



# Factsheet

# PVE Toolkit

Building the link between development cooperation and preventing violent extremism



Developed by Human Security Collective | Developed by Human Security Collective | Developed by Human Security Collective | Developed by Human Security Collective

## Introduction

A growing number of countries in Europe's vicinity, particularly in the Sahel-region, Horn of Africa and the MENA-region are wrestling with problems like poverty, conflict, terrorism, climate change and irregular migration. These are all closely linked challenges.

[The Integrated Foreign and Security](#) policy document and the policy note on [Foreign Trade and Development Cooperation](#) underscore that Dutch development cooperation policy will increasingly focus on preventing conflict and combating instability and insecurity. Questions that arise are: *how do we bring security policy and development cooperation closer together in our approach to prevent violent extremism (PVE) and how can we operationalize this objective?*

The Netherlands has taken initiatives to enhance understanding on how and when to utilize development tools to prevent and counter violent extremism. After a [portfolio assessment](#) conducted by UNDP, one of the initiatives has been to develop a PVE-sensitivity toolkit to assess the current (perhaps latent) PVE relevance of Dutch development programmes.

The PVE-Toolkit has been developed by Human Security Collective, the Stability and Humanitarian Aid department and the Security Policy department, to offer policymakers and practitioners a hands-on tool to assess the possibility of implementing ODA-programmes in a context (not yet) affected by violent extremism. Taking this context into account is important to ensure sustainable results, and to avoid that the violent extremism context undermines the objectives of the programmes or forms risks for the stakeholders involved. By doing so, development programs can indirectly have a positive effect on PVE.

The Toolkit presents a comprehensive instrument for analysis and design and helps to provide clarity on the relevance and feasibility of making development programmes PVE-sensitive. It consists of a flowchart that provides a set of assessment tools to facilitate better understanding of violent extremism and how development interventions could address the drivers and root causes of violent extremism in a positive way.

## Objective

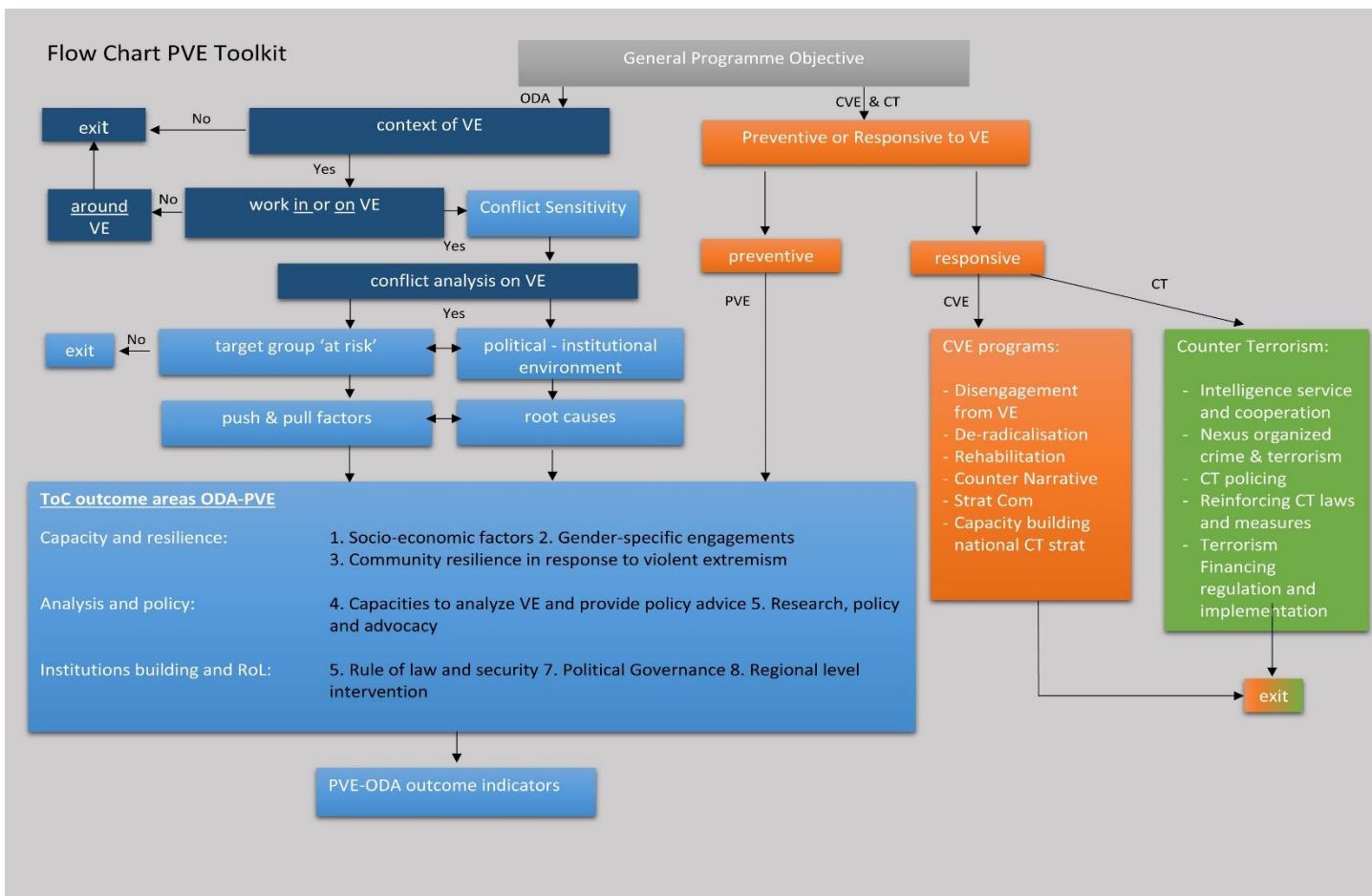
The purpose of this Toolkit is to determine the risks and opportunities of implementing development cooperation programmes in contexts where violent extremism is prevalent. In other words: to increase the PVE relevance of ODA-programming. This Toolkit helps to determine whether a project has a(n) (in)direct (positive or negative) impact on addressing the root causes of violent extremism. It will furthermore provide practical advice on how to improve the programme design to maximize PVE-outcomes.

The Toolkit is meant for policy officers at the Netherlands Ministry of Foreign Affairs (embassies and HQ) and for its partners organisations.

## When making a project PVE-relevant, I should:

- 1) Define the overall goal of the project - ODA or CVE (Countering Violent Extremism)/CT (Counter Terrorism).
- 2) Identify if and how Violent Extremism is an important issue in the context of the project.
- 3) Determine if we can work **around, in or on** violent extremism with this ODA-programme.
- 4) Make the programme conflict sensitive - it will avoid doing harm and have no adverse effects on the existing conflicts\*.
- 5) Include Violent Extremism (VE) in the conflict analysis in such a way that VE can be understood from a conflict perspective, and that the analysis gives entry points for developing the Theory of Change.
- 6) Identify Push and Pull factors that enable engagement into terrorist groups.
- 7) Identify Root Causes of Violent Extremism
- 8) Design a Theory of Change (with support from implementing partner) with clearly linked ODA-PVE outcome areas

\*A conflict sensitive analysis has to be done throughout this exercise. Not just at #4. Please consult the complete [PVE-toolkit](#) for more guidance.



## Geographical focus

The toolkit is relevant for countries where direct impact of violent extremism is felt through the activities of terrorist networks. It is also relevant for so called 'spill-over' countries, where these networks are not directly operational, but where a support base for violent extremism is growing or can be expected due to a mix of conditions and root causes.

## Concepts: CVE and PVE

[UNDP](#) describes Countering Violent Extremism (CVE) as a realm of policy, programmes and interventions designed to reduce the terrorist threat through non-coercive approaches that directly address pull-factors. CVE focuses on countering the activities of existing violent extremists by counter-recruitment strategies, targeted messaging, youth engagement strategies and religious counter-narratives to confront the spreading discourse of violent extremism. Preventing Violent Extremism (PVE) focuses on preventative approaches allowing for programming to take a broader approach to the underlying drivers that create vulnerabilities to violent extremism, such as marginalization or limited future prospects. UNDP describes PVE as “depriving violent extremism of its breeding ground by enhancing the capacity of individuals and communities to resist it”.

A balance between repressive and preventive measures is key in the Dutch integrated counterterrorism (CT) policy, both in the Netherlands and in foreign security policy. The Dutch approach to P/CVE is tailor-made, directed to have an impact on specific target groups. The role of local actors and cooperation with civil society are central elements of the Dutch integrated CT-policy. The Dutch diplomatic CT-network, consisting of regional security coordinators posted in high-risk areas and of liaisons for CT on Dutch missions, strengthens the Dutch national CT-network and supports the international fight against terrorism. Through this network, international cooperation and exchange of best practices and lessons learnt with developing countries is a continuous factor in the Dutch foreign CT and P/CVE policy. This is also put into practice by supporting targeted interventions and activities supporting the development and implementation of national CVE strategies, capacity building in prisons, countering terrorism financing and promoting involvement of civil society. These initiatives are P/CVE-specific: P/CVE is the main objective of the activities involved.

In the context of this Toolkit it is important to stress that development organizations may not work under the pretext of CVE or PVE directly, but indirectly do so through programmes

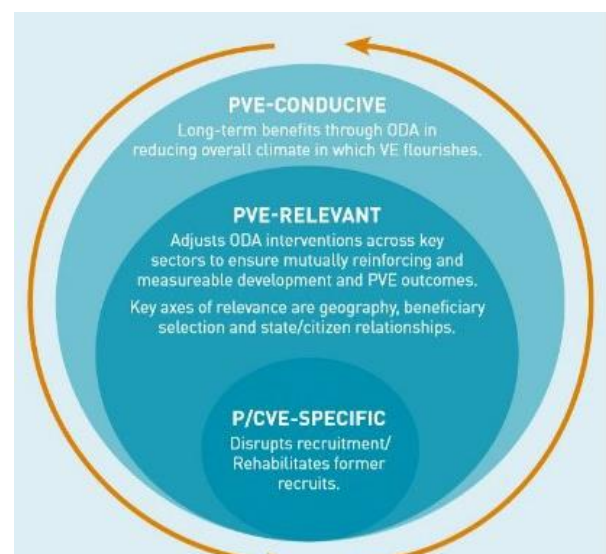
that aim to alleviate poverty and develop infrastructure and democratic institutions. The hypothesis is that the successful establishment of sustainable democratic institutions goes hand in hand with preventing terrorism. This Toolkit is therefore designed for PVE-relevant ODA activities.

## The PVE lens

The Toolkit provides a lens that integrates existing approaches on development interventions in conflict affected areas with approaches that are specific to a violent extremism context and focussed on prevention of violent extremism. It thus offers a comprehensive framework to help understand the dynamics of violent extremism as a specific threat as it emerges in a broader conflict setting. It builds on the experiences developed in the areas of conflict sensitivity, works according to the do no harm principle and includes tools on gender sensitivity.

## PVE relevance

The objective of PVE-relevant interventions is to address the structural drivers of violent extremism. Drivers and root causes of violent extremism can be diverse, and different in different contexts. Ways to address them include, but are not limited to, peacebuilding initiatives targeted at marginalized individuals and risk groups, rule of law, education and economic empowerment programs designed to address drivers of violent extremism.



*PVE Onion 1: Difference between PVE-conductive, PVE-relevant and PVE-specific programming. Click on the picture for more information.*



## Working around, in or on Violent Extremism

Depending on a thorough analysis of the conflict, its context, the risks and the sensitivity of interventions, one can decide to work *around, in or on* violent extremism. *Around* means that violent extremism as such will be avoided and programme interventions will not take place in areas where there could be any interference with or negative impact by violent extremism. *In* means that the interventions take place in areas where violent extremism is present but they will not address violent extremism in its causes and impact. *On* means that interventions take place in areas where violent extremism is present and does address violent extremism in terms of prevention. See examples below to get a better understanding:

***Around:*** A project designed to promote freedom of expression and religion through interactive debates on local radio stations. One specific region of the country is the arena of hostilities between the military and a terrorist organization. The public opinion in that region is highly polarized, different regular and online media outlets are used to broadcast extremists' views. The media that expresses moderate views is directly targeted through violence. Based on a conflict sensitivity analysis, the project decides to avoid broadcasting in this area and will work around the issue of violent extremism.

***In:*** A project on water management is designed to offer capacity building to local farmers and local chiefs to manage the distribution of the water resources among the different identity groups within the region. The region is known for the outbreak of violence between groups. One identity group seems to be supportive of a terrorist organization operating in the region. In its conflict sensitivity analyses, the project includes sensitivity and risks related to violent extremism, but it will not have an ambition to prevent violent extremism as such.

***On:*** A project designed to empower young women through vocational training in an area that is prone to radicalization among youth who feel marginalized. Through the creation of prospects in life for this youth, the project has an ambition to contribute to the prevention of violent extremism.

## Building blocks

This Toolkit brings together and builds on the state-of-the-art methods and tools that have been developed by a variety of donors and international organisations, which include UNDP, SIDA, DFID, USAID, InterPeace, Swiss Development Cooperation, International Alert and CDA. These include methods for facilitating the analysis of conflicts, conflict sensitivity, power dynamics, root causes of violent extremism, the nexus between security and development, as well as tools for compiling theories of change. The toolkit is not a check box. It is meant to facilitate design and decision making.

## Access and Support

This Factsheet has provided a short overview of the core objectives of the PVE-Toolkit. The complete Toolkit can be found [here](#). Training will be provided for policy- and programme officers at HQ and embassies (upon request), and selected partners. Questions or remarks? Please send an e-mail to [PVE-toolkit@minbuza.nl](mailto:PVE-toolkit@minbuza.nl)

Interested in other (related) Toolkits? Please find the following Toolkits online:

[General Guidelines on Conflict Sensitivity \(DSH\)](#)  
[Guidelines for conflict sensitive Private Sector Development](#)  
[Guidelines for integrating climate-smart actions](#)  
[Climate Diplomacy Toolkit](#)  
[Gender @ Work](#)

This is a publication of:  
**The Ministry Of Foreign Affairs**

P.O. Box 20061  
2500 EB The Hague  
The Netherlands

No rights can be derived from this publication. The Ministry of Foreign Affairs accepts no liability for any errors in this publication.

© Ministry of Foreign Affairs, April 2019