil society, private sector, and international, regional, and sub-regional bodies can all have complementary roles due to their comparative advantages, which they should seek to leverage, as appropriate, taking steps to prevent pre-existing work or relationships from being negatively affected. Understanding these comparative advantages is helpful for subsequent elaboration of the differentiated roles and responsibilities of the different levels of actors involved in implementing initiatives. When doing so, however, it is important to recognize that no single approach will be right in all cases, and that the different traditions of states interacting with civil society and other local actors and national laws needs to be respected.



Below are illustrative comparative advantages for each actor to consider pursuing, while recognizing that research, monitoring, and evaluation are important across all levels of actors so that efforts are evidence based (Good Practice 13 includes further detail):

#### A. National Governments

- i. Set national strategies on the basis of respect for international law; define the complementary roles of the different actors in P/CVE conducive to terrorism, reflecting priorities from and consistent with related national-level strategies (e.g. those related to women, peace, and security, as well as education or youth); sustain political commitment and provide effective and accountable governance; and facilitate development of public-private partnerships. This includes, where appropriate, devising, in collaboration with other stakeholders, structures and mechanisms that facilitate inclusion and effective coordination between all levels and at all stages of strategy design, implementation, and evaluation.
- ii. Allocate resources and provide training and guidance to support local implementation of a national P/CVE conducive to terrorism framework, build and/or manage networks (e.g., of front-line practitioners and researchers), identify and share good practices where appropriate, promote cross-sectoral relations and information sharing, and bridge the gap between research and practice.
- iii. Monitor and evaluate implementation of a P/CVE conducive to terrorism NAP or other relevant national framework to establish consistent benchmarks and measurements; share and adapt tools for monitoring and evaluation (M&E) of local implementation efforts; and communicate M&E outcomes to the various levels, and conduct regular reviews and updates to the relevant national framework to reflect changing context(s).

#### B. Local Governments

- i. Engage with, build trust, and enhance coordination among all levels of actors to develop a shared understanding of their interest and contribution to P/CVE conducive to terrorism, as well as a shared understanding of the terrorist threat and locally-led approaches for addressing it, while respecting the mandate and purpose of each actor. These actors can include civil society, local community leaders, law enforcement actors, teachers and other educators, and religious actors. The activities of these actors may include, for example, working to educate and raise awareness to counter terrorist ideologies.
- ii. Develop LAPs and programs that are informed by local risks, resources, and contexts, and address a wide range of challenges. These can include *inter alia*: promotion of public awareness of violent extremism conducive to terrorism; broadly based educational, cultural, social, and other early prevention and resilience-building measures; and more targeted, evidence-based, and non-discriminatory multidisciplinary and multi-actor support and intervention measures.
- iii. Leverage existing local services, including those related to housing, education, culture, vocational training, social welfare, recreation, and culture, as part of a comprehensive P/CVE conducive to terrorism effort, while making sure that trust in the relevant communities is



not undermined, and that these services continue to be delivered based on need and spearhead the development of multi-actor or other P/CVE conducive to terrorism efforts that involve families, local community leaders, social workers, and mental health professionals exploring safe use of both online and offline methods.

### C. Civil Society

- i. Provide space for constructive engagement. Civil society organizations may have relevant knowledge of, access to and engagement with local communities to be able to confront the challenges of recruitment and radicalization to violence.
- ii. Design and deliver innovative and locally-informed P/CVE conducive to terrorism projects, such as those in the spheres of education and culture and those linked more broadly to the implementation of a national framework consistent with national laws.
- iii. Provide an independent perspective to identify gaps or areas for improvement in the national and/or local approach, which should be recognized as a key aspect of monitoring P/CVE conducive to terrorism strategy and implementation, while conducting and sharing research, working collaboratively and creatively with government agencies, as well as local communities, academia, and think tanks.

### D. Private Sector

- i. Partner with government, including through voluntary public-private partnerships, in promoting sustainable development, income growth, and supporting local community-led programs that offer alternatives, whether educational, vocational, cultural, or other, to those susceptible to or on the path to being radicalized to violence.
- ii. Interact, where appropriate, in cooperation with national and local governments, with local communities to direct corporate social responsibility projects. This could include those focused on training, workforce engagement, and skills-building and livelihood activities to build the resilience of local communities vulnerable to violent extremism conducive to terrorism.
- iii. Engage with governments to prevent and counter terrorist exploitation of the internet, including by supporting capacity building of smaller platforms, countering terrorist content and narratives on their platforms, working with law enforcement, supporting initiatives to increase the transparency of the digital industry and supporting initiatives to strengthen the online safety and resiliency of users against terrorist content, in a manner that complies with international law. This could also include voluntarily developing consistent guidelines with regard to preventing and countering violent extremism conducive to terrorism online. The ICT industry, and in particular online communication service providers, can play a role by enforcing their terms of service effectively, including any guidelines covering terrorist content<sup>8</sup>.

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<sup>8</sup> See also the [GCTF Zurich-London Recommendations on Preventing and Countering Violent Extremism and Terrorism Online](#)



## E. International, Regional, and Sub-regional Organizations

- i. In cooperation with governments, develop and promote implementation of P/CVE conducive to terrorism norms, good practices, and recommendations at national and local levels that are consistent with international law and are age and gender sensitive.
- ii. Facilitate sharing of expertise, experience, and lessons learned among practitioners from different countries, regions, international, regional, and sub-regional organizations, and, where appropriate, an inclusive conversation among national and local P/CVE conducive to terrorism stakeholders on the drivers of violent extremism conducive to terrorism within the country, and on how government policies, plans, and programs can best address them.
- iii. Provide training and mentoring to national and local government and civil society implementing P/CVE conducive to terrorism programs, including through the design and delivery of training and other capacity-building support.

### *Good Practice 3: Lead an inclusive, consultative, multi-layered, national dialogue on P/CVE conducive to terrorism.*

An inclusive dialogue should involve a wide range of stakeholders: national and subnational government agencies (including law enforcement, health, education, and social services), the private sector and, where relevant, representatives from international, regional, or sub-regional organizations and international donors. Such a dialogue should take into account the local needs, context, and resource requirements and avoid undermining existing local programs.

This engagement should incorporate perspectives from the local level to gain institutional knowledge and local contextual expertise, including for the purpose of informing development of a NAP or revising an existing one. It should encourage the NAP or other relevant national framework to reflect the needs and priorities of the communities, both urban and rural, that the policy is intended to serve. Such a consultative process, which could involve table-top and other scenario-based exercises, should *inter alia* seek to:

- A. Understand the nature and manifestations of the threat posed by violent extremism conducive to terrorism, both nationally and at the local level, and the drivers that contribute to this threat in the relevant local communities.
- B. Identify:
  - i. existing relevant legal and policy frameworks
  - ii. relevant local decision-makers, politicians, and leaders, whose leadership, encouragement, and/or cooperation could play an important role in building support for relevant frameworks at the local level
  - iii. which resources, training, or other support to local actors is needed, taking into account the different needs of urban centers and rural areas





- iv. which P/CVE conducive to terrorism programs are currently available at the local level and their effectiveness, and which professionals and members of the relevant local communities are best placed to design/implement programs, and
  - v. how best to communicate to and engage with the public around the frameworks.
- C. Assess the existing institutional capacities, programs, and collaborations, including between national and local actors and law enforcement and non-law enforcement stakeholders.

*Good Practice 4: Develop and promote an inclusive national P/CVE conducive to terrorism framework that reflects the perspectives of a diversity of national and local government and non-government actors.*

National governments should, where appropriate:

- A. Develop P/CVE conducive to terrorism NAPs or other relevant national frameworks that
- i. are both comprehensive and flexible enough to be adapted to different local contexts and informed by research and other evidence
  - ii. are informed by local and international good practices, which in turn should be incorporated into national strategies and action plans in order to broaden the relevance of such practices
  - iii. are based on a shared vision of relevant national and local stakeholders and provide regular opportunities for evaluation, adaptation, and evolution based on changing contexts
  - iv. identify, where possible, key drivers to violent extremism conducive to terrorism to develop a common understanding of where policies, resources, and efforts should be focused. This should be based on research and data on drivers in different parts of the country, as well as on what has worked to make some localities more resilient than others. It should also acknowledge, where appropriate, the need to address long-term structural injustices, poor governance, and other evidence-based drivers of violent extremism conducive to terrorism.
  - v. include a focus on the role that municipalities and other local actors can play in translating national P/CVE conducive to terrorism policies into action. This might involve, for example, identifying existing local structures or programs that may function as key vehicles for tailored local implementation of these policies
  - vi. identify a lead office or agency within the national government and provide clarity as to the roles, responsibilities, objectives, and priorities of those expected to be involved in supporting its implementation and M&E, including at the local level. National-local cooperation in P/CVE conducive to terrorism should be rooted in a clear understanding of what each stakeholder brings to the table. Defining institutional roles and responsibilities in the framework can help promote continuity and mitigate the disruption that might arise, should personnel leave or change roles, or political changes occur.
  - vii. develop, where possible, a shared vocabulary and common terminology to facilitate inter-government and public understanding of efforts to counter terrorism and violent extremism



conducive to terrorism in a manner consistent with international law, including international human rights law, international refugee law, and international humanitarian law, and

- viii. are linked to a coordination and governance mechanism that helps promote accountability, and in which P/CVE conducive to terrorism measures are both consistent with international and national law and non-discriminatory.
- B. Champion evidence-based “whole of society” and “whole of spectrum” (from prevention to intervention to rehabilitation and reintegration) P/CVE conducive to terrorism efforts within the context of national strategies and approaches, including through sustained political leadership and providing civil society with the political and legal space to contribute to these efforts.

*Good Practice 5: Invest in local actors, frameworks, and programs.*

A. National governments should, where appropriate:

- i. harness the capacities of local actors and, respecting the principle of voluntary participation, seek to understand the needs, context, and resource requirements of local P/CVE programs and stakeholders
- ii. embrace an approach to P/CVE conducive to terrorism planning and programming, while providing the appropriate national policy and legal frameworks. Approaches should emphasize local consultation and information sharing and, more broadly, prioritize building trust and cooperation with local authorities and civil society to promote an approach that is multi sectoral and reflects local priorities and needs
- iii. leverage local services, institutions, and professionals as part of a comprehensive approach to P/CVE conducive to terrorism, without undermining the principle that such services should be delivered based on need
- iv. support victims of terrorism, while mitigating their risk of re-living trauma, in specific programs, and promote their active involvement and engagement within P/CVE conducive to terrorism coordination platforms
- v. provide municipalities and other local actors with the flexibility to implement P/CVE conducive to terrorism programs, including interventions, according to the capacities and needs of the relevant communities
- vi. amplify model P/CVE conducive to terrorism programs that interested local actors could take forward to tailor to and implement in their local context(s), and
- vii. incentivize and provide training and resources to local actors whose skill sets could be utilized in the P/CVE conducive to terrorism realm. This is to allow local authorities and other local actors, in both urban and rural settings, to have the ability to operationalize NAPs at the local level and could include raising awareness with and/or providing training and other capacity-building support to municipalities, providers of psycho-social support, local community leaders, teachers, and family members.



- B. Local governments should, where appropriate, work with local-level stakeholders, including civil society, the private sector, and researchers to:
- i. develop local P/CVE conducive to terrorism plans and/or programs that reflect local risks and priorities, with tailored local plans and programs
  - ii. provide feedback to inform national-level policies and approaches based on their experience with local implementation
  - iii. address P/CVE conducive to terrorism priorities or needs through a broader resilience, social cohesion, violence, or crime-prevention model or other existing framework. However, dedicated LAPs on P/CVE conducive to terrorism can be useful. For example, such plans can highlight and focus particular attention on unique challenges and varied drivers of radicalization to violence found in different geographic settings in a single country and support implementation of the national P/CVE conducive to terrorism plan at the local level
  - iv. make local actors aware of the existence of national P/CVE conducive to terrorism frameworks and national actors aware of local plans and programs. The limited connectivity between national and local stakeholders, with the latter often excluded from relevant national-level policy/programming discussions, should be addressed.
  - v. identify a P/CVE conducive to terrorism “lead” within their administration to:
    - a. allow P/CVE conducive to terrorism efforts to leverage and be “mainstreamed” within existing services, while continuing to provide such services based on need, and
    - b. facilitate local coordination, engagement and implementation of relevant LAPs, case work, and other P/CVE conducive to terrorism responsibilities across the administration, building partnerships with elected officials, local civil society, private sector stakeholders, and national government, and
  - vi. take appropriate steps to allow P/CVE conducive to terrorism initiatives to transcend any particular administration to maximize the sustainability of such efforts, e.g., by identifying a lead agency or office within the local administration.

*Good Practice 6: Build and strengthen trust.*

P/CVE conducive to terrorism stakeholders should prioritize building and strengthening trust<sup>9</sup> between and among each other.

- A. National and local governments should, where appropriate:
- i. Establish or strengthen trust-based relationships with key local community stakeholders, including by

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<sup>9</sup> See also Good Practice 10 of the [GCTF Ankara Memorandum on Good Practices for a Multi-Sectoral Approach to Countering Violent Extremism](#), which recognizes it is crucial for States to build trust while working with communities and that communities’ possible perception of being stigmatized may present an obstacle in building mutual trust between the state and local actors and lead local actors to close all doors to collaboration.



- a. deepening investments in programs that build trust between local law enforcement and local communities
    - b. strengthening or establishing new local prevention networks, safety councils, or other mechanisms of engagement (including law enforcement, local officials, and local community representatives), focusing on safety issues identified as priorities for the local community, including violent extremism conducive to terrorism
    - c. responding to issues that can undermine trust, such as by reducing corruption and providing reporting mechanisms, and
    - d. devising informal means of engagement to build trust within and between communities, such as joint sports and arts activities.
  - ii. Build or strengthen existing P/CVE conducive to terrorism collaboration mechanisms at different levels, e.g., national, local (including regional, provincial, state, and municipal), and civil society.
- B. National governments should, where appropriate:
- i. adopt an inclusive approach to the process of developing, implementing, and assessing the effectiveness of P/CVE conducive to terrorism NAPs or other relevant national frameworks
  - ii. recognize the importance of transparency in planning and implementing relevant national P/CVE conducive to terrorism frameworks and allowing access to M&E and other relevant information regarding national and local P/CVE conducive to terrorism policy and programming to promote good practices concerning these policies and programs
  - iii. facilitate dialogue, relationships, and communication among multiple societal groups, as well as among local authorities.
- C. Civil society organizations should, where appropriate, provide space for constructive engagement around issues related to the P/CVE conducive to terrorism NAP or other relevant national frameworks.
- D. All stakeholders should be honest, open, and transparent in sharing information between parties, including good practices for and lessons learned from P/CVE conducive to terrorism policies and programs, while safeguarding privacy and international human rights.

*Good Practice 7: Facilitate appropriate information sharing between P/CVE conducive to terrorism actors while protecting privacy.*

Effective information sharing should involve elaborating clear guidelines or other frameworks (including, where feasible, legislative frameworks) and principles that outline how, when, and what to share and with whom as well as oversight and independent review processes. Partnerships between actors are important to facilitate this information sharing, while respecting privacy. This may include



information about good practices or, where appropriate and consistent with relevant legislation, specific cases.

*Good Practice 8: Enable and promote effective coordination, communication, and collaboration among national and local stakeholders relevant to the design and implementation of a P/CVE conducive to terrorism NAP or other relevant national framework.*

This is especially needed to break down silos, foster cooperation and partnerships, and encourage sharing resources, knowledge, research, and experience among policymakers and practitioners from across different levels of government and sectors. This could be achieved via a number of ways.

A. National governments should, where appropriate:

- i. Form a national P/CVE conducive to terrorism coordination mechanism or platform, or leverage an existing one. Such a mechanism or platform should include national and sub-national local stakeholders relevant to effective implementation of the national P/CVE conducive to terrorism framework at the national and/or local levels and should *inter alia* allow the views of the different local authorities and other local stakeholders to be shared. It should seek to enable and sustain connectivity between national and local stakeholders and between local governments and other local stakeholders within the country around the P/CVE conducive to terrorism agenda. This mechanism or platform could:
  - a. facilitate horizontal (among the different national-level ministries) and vertical (national to local and vice versa) coordination, communication, and collaboration, including knowledge and other information sharing, related to implementation efforts
  - b. support or otherwise facilitate identification of gaps in programming, capacities, and/or research
  - c. oversee, guide, monitor, and evaluate implementation of the relevant national framework
  - d. promote development of and sustain partnerships critical to implementation
  - e. develop and/or deliver tailored training and other support to national and local actors involved in implementation
  - f. convene stakeholders (both government and non-government and national and local) periodically to identify gaps/redundancies in relevant programs
  - g. develop and maintain networks (e.g., of researchers, practitioners, and/or civil society)
  - h. fund or otherwise support and/or coordinate locally-led NAP implementation or other relevant projects
  - i. include an independent oversight and accountability component, which could *inter alia* help promote accountability of those involved in designing and delivering P/CVE



conducive to terrorism policies and programs, and particularly that such efforts are age and gender sensitive and are consistent with international human rights law, and

- j. oversee the M&E and, as appropriate, updating of the national framework and implementation plans to tackle emerging threats and challenges.
- ii. Include a communications strategy, elaborated where possible in collaboration with civil society and other local actors, within the national P/CVE conducive to terrorism framework to guide civil society and other local actors in developing the content of their programs, while tailoring strategies for marginalized and hard-to-reach rural communities to their needs.
- iii. Provide training, in collaboration with other relevant P/CVE conducive to terrorism stakeholders, *inter alia*, to:
  - a. P/CVE conducive to terrorism actors on how to implement and protect international human rights, fundamental freedoms, and program transparency
  - b. national and local media to enable them to respond to violent extremist narratives and crises, while safeguarding freedom of expression, and
  - c. P/CVE conducive to terrorism actors on how to engage with the media to share positive stories about initiatives and respond to crises linked to violent extremism conducive to terrorism.
- B. Local governments should, where appropriate, build working relationships within the country beyond local borders to help coordinate information sharing and P/CVE conducive to terrorism efforts across large regions.

*Good Practice 9: Balance national leadership and local ownership.*

Establishing the appropriate balance between national leadership and local ownership of a national P/CVE conducive to terrorism framework is critical to its sustained implementation on the ground. This could include, *inter alia*:

- A. engaging national and local actors on the principles that underpin the national P/CVE conducive to terrorism framework, whilst allowing for flexibility in its implementation at the local level
- B. enabling coherence and synchronicity among locally-implemented projects while respecting the roles of local actors and their non-P/CVE conducive to terrorism activities.
- C. design P/CVE conducive to terrorism activities to be implemented at the local level so that they do not inadvertently stigmatize the intended beneficiaries of those programs.
- D. promoting regular two-way communication between national and local officials to build trust and enshrine principles of partnership, cooperation, and information flow.



*Good Practice 10: Encourage sustainable funding to support local implementation of national P/CVE conducive to terrorism frameworks.*

Seeking sustainable funding to support implementation of a national P/CVE conducive to terrorism framework is essential, particularly at the local community level. National and local governments should, where appropriate:

- A. Support funding for the various actors to play their roles in P/CVE conducive to terrorism, whether it is part of the existing social, educational, law enforcement, or other budgets, or more targeted funding for implementation of NAPs. In this connection, there should be a particular focus on supporting the implementation of locally-owned/led projects, while considering how these can leverage existing resources, programs, and platforms.
- B. Establish a local implementation fund that could include, where relevant, private sector and international donor resources and address a range of issues of concern to the relevant local community (or communities), including violent extremism conducive to terrorism. Such a fund could bring greater coherence to locally-led initiatives and closer alignment between such initiatives and a national P/CVE conducive to terrorism framework.
- C. Include resources in the budget to allow for consistent and transparent M&E of P/CVE conducive to terrorism efforts.

Generally, the P/CVE conducive to terrorism field needs consistent funding, so that prevention efforts can address often long- term risk indicators, and so that research and practice can become more evidence based and effective. Where possible, governments should leverage existing local resources dedicated to community safety rather having to allocate specialized funds. Public-private partnerships should be considered in cooperation with national and local governments, where appropriate.

Where relevant, it is important to seek synergies with the development cooperation sector, which addresses, *inter alia*, structural issues that can bring about conditions for violent extremism conducive to terrorism. By seeking synergies, these interventions can indirectly have a positive impact on P/CVE conducive to terrorism.

*Good Practice 11: Provide or otherwise support tailored training and other capacity-building.*

- A. Aside from funding, governments should seek to make the necessary resources available to all relevant stakeholders:
  - i. training (e.g. for P/CVE conducive to terrorism activities both online and offline and to help raise awareness about violent extremism conducive to terrorism)
  - ii. providing support in building capacity and networks designed for the specific country context, borrowing from international best practices where relevant and leveraging models such as “train-the-trainers” to increase scalability, and
  - iii. good practices for program design and evaluation (including those related to assessing risks and needs in a non-discriminatory and non-stigmatizing manner) and research.



Such resources should be aimed at helping develop and disseminate P/CVE conducive to terrorism training and other capacity-building good practices and promoting professionalization in this field.

- B. In addition, stakeholders should make use of scenario-based consultative arrangements such as table-top exercises, which can involve key government and non-government and national and local stakeholders. Such multi-stakeholder training activities can enable structured brainstorming to evaluate strategically the comparative advantages of the different stakeholders and the barriers to national-local cooperation on P/CVE conducive to terrorism and how to overcome them, including via implementation of these good practices.

*Good Practice 12: Sustain political support.*

Sustained political will at national and local levels and across sectors for P/CVE conducive to terrorism implementation is critical, including promoting sustainable funding for and public messaging around P/CVE conducive to terrorism. Taking care that the relevant national framework reflects an overall strategic vision and direction that can be updated to reflect evolving threats, needs, and priorities is important for building and sustaining political support alike. Policy changes and turnover of government actors can disrupt projects and generate need for repeated awareness-raising and training activities in P/CVE conducive to terrorism. This can undermine efforts to promote continuity and sustainability of policies and programs. This is particularly the case, in the event of concerns, such as those related to crime, violence, injustice, corruption, and uneven service provision, which some communities see as a higher priority than violent extremism conducive to terrorism.

Efforts should be made to raise awareness, train, and otherwise engage, where appropriate, on P/CVE conducive to terrorism with national and local stakeholders to foster understanding and greater transparency of the agenda and minimize politicization of P/CVE conducive to terrorism.

*Good Practice 13: Enable the effective and sustained monitoring and evaluation of national and local P/CVE conducive to terrorism initiatives.*

Fostering effective M&E of the NAP and LAPs and of individual P/CVE conducive to terrorism projects is critical. It can help promote targeted support for relevant P/CVE conducive to terrorism actors that is age and gender sensitive and consistent with obligations under international law, including international human rights law. This can bolster the argument for long-term investments in P/CVE conducive to terrorism by helping increase the effectiveness of future interventions. Effective M&E can improve understanding of “what works” to prevent and counter violent extremism conducive to terrorism, and what does not. Since M&E is an essential part of designing, executing, and taking stock of policies, it can be critical for developing a coherent, strategic approach to P/CVE conducive to terrorism.

However, monitoring and evaluating these initiatives can pose numerous conceptual and practical challenges (e.g., the difficulty of proving a negative and in demonstrating causality). Overcoming them should therefore be a priority.

To this end, local governments should, with support from the national government, seek to evaluate the effectiveness of local P/CVE conducive to terrorism programs and policies. National governments,





including through existing institutional structures and/or any P/CVE conducive to terrorism coordination mechanism or platform and the allocation of the necessary resources, should consider taking steps to, *inter alia*:

- A. Gather, generate, analyze, and share data, to the extent appropriate, on what has and has not worked in P/CVE conducive to terrorism, as well as on how to monitor and measure the effectiveness of plans and programs.
- B. Elaborate processes for the M&E of NAPs and LAPs that include clear objectives and measures of success and timelines and allow for input from local actors and data from local programs.
- C. Establish consistent benchmarks and measurements and support, including by providing guidance and training, to support the efforts of local actors to design and monitor and evaluate local P/CVE conducive to terrorism projects.
- D. Provide support, where appropriate, to local governments to evaluate the effectiveness of local P/CVE conducive to terrorism programs and policies, as well as M&E services to local actors involved in designing and implementing projects.
- E. Build the organizational capacity of civil society and other local P/CVE conducive to terrorism actors in relation to project management, financial administration, and M&E.
- F. Make existing studies on the drivers of violent extremism conducive to terrorism in different regional, national, and local contexts accessible to P/CVE conducive to terrorism stakeholders, when appropriate.
- G. Enable translation and dissemination of more P/CVE conducive to terrorism research and guidance in the relevant local languages.

### **Conclusion**

The non-binding good practices outlined in this document are intended to inform and guide national governments and local actors in implementing existing and developing new P/CVE conducive to terrorism policies, plans, and programs where applicable. The overarching objectives of these good practices are to:

- enhance the impact, particularly at the local level, of existing international, regional, and national good practices or other guidance focused on a particular P/CVE conducive to terrorism theme, sector, or stakeholder through enhanced national-local cooperation, and
- help enable countries to have the mechanisms, platforms, partnerships, and collaboration in place to implement and sustain an inclusive “whole of society” approach to P/CVE conducive to terrorism.

When considering how best to take these good practices forward, GCTF members and other relevant stakeholders are encouraged to work through existing structures, organizations, or programs,



wherever possible – thereby integrating P/CVE conducive to terrorism into those ongoing efforts – rather than to initiate new ones.

States are further encouraged to initiate inclusive national P/CVE conducive to terrorism dialogues to strengthen national-local cooperation, drawing on these good practices, where appropriate, and to share with the GCTF further good practices, as well as challenges and lessons learned.

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