



# TOOLKIT

**ON THE PREVENTION OF EXTREMISM,  
AND  
THE REHABILITATION AND REINTEGRATION  
OF RETURNEES FROM ARMED CONFLICT  
ZONES INTO THE REPUBLIC OF TAJIKISTAN**

Dushanbe, 2023





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## ON PREVENTION OF EXTREMISM, REHABILITATION AND REINTEGRATION OF RETURNEES FROM ARMED CONFLICT ZONES INTO THE REPUBLIC OF TAJIKISTAN

*The Toolkit is developed by a group of international and national experts, in close consultation and with participation of representatives of the General Prosecutor's Office of the Republic of Tajikistan and technical support from UNDP in Tajikistan under the joint European Union and United Nations program "Strengthening Resilience to Violent Extremism in Asia" (STRIVE Asia). The Toolkit consists of information, methodological and practical tools aimed at increasing the effectiveness of measures to implement the legislative provisions and state programs (strategies) of the Republic of Tajikistan in the direction of prevention of extremism and terrorism and is not a normative legal act.*

*Dushanbe, 2023*



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## ACRONYMS

CE – Council of Europe

CSO – civil society organization

FTF – foreign terrorist fighter

GCTF – Global Counterterrorism Forum

NGO – non-governmental organization

IOM – International Organization for Migration

ICCPR – International Covenant on Civil and Political Rights

OSCE – Organization for Security and Cooperation in Europe

PE – preventing extremism

RAN – Radical Awareness Network

RRR – rehabilitation and reintegration of returnees

UN – United Nations

UNDP – United Nations Development Program

UNICRI – United Nations Interregional Crime and Justice Research Institute

UNODC – United Nations Office on Drugs and Crime

UNSC – UN Security Council

UN CTU – UN Counter-Terrorism Office

## Introduction

In the contemporary system of national, regional, and international security, issues of countering the threats of radicalism, extremism and terrorism are of particular importance.

Noting the growing danger of extremism and terrorism, the Leader of the Nation, the President of the Republic of Tajikistan Emomali Rahmon, in his speech at the opening ceremony of the International High Level Conference on “Countering Terrorism and Violent Extremism”, which took place in Dushanbe on May 3-4, 2018, noted that “...these days, terrorist and extremist groups, splicing with radical religious, nationalist and other criminal communities, provoke enmity and violence, religious, confessional, ethnic bloodshed and conflicts, and even confrontation of civilizations”.<sup>1</sup>

Unceasing armed conflicts, the emergence of new hotspots in different parts of the world, and the surge of extremist sentiments against this background pose serious threats to the security of Central Asia, including the Republic of Tajikistan.

The relocation of foreign terrorist fighters from the Syrian-Iraqi zone and the strengthening of terrorist organizations in the Islamic Republic of Afghanistan further strengthen these threats. Extremist and terrorist organizations are actively attract new young members to their ranks, sometimes searching for potential recruits in social networks.

As a consequence of this propaganda, between 2014 and 2017, more than a thousand Tajik citizens went to Syria and Iraq as foreign terrorist fighters (FTFs).

In March 2015, the national Criminal Code was amended to exempt these individuals from criminal liability if they refuse to participate further in such conflicts before their conclusion, opening the possibility of return to their home country.

In this regard, taking effective measures to counter extremism, preventing the influence of extremist elements on vulnerable groups, especially women and young people, reintegrating and rehabilitating returnees are a priority for Tajikistan.

With this purpose in view, Tajikistan has established and has been constantly improving its legal and institutional framework. The country has made progress in comprehensive state programming to counter extremism and terrorism.

In 2016, the first National Strategy on Countering Terrorism and Extremism for 2016-2020 was adopted, the implementation of which laid the foundation for a targeted and coordinated state policy in this area.

The second Strategy on Countering Extremism and Terrorism for the period of 2021-2025, approved by Presidential Decree No. 187 of June 1, 2021, is currently being implemented.

The objectives at this stage of countering extremism and terrorism include increasing the effectiveness of state bodies, strengthening their interaction with civil society institutions and international organizations to reduce and mitigate the risk or threat of extremism and terrorism, as well as promoting the protection of human rights and fundamental freedoms.

To accomplish these tasks, clear coordination of all participants in the process and a joint search for ways to solve problems are necessary, through the development of Toolkit and other tools, using internationally recognized best practices in this area.

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<sup>1</sup> Address by the President of the Republic of Tajikistan at the opening ceremony of the International High-Level Conference “Countering Extremism and Terrorism”. <https://www.mfa.tj/ru/main/view/3224>

# **CHAPTER I. GENERAL PROVISIONS**

## **1. The essence and purpose of the Toolkit**

The Toolkit for the Prevention of Extremism, Rehabilitation and Reintegration of Returnees from armed conflict zones in the Republic of Tajikistan (hereinafter, the Toolkit) is an information, methodological and practical handbook aimed at improving the effectiveness of measures to implement the provisions of legislation and state programs (Strategies) of the Republic of Tajikistan on countering extremism and terrorism.

The Toolkit is designed to support the efforts of Tajik government agencies, non-governmental organizations and local communities engaged in preventing extremism (PE) in their efforts to avert further radicalization and violence in communities. The document is also needed to facilitate the successful rehabilitation and full reintegration of returnees from conflict zones.

The Toolkit is designed to address knowledge and capacity gaps among participants in PE and RRR processes, to support the entities involved in this work in adopting the age-oriented and gender-sensitive approaches based on human rights.

The Toolkit can be used as a reference; it identifies documentary resources and provides examples of PE and RRR projects and programs that have been successfully implemented in various countries.

## **2. Main concepts, terms, and definitions**

Concepts and definitions are ideas about the general, the most essential and special in the studied phenomena and objects. They are formed by singling out the most significant aspects that reveal the essence of objects and phenomena.

Unlike general literary language, the language of professional communication requires unambiguous interpretation of key concepts denoted by specific terms. This is especially important for fields of activities such as PE and RRR, since the language of communication in this field is closely related to the vocabulary of laws and regulations.

This is an area where meaningful precision is required. In most cases, clear boundaries are necessary, because the inaccurate use of a term can have serious legal consequences.

In this regard, individuals and organizations involved in PE and RRR must be well versed in the essence of the concepts and definitions used and correctly convey their meaning to the listeners.

The main concepts and definitions used in PE and RRR are: “radicalization”, “radicalization leading to terrorism”, “extremism”, “violent extremism”, “countering extremism”, “terrorism”, “rehabilitation and reintegration of returnees”, “multidimensional approach”, etc.

There are currently no official, internationally recognized definitions of “radicalism”, “violent extremism”, or “terrorism” in this area.



At the same time, there is a certain mutual understanding between various international organizations, national agencies, scientists, and practitioners on the interpretation of these concepts.

In particular, “radicalism” is commonly understood as a set of socio-political ideas and actions aimed at the most radical and decisive change in existing social and political institutions, the political system, and the values of society.

Radicalism is characterized by an uncompromising commitment to extreme, aggressive ideas, views, and concepts, as well as extraordinary decisive action in the sociopolitical sphere.

Accordingly, “radicalization” can be defined as “an accelerated, more decisive development of some process or phenomenon”.

The concept of “*radicalization leading to terrorism*” is used in the documents of some international organizations. In particular, OSCE documents define it as “the dynamic process, by which an individual begins to accept terrorist violence as a possible and perhaps even justifiable course of action. Eventually, this individual may, though not necessarily, begin to speak or act in support of terrorism or participate in terrorist activities”.<sup>2</sup>

“*Extremism*” is an orientation toward extremely radical ideas and goals, which are achieved mainly by force, as well as by illegitimate and illegal methods and means, while denying compromises and opportunities to negotiate with political opponents.

Radicalization and extremism, which are characterized by extreme positions and actions for achieving goals and objectives, being virtually identical phenomena, differ in the degree of extreme ideas and the reality of their implementation.

In radicalization, the ideas and goals may be aimed at profound change, but not necessarily extreme and effective; while in extremism, the ideas are extremely rigid, and the intentions are practically realizable.

Radicalism acquires the characteristics of extremism when the ways in which certain groups or individuals defend their own interests and beliefs pose a real or potential threat to public and state security.

Extremism is expressed in acts aimed at a violent seizure of power or violent retention of power, violent change of the constitutional order of the state, violent infringement of public security, including the organization of illegal armed formations or participation in them, which is subject to criminal prosecution.<sup>3</sup>

Many countries and international organizations take these characteristics of extremism into account. Therefore, the notion of “violent extremism” has firmly entered the mainstream, although it has not yet been universally acknowledged.

“*Violent extremism*” is broadly defined as people’s commitment to extreme views and radical measures, “*the support or use of ideologically motivated violence to achieve social, economic, religious or political goals*”.<sup>4</sup>

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<sup>2</sup> OSCE, Preventing Terrorism and Countering Violent Extremism and Radicalization that Lead to Terrorism: A Police-Community Engagement Approach. Vienna, February 2014. <https://www.osce.org/secretariat/111438?download=true>

<sup>3</sup> The Shanghai Convention on Combating Terrorism, Separatism and Extremism. Shanghai, June 15, 2001. [https://eurasiangroup.org/files/uploads/files/International\\_legal\\_documents/Conventions/shanghai\\_conv.pdf](https://eurasiangroup.org/files/uploads/files/International_legal_documents/Conventions/shanghai_conv.pdf)

<sup>4</sup> Dallin Van Leeuwen, Countering Violent Extremism: An Introductory Guide to Concepts, Program Development, and Best Practices; adapted for the Central Asian Region, Russian edition (Search for Common Ground NPO, 2019):

In post-Soviet states, particularly in Central Asian countries, the word “extremism” is often used instead of the term “violent extremism”.

In particular, the Law of the Republic of Tajikistan “On Countering Extremism”, endorsed on January 2, 2020, defines “extremism” as “the expression of ideology and extremist activity aimed at solving political, social, social, national, racial, regional and religious issues by violent means and other unlawful actions”.<sup>5</sup>

The term “*extremist activities*” in this Law implies “activities of political parties, public or religious associations, mass media or other organizations, including international organizations and individuals to plan, organize, prepare and perform extremist actions destabilizing national security and defense capabilities of the state, as well as public calls for violent seizure of state power or violent change of the constitutional order, and actions aimed at inciting national, racial, regional or religious hatred or discord”.<sup>6</sup>

It should be kept in mind that the CIS countries, including Tajikistan, as a rule, do not use the concept of “violent extremism” in their legislative acts, but nevertheless legitimize it in their interstate treaties, in particular in the following acts:

- *Concept of cooperation of the CIS member states in combating terrorism and other violent manifestations of extremism (approved by the Resolution of the Council of Heads of State of the CIS, August 26, 2005);*
- *Agreement between the CIS member states on material and technical support of competent bodies engaged in combating terrorism and other violent manifestations of extremism (Ashgabat, December 5, 2012);*
- *Agreement on information exchange within the Commonwealth of Independent States in the field of combating terrorism and other violent manifestations of extremism and its financing (Tashkent, November 3, 2017);*
- *Declaration of the High-Level International Conference on “Countering Terrorism and Preventing Violent Extremism” (Dushanbe Declaration) (Dushanbe, May 4, 2018);*
- *Dushanbe Declaration on Border Security and Management Cooperation to counter Terrorism and Prevent the Movement of Terrorists, October 18-19, 2022).*

Participants of PE and RRR should keep in mind that the international community, while strongly condemning terrorism in all its forms and acknowledging its threat to peace and security, has not yet developed a single universal, agreed legal definition of terrorism.

There are numerous working definitions of the term in political, academic circles and various legal systems.

There is a common understanding that “*terrorism*” is an ideology of violence, intimidation, creating panic, a critical situation through terrorist acts, aimed at destroying state ideology, changing the form of government and the state-political regime, violating the territorial integrity of the state. (see details in the Global Counterterrorism Strategy).

The UN Security Council Resolution No. 1566 of 2004 states that terrorism is an act involving intent, purpose and specific conduct containing the following elements: “criminal acts, including against a civilian population, committed with the intent to cause death or

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[https://www.sfcg.org/countering-violent-extremism/SFCG-Countering\\_Violent\\_Extremism-An\\_Introductory\\_Guide\\_Russian.pdf](https://www.sfcg.org/countering-violent-extremism/SFCG-Countering_Violent_Extremism-An_Introductory_Guide_Russian.pdf)

<sup>5</sup> Article 1 of the RT Law “On Counteracting Extremism” of January 2, 2020, No. 1655.

<sup>6</sup> Ibid.

serious bodily injury, or the taking of hostages, to cause a state of panic among the general population or in a group of persons or particular persons, to intimidate the people or to compel a government or international organization to do or refrain from doing any act, which constitute crimes within the scope and definitions of international conventions and protocols relating to terrorism...”.<sup>7</sup>

This means that despite the lack of a full international legal definition of “terrorism”, the international community has generally accepted a set of characteristics describing acts of terrorism.

The national definition of “terrorism” is given in the Law of the Republic of Tajikistan “On Combating Terrorism”, where the phenomenon is defined as “an ideology of violence and influence on decision-making by state authorities, self-government bodies of towns and villages, or international organizations associated with intimidating the population or other forms of illegal violence”.<sup>8</sup>

The term “acts of terrorism” in this Law implies “the direct commission of crimes of a terrorist nature in the form of taking and/or holding hostages, kidnapping, attempt on the life of a state or public figure, representatives of national, religious, confessional, racial, other population groups, a foreign state, international organizations, capturing, damaging and destruction of state or public buildings, explosions, arson, shooting, use or threat of use of explosive devices, radioactive, biological, explosive, chemical and other toxic materials, seizure, hijacking of land, water and air vehicles, organizing riots and provocations in crowded and public places, detention facilities, places of mass events, causing harm to life or health of people, property of individuals or legal entities by arranging accidents, man-made disasters, spreading threats by any means and methods, and other terrorist acts established by the legislation of the Republic of Tajikistan and international legal acts recognized by Tajikistan”.<sup>9</sup>

Keeping in mind the key concepts outlined above, we can identify the commonalities and differences between extremism and terrorism.

Terrorism, as the use of extraordinary, violent and destructive acts, is an extreme form of radicalism and the most dangerous stage of extremism.

The concept of “countering extremism” in many countries is enshrined directly in the legislative acts.

In particular, the Law “On Countering Extremism” defines this as the activity of state bodies, local self-government bodies and their officials, as well as other legal entities, aimed at protecting the foundations of the constitutional system, human and civil rights and freedoms, ensuring the sovereignty, territorial integrity and security of the state, identifying causes and conditions that contribute to manifestations of extremism, and also aimed at prevention, detection, suppression, termination of extremist activities and eliminating its consequences.<sup>10</sup>

The principles of countering extremism in Tajikistan:

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<sup>7</sup> The UN Security Council, Resolution No. 1566, Threat to International Peace and Security by Terrorist Acts. 5053-rd meeting, 8 October 2004 [https://digitallibrary.un.org/record/532676?ln=zh\\_CN](https://digitallibrary.un.org/record/532676?ln=zh_CN)

<sup>8</sup> Part 8, Article 1, the Law of the Republic of Tajikistan “On Combating Terrorism”, December 23, 2021, #1808.

<sup>9</sup> Part 1, Article 1, the Law of the Republic of Tajikistan “On Combating Terrorism”, December 23, 2021.

<sup>10</sup> Paragraph 7, Article 1, the Law of the Republic of Tajikistan “On Counteracting Extremism”, January 2, 2020, #1655.

- legality, observance and protection of human and civil rights and freedoms, the legitimate interests of organizations;
- the priority of ensuring state security and measures to prevent extremist activities;
- the systematic, comprehensive and balanced use of political, outreach, social, economic, legal, administrative, criminal and other measures to counter extremism;
- cooperation of the state with its citizens, public and religious associations, the media, international organizations and other organizations and associations in countering extremism;
- inevitability of criminal liability for extremist activities;
- compliance of measures to counter extremism with the degree of danger of extremist activities (Article 4 of the above-mentioned Law).

The main directions of countering extremism:

- taking prophylactic measures aimed at preventing the spread of extremist ideology and extremist activities, identifying and eliminating the causes and conditions conducive to them;
- prevention, detection, suppression and termination of extremist activities, investigation of crimes of extremist nature;
- international cooperation in the sphere of countering extremism;
- cooperation with civil society in the sphere of countering extremism (Article 5 of this Law).

“Countering terrorism” in Tajikistan’s legislation refers to “the activities of state authorities, self-governing bodies of towns and villages and other administrations to prevent terrorism, including the identification and subsequent elimination of causes and conditions conducive to acts of terrorism, the detection, prevention, suppression, termination, disclosure and investigation of acts of terrorism, minimization and/or elimination of the consequences of manifestations of terrorism”.<sup>11</sup>

The notion of “countering terrorism” is a broader concept than “combating terrorism”, which is understood only as “the activities of relevant authorities in detecting, preventing, suppressing and stopping terrorist activities, detecting and investigating crimes of a terrorist nature”, i.e. the activities of law enforcement bodies and law enforcement agencies (Article 1, Clause 6 of the above-mentioned Law).

“*Rehabilitation and Reintegration of Returnees*” (RRR) refers to the process of healing from extremism and positive transformation, as well as the process of returning the individual to society.<sup>12</sup> “*Sustainable reintegration*” means that the person can participate in the economic and social life of society.

PE and RRR involve state and non-government actors, including civil society organizations, academics, media and international organizations. A coordinated and collaborative effort between government and civil society to prevent extremism is often referred to as a whole-of-society approach. Although the term was originally used in the public health field, it is now also widely used in PE programs. It is particularly useful as an

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<sup>11</sup> Paragraph 5, Article 1, the Law of RT “On Combating Terrorism”, December 23, 2021, #1808.

<sup>12</sup> International Civil Society Action Network (ICAN) and the United Nations Development Program (UNDP). *Invisible Women: Gender Dimensions of Return, Rehabilitation and Reintegration after Violent Extremism*. New York, 2019. p. 29. <https://icanpeacework.org/wp-content/uploads/2019/02/ICAN-UNDP-Rehabilitation-Reintegration-Invisible-Women-Report-2019.pdf>

approach to the rehabilitation and reintegration of former extremists and returnees from conflict zones, where multi-stakeholder cooperation is needed.<sup>13</sup>

A “*multi-stakeholder approach*” refers to the coordinated efforts of stakeholders from government, civil society, and sometimes the private sector in the area of PE and RRR. It can refer to approaches such as pre-discrimination referral mechanisms and various types of support described further in this document. In the case of rehabilitation and reintegration of returnees, multi-stakeholder groups work with people to help them reintegrate into society and provide them and their local communities with the support they need for sustainable reintegration.

In all investigations and crime prevention activities, different actors have different responsibilities, depending on which stage of the prevention-response continuum the offender is on.

This distributes prevention, support, and rehabilitation efforts into respective phases.

“*General preventive measures aimed at public at large*” include addressing conditions conducive to the spread of extremist thinking. Examples of such conditions include deficiencies in education, religious knowledge, cultural and legal education, employment, labor migration activities, etc.

Once a person has been radicalized to violence, support measures (interventions) should be aimed at disengagement, rehabilitation, and reintegration (RRR).

### **3. Legal Basis for Countering Extremism in Tajikistan**

Countering extremism and terrorism in Tajikistan is based on the provisions of international legal acts, national programs (concepts, strategies) and regulations.

International legal instruments:

- The United Nations Global Counter-Terrorism Strategy (2006);
- Plan of Action to Prevent Violent Extremism, Report of the Secretary-General, A/70/674 (2015);
- The United Nations Security Council Resolutions #1963 (2010), #2129 (2013), and #2395 (2017).

The state policy in the sphere of countering extremism and terrorism in Tajikistan is reflected in such conceptual and program documents as:

- The Unified Concept on Combating Terrorism and Extremism, approved by the Presidential Decree #1717, March 28, 2005;
- The Concept of State Policy of the Republic of Tajikistan in the Sphere of Religion, approved

“I am convinced that building open, just, inclusive and pluralistic societies based on full respect for human rights and providing economic opportunities for all is the most tangible and meaningful alternative to violent extremism and the most promising strategy for making it unattractive”.

Report of the UN Secretary-General to the UN General Assembly on the Plan of Action to Prevent Violent Extremism.

24 December 2015. A/70/674

[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)

<sup>13</sup> OSCE, Society-wide Approach to Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism, A Guide for Central Asia [https://www.osce.org/files/f/documents/a/7/444340\\_0.pdf](https://www.osce.org/files/f/documents/a/7/444340_0.pdf) p 24.

by the Presidential Decree #1042, April 4, 2018;

- The Strategy for Countering Extremism and Terrorism in the Republic of Tajikistan for the period from 2021 to 2025, approved by the Presidential Decree #187, June 1, 2021.

The national normative legal acts regulating the organization of countering extremism and terrorism are the Laws of the Republic of Tajikistan:

- “On Countering Extremism”, #1655, January 2, 2020;
- “On Combating Terrorism”, #1808, December 23, 2021.

Important in this regard are also:

- The Constitutional Law of the Republic of Tajikistan “On Local Bodies of State Power”, #28, May 17, 2004;
- The Law of the Republic of Tajikistan “On the system of public administration bodies of the Republic of Tajikistan”, #828, April 16, 2012;
- The Law of the Republic of Tajikistan “On self-governing bodies in towns and villages”, #549, August 05, 2009;
- The Law of the Republic of Tajikistan “On Public Associations”, #258, May 12, 2007.

Such documents also include a number of other normative legal acts of the Republic of Tajikistan regulating issues of religious freedom, combating extremism and terrorism, and the credentials of state agencies in this area.

Responsibility for extremist offenses and crimes is established by the Code of Administrative Offences and the Criminal Code of the Republic of Tajikistan.

#### **4. Factors and main directions of countering extremism**

The Plan of Action to Prevent Violent Extremism<sup>14</sup> announced in the UN Secretary General’s report, identifies the following conditions conducive to the spread of violent extremism and its structural context:

- lack of socio-economic opportunities;
- marginalization and discrimination;
- ineffective governance, violations of human rights and the rule of law;
- protracted and unresolved conflicts;
- radicalization in correctional institutions.

The Strategy for Countering Extremism and Terrorism in the Republic of Tajikistan for the period of 2021-2025 recognizes the following factors contributing to the spread of extremism in Tajikistan at the present stage:

- 1) insufficient effectiveness of preventive work, lack of scientific and methodological support of countering extremism;
- 2) persistent vulnerability of the religious environment to radical ideology;
- 3) ineffective preventive role of the education system;
- 4) imperfections in certain mechanisms for protecting the rights and freedoms of citizens;

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<sup>14</sup> Action Plan to Prevent Violent Extremism, December 24, 2015 (A/70/674).



- 5) objective difficulties of the transition period, in particular unemployment, housing issues, incomplete tax reform and other problems, which are used by radical structures to exert a destructive influence on the population;
- 6) shortcomings in the organization of labor migration, protection and shielding of migrants from radical ideology in host countries;
- 7) the relative unresolved organizational and technical issues and the effectiveness of extremism prevention in correctional institutions;
- 8) weak capacity of state agencies to counteract Internet extremism, lack of cooperation with the structures of the global information and communication technology industry;
- 9) incomplete consideration of the gender factor in the implementation of measures to counter extremist threats;
- 10) insufficient interaction between state bodies and civil society institutions;
- 11) imperfect counterterrorism legislation, insufficiently rapid identification of underground extremist and terrorist structures and channels for financing international terrorism;
- 12) lack of a clear mechanism for reintegration and adaptation to normal life of returning fighters-terrorists, women and children associated with them;
- 13) insufficient use of international cooperation to strengthen the fight against extremism and terrorism.

In this regard, the Strategy identifies the following as the main directions of countering extremism and terrorism at this stage:

- increasing the effectiveness of measures to prevent extremism and terrorism, improving them on the basis of an analysis of their effectiveness, expanding scientific, analytical and sociological research into the causes and conditions of the spread of extremism and terrorism; the level of real applicability of the results of these works in practice should be used as one of the main criteria for determining the value of these studies; improving institutional mechanisms for prevention, involving a wider range of government agencies, clear definition and specification of their tasks;
- strengthening the role of religious organizations in preventive activities, ensuring the preservation of inter-confessional harmony in society by taking additional measures to improve the culture and religious literacy of the population, strengthening the spirit of tolerance in the religious environment, respect for all religions and congregations;
- strengthening the role of the education system in preventing extremism, improving curricula and methods of teaching subjects and topics aimed at educating students in the spirit of patriotism, respect for citizens and their rights, increasing the accessibility of secondary and higher professional education while ensuring transparency and objectivity in the centralized entrance exams;
- increasing the legal status of the citizens, strengthening the legal culture of the population, ensuring strict respect for human and civil rights and freedoms in the conduct of investigative activities, inquiries, preliminary investigations and the administration of justice, strengthening the fight against corruption, improving the quality and optimizing the provision of public services;
- increasing the level of socio-economic protection of the population, accelerating the reforms to improve living standards, implementing the principles of social justice,

- preserving national unity and strengthening national security while ensuring sustainable economic development;
- improving the state labor migration policy, the quality of pre-migration training, promotion of better conditions of stay abroad and protection of labor migrants' rights, elimination of the negative consequences of labor migration for labor migrants' families;
  - deepening and expanding measures to prevent extremism in correctional institutions, technical support to prevent the spread of extremist ideas in correctional institutions, improving detention conditions and respect for human rights among inmates;
  - taking additional measures to strengthen the use of the Internet for widespread counter-extremist propaganda and preventive activities in this area, strengthening partnerships between the state and the private sector, cooperation with the structures of the global information and communication technology industry to counter the use of the Internet for extremist and terrorist purposes;
  - developing practices of countering extremism and terrorism taking into account gender aspects, in particular, elimination of conditions restricting the development of women, their social activities, increasing the participation of women in countering extremism and terrorism;
  - strengthening interaction between state agencies, nongovernmental and international organizations in planning and implementing measures to counter extremism and terrorism, increasing the capacity of the local community in this area;
  - further improvement of legislation in the sphere of prevention and counteraction to extremism and terrorism, improvement of efficiency of law enforcement agencies and their capacity to detect, suppress and investigate crimes of extremist and terrorist nature;
  - rehabilitation and integration of persons with extremist or terrorist backgrounds, development of programs for the rehabilitation and integration of prisoners convicted of extremist and terrorist crimes, including for participation in military conflicts in foreign countries;
  - expanding the international legal framework, strengthening bilateral and multilateral cooperation in countering international terrorism, extremism, separatism, transnational organized crime and other international offenses.

The Action Plan for the implementation of the Strategy contains detailed measures for the prevention of extremism.



## CHAPTER II. GENERAL PREVENTIVE MEASURES (PREVENTION OF EXTREMISM)

### 1. The essence, goals, and content of general preventive activities in the sphere of countering extremism

Noting the important role of activities to prevent extremism and terrorism, the UN Secretary General António Guterres, at the eighth UN Global Compact meeting on counterterrorism coordination on June 8, 2022, said: “It is quite clear that we cannot effectively combat terrorism without addressing the conditions conducive to its spread”.<sup>15</sup>

International instruments and Tajikistan’s national legislation recognize the priority of prevention and preventive measures in the sphere of countering extremism and terrorism. In particular, the Strategy for Countering Extremism and Terrorism in the Republic of Tajikistan for the period from 2021 to 2025 identifies the effectiveness of preventive measures as the main direction for countering extremism and terrorism.

“Prevention” implies an activity to prevent social problems and deviations by eliminating or neutralizing the causes that give rise to them, to prevent the negative consequences associated with it.

General preventive measures in the field of PE, assuming, as a rule, to solve problems that have not yet arisen, are taken long before they occur, or just before their occurrence.

Prevention of extremism is a set of economic, organizational, managerial, cultural, educational, and other measures aimed at preventing possible psychological or other inconsistencies in individuals and “risk groups” with the norms of social behavior, legality and morality, which may contribute to their gravitation to extremely radical, achieved mainly by violent methods, means, ideas, views and goals.

Depending on their specific content, general preventive measures can be divided into:

- economic, aimed at creating conditions for increasing economic activities and the standard of living of the population, employment, and housing;
- socio-cultural, promoting the satisfaction of spiritual and cultural needs of the population, the organization of leisure and physical development of people;
- educational, designed to improve the moral, patriotic and legal education of citizens, the development of their social activism;
- organizational and legal, providing for the creation of an appropriate legal framework and institutional structures for the prevention of extremist activities.

PE participants should be able to correctly identify the *objects of preventive influence*, i.e. negative factors in the life of individual groups and persons, shortcomings in educational activities and stereotypical thinking that pushes people to choose extreme views and positions. These objects are:

- negative aspects in the objective conditions of life (level of welfare, housing and living conditions, employment opportunities, recreation, etc.);

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<sup>15</sup> Address of the UN Secretary General António Guterres at the eighth meeting of the UN Global Compact on Counterterrorism Coordination, June 8, 2022 (in original form).

- shortcomings in the activities of state agencies, public organizations and self-governing bodies of towns and villages to prevent extremism (problems in the system of education, social services, the organization of labor migration, ideological, educational and cultural work, the weak mass media, poor prevention of extremist influence in the Internet);
- deficiencies in the legal consciousness and socio-legal thinking of citizens or particular groups;
- unhealthy interpersonal relationships and wrong human behavior (relations between people in communities, at work, at home and at leisure, family ties).

Proper targeting of these measures is important for improving the effectiveness of preventive activities.

*The main goals of PE prevention activities are:*

- increasing the political culture of society, tolerance, legal consciousness, education and public awareness, improving the skills of lawful behavior among citizens;
- overcoming socio-economic problems that contribute to radicalization and illegal behavior, developing and improving positive social processes;
- elimination of shortcomings in the activities of state agencies, public organizations and self-government bodies on the organization of PE;
- strengthening mutual understanding, mutual support in society, improving the atmosphere of interpersonal relations and cohesion in communities.

## **2. Entities of general prevention activities: organization of work**

The entities of general prevention in the sphere of PE are central and local executive authorities, public and religious organizations, self-governing bodies, the media, non-governmental and international organizations, and citizens.

Increasing the effectiveness of PE measures requires the following:

- coordination of preventing efforts among all actors in this area;
- ensuring the unity of action among prevention actors;
- development and implementation of specific methods to prevent extremist sentiments in markets, pavilions, sanatoriums and other places of mass gatherings;
- improving the organization of prevention work in local communities and residential areas (improving the work of community councils, increasing their influence on the organization of leisure activities, especially for young people);
- improving information support for the needs of government agencies, officials, public organizations in the process of PE.

There is no doubt that government agencies, nongovernmental organizations, and civil society institutions that are authorized to conduct PE activities, do not possess a sufficient capacity and opportunities to unilaterally ensure the desired level of effectiveness in this area.

The creation of advisory groups for the prevention and countering of extremism is now becoming widespread in world practice.

The tasks of the advisory groups are early warning, introducing approaches, promoting social cohesion and community resilience in preventing and countering extremism, and

strengthening joint activities for the rehabilitation and reintegration of returnees from combat zones.

The advisory groups consist of local government representatives, community leaders, traditional and spiritual elders, youth representatives, women-activists, educators, social workers, and media professionals.

The formation of a network of such advisory groups, especially at the local level, is quite feasible in Tajikistan.

It is important to conduct systematic seminars for advisory groups' members, employees of the General Prosecutor's Office, ministries and agencies, profile experts with the support of UNDP, OSCE and other international organizations.

Another important condition for effective work of prevention actors is *advance planning*.

The plans must be consistent, i.e. include a set of economic, socio-cultural, educational and other measures within the competence of the subject of prevention, designed to reduce the risk of extremism in the relevant environment.

Prevention activities in the plans must be specific, clearly defined, supported by material, technical, financial, human, and other resources and consistent with the law.

The specificity of the activities also involves the inclusion of deadlines, expectations, lists of persons and organizations responsible for the implementation in the text of the plan.

The developers should take into account the conditions of relevant regions (urban or rural areas), in particular, the dynamics and characteristics of manifestations of extremism, the number of persons involved in extremist and terrorist organizations, the number of returnees from combat zones, etc.

The plans also should outline the coordination of various bodies and organizations, and contain agreed forms, timing, and location of preventive measures.

In the conditions of Tajikistan, given the existence of a comprehensive, nationwide PE Action Plan,<sup>16</sup> it will be advisable to develop departmental (ministries and agencies) and regional (local) plans and programs.

### **3. Peculiarities of general prevention activities at different levels and in different areas**

The entire population, especially those in high-risk groups, needs extremism prevention.

Analysis of international practice and national experience in Tajikistan shows that the most effective PE approach is the organization of preventive work at several levels, i.e.:

- 1) national level (general social prevention);
- 2) specialized level (targeted prevention);
- 3) individual level (individual prevention).

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<sup>16</sup> This refers to the Action Plan for Implementing the Strategy for Countering Extremism and Terrorism in the Republic of Tajikistan for 2021-2025.

*The national level (general social prevention)* covers the activities of various state and public institutions aimed at eliminating the socio-economic conditions and problems in the sphere of cultural, legal and moral-spiritual education, which contribute to the formation of extremist attitudes in society.

These measures may not be specifically or exclusively designed to prevent extremism, but they will objectively contribute to prevention or avoidance.

The *specialized level of prevention (targeted prevention)*, for the purposes of this Toolkit, refers to outreach and prevention work among citizens exposed to extremist influence and propaganda. This refers to so-called “high-risk groups”.

*The individual level (individual prevention)* covers individuals who are prone to extremist views and actions, or who have an extremist past. Prevention reduces to individual educational work and social control over the behavior of such individuals.

### **3.1. Tasks and areas of prevention at the state level**

Having a general social nature, prevention at the national level is aimed at expanding the outlook and awareness among the public at large, strengthening the moral stability and enriching the culture of citizens.

PE is performed through extensive use of the media (print, radio, television), as well as cinema, theater, fiction, social media, and other modern means of communication.

Particularly as part of the general PE activities, the following is considered necessary:

- TV broadcasts explaining the relationship between the secular nature of the state and freedom of conscience and free thinking, the scientific worldview, advances in science and technology, discoveries in breeding, genetics, biotechnology, nanotechnology, and modern philosophical teachings;
- increasing the number of thematic discussion programs in the format of “podium” and “debates” on global and regional politics, economic and cultural problems of modern society;
- promoting the formation of tolerant attitudes, consciousness and peaceful behavior in society, achieving religious and inter-confessional harmony;
- filming and screening of documentaries, thematic videos and radio programs about the nature and consequences of extremism and terrorism, showing films with positive content to strengthen individual, community and national resilience to extremism;
- assistance to mass media in increasing publications and broadcasts aimed at revealing the negative essence of radicalism, objective coverage of the activities conducted by state bodies to counter extremism and terrorism;
- systematic dissemination of information about detected cases of destructive actions of radical entities, their platform, the essence of their plans, the areas of their activities, the methods of recruitment in order to raise public awareness and strengthen vigilance;
- explaining the essence of extremism and terrorism and the responsibility for committing offences and crimes;
- theatrical performances about the consequences of participating in extremist and terrorist activities;

- involving representatives of the creative intelligentsia in cultural and educational events on television and in the print media, supporting and encouraging their participation in PE;
- systematically updated pages devoted to the problems of preventing radicalization and extremism on the official websites of ministries and government institutions.

Conferences, round table sessions, seminars, and other awareness-raising events on the prevention of extremism are of great importance in this area. They should involve scientists, specialists, representatives of the creative intelligentsia, clergy, government agencies, international organizations, and civil society.

### **3.2. Preventive activities in key groups at risk of radicalization and extremism**

The risk group for extremist propaganda due to age, gender, social status, lifestyle and other qualities, characteristics and circumstances includes children, teenagers, young people, women, single people, migrant workers, prisoners, and socially marginalized citizens.

Socially marginalized, in one way or another in modern conditions, are categories of people who are not adapted to the new socio-economic circumstances and the changed way of life. In particular, these are rural migrants who have not adapted to urban conditions, the unemployed, returning external labor migrants, former prisoners, graduates of foreign religious educational institutions, people with physical disabilities.

Preventive measures in at-risk groups differ in many ways from general preventive measures.

In particular, activities in this area are aimed at certain groups of people, while general social activities cover wide strata of the population.

General prevention activities are open to anyone who wants to participate, while the activities with at-risk groups include preliminary identification and invitation of those who fall into this category.

The increased risk of exposure to extremist propaganda is due to certain environments, personality traits and life situations. In this regard, preventive measures with this group of people have a more definite and specific object of influence.

Preventive influence and control measures in this sphere are also relatively specific – namely, “family supervision”, “friend supervision”, etc.

*Prevention among children and youth*

Young people, as the most sensitive social stratum, are susceptible to extremist influence and propaganda, and therefore require a particularly careful, non-stigmatizing and humane approach. At the same time, the prevention of extremism among young people in general is a subject of general social prevention.

Specialized (targeted) prevention covers mainly young people whose life situation suggests the possibility of their falling into the field of view of extremist

structures and elements. Such categories may include children, adolescents, and young adults:

- with a tendency to excessive aggression, forceful method of solving problems and disputes, with underdeveloped self-control skills;
- who have no sufficient level of intellectual and emotional development;
- living in territories where some people are involved in extremist and terrorist organizations, and there is a growth of crimes of extremist and terrorist nature;
- who come from dysfunctional families or households whose members are involved in extremist and terrorist activities;
- who dropped out of school to pursue informal or clandestine religious education;
- homeless and neglected children.

In this regard, the beginning of preventive measures in such environment should be focused on:

- identification of territories (districts, cities, villages, residential neighborhoods) with an increased risk of extremist attitudes, groups of young people exposed to extremist propaganda;
- identification of persons whose behavior indicates a real possibility of committing extremist acts.

Preventive measures based on the results of the study should include:

- identification and elimination of situations in the designated areas and in the social environment that directly motivate or provoke the commission of extremist acts;
- development of the institution of psychological aid in schools (counseling of children and coordination of the teachers' work);
- conversations with the parents of radical young men, warning them of the inadmissibility of violating the requirements of the law;

Stigmatization (original, Greek – στίγμα “label, stigma”, i.e. “branding”, “applying a stigma”). A particular person or an entire community can be carriers of stigma. The complexity of stigma is that it directly affects the formation of most negative stereotypes and labels, making it difficult to achieve the goals of rehabilitation and reintegration.

Stigmatized groups tend to be viewed with suspicion and mistrust by most of the population. As a result, they are subjected to harsh and uncompromising social pressure.

In this regard, it is important not only to recognize the significance of stigma, but also to change the social attitude to it. To achieve this goal, it is important to raise awareness and build trust in stigmatized groups.

- providing a deterrent and corrective influence on those prone to extremism and, if necessary, on their close relatives and friends;
- the use of friendship and kinship ties to influence radicalized youth (“family watching” and “friend watching”).

Given the particular sensitivity and vulnerability of children and adolescents to harsh measures, preventive actions in this area should be soft, aimed at the evolutionary optimization of the environment and the individual.

PE participants must remember that the humane treatment and observance of their rights, family support and an individual approach to each juvenile in a difficult life situation are very important in preventive work with children and adolescents.

The goals of this prevention are to promote the physical, intellectual, spiritual, and moral development of children, to instill patriotism, the sense of citizenship and peace in them. Every child’s personal quality should be taken into account, as well as the interests of society, the traditions of the state, the achievements of national and world culture.

The high-risk group for extremist propaganda includes a very specific category – *young people (men and women) in labor migration*.

It is noteworthy that the vast majority of Tajik nationals who took part in hostilities on the side of terrorist organizations in Iraq and Syria were recruited while they were in labor migration.

In current conditions, there is a certain increase in radicalism among labor migrants who fell under the influence of foreign extremist and terrorist organizations.

There are shortcomings in the organization of labor migration, legal protection and shielding migrants from the influence of extremist groups in host countries and deepening social problems in the families of migrants who remain in their home countries. In particular, we are talking about abandoned families, about difficulties in the support and upbringing of children in incomplete families.

In this regard, the Strategy on Countering Extremism and Terrorism for the period of 2021-2025 sets the following objectives:

- improvement of state policy in the sphere of labor migration, the quality of pre-migration training, promotion of better conditions of stay and protection of the migrant workers’ rights;
- preventing the recruitment of migrant workers by extremist and terrorist groups in the countries that provide them with employment;
- elimination of the negative consequences of labor migration for the families of migrant workers, prevention of social tension against the background of the return of migrant workers.

Preventing extremism among migrant workers also necessitates a wider and more targeted use of social networks, the influence of Tajik diasporas in host countries, remote monitoring by parents (family), and the search for new, more effective means of prevention.

*Preventing extremism among women*



Analysis shows that certain women also become victims of extremist propaganda – due to the lack of social and economic opportunities and other objective and subjective reasons and circumstances.

There are stereotypical social expectations of women's behavior, which in some cases lead women to join terrorist organizations in solidarity with their husbands or brothers.

The fact that young women and girls are often overly trusting also contributes to this. They lack a sense of self-preservation, danger, caution in dealing with others, and anxiety when faced with the threat of an extremist onslaught.

The network of extremist and terrorist organizations often attracts women who have gone through hardships, who are lonely, who have problems in relationships with their relatives.

The prevention of extremism among women in general, and with young people, is carried out within the framework of general social prevention.

In particular, in order to increase social activism and strengthen women's role in public life, it is necessary:

- to work with civil society educating women about political, religious and cultural history to help them understand the infidelity of extremist theories;
- to create equal conditions for self-realization in all spheres, encourage social activity, and ensure equal rights for men and women in family relations;
- to strengthen the role of women's councils and female community leaders, especially in rural areas, in preventing extremism among women;
- to strengthen the knowledge of young women and girls about self-preservation measures, caution in dealing with others, and responding to cases of extremist onslaught.

In order to establish specialized (targeted) prevention, it is necessary to identify a specific group of women who fall into the category of "groups of high vulnerability".

As noted above, the most vulnerable and prone to extremist propaganda are:

- women living in territories where there are cases of involvement of the population in extremist and terrorist organizations and an increase in crimes of this nature is obvious;
- women whose family members are involved in extremist and terrorist activities;
- women living in difficult conditions, lonely, having problems in their relationships with relatives;
- easily inspirable, intellectually, and emotionally undeveloped young women and girls.

Preventive measures with women in this group should be aimed at changing the social environment, eliminating factors contributing to their psychological dependence on men. It is necessary to instill the skills of achieving goals in them and teach them how to gain experience in solving problems.

It is advisable to use such methods as information exchange, counseling conversations, observation, warnings about responsibility for extremism, preventive intervention, and seminars.



## CHAPTER III. REHABILITATION AND REINTEGRATION OF RETURNEES

### 1. Objectives of RRR, legal framework, participants, approaches, and programming

#### 1.1. Objectives and definitions

The return of foreign terrorist fighters and their families from conflict zones in Syria, Iraq and other countries necessitates comprehensive monitoring, rehabilitation, and reintegration measures.

In March 2015, the government of Tajikistan decided to exempt returnees from criminal liability on the condition that they voluntarily renounce their illegal participation in an armed formation on the territory of other states until the activities of the armed formation cease (according to amendments to Article 401 of the Criminal Code of the Republic of Tajikistan).

The government of Tajikistan has shown constant attention to the issue of the return of citizens from areas of armed conflict. In 2019, 300 people returned to their home country, of whom 84 were minors.

In May 2022, through the efforts of the Tajik government, 146 more people were returned from Syria, including 42 women and 104 children and adolescents between the ages of 2 and 18. Measures are being taken to identify and return all women and children remaining in the combat zones.

These circumstances require the development and implementation of effective rehabilitation and reintegration programs for returnees and close cooperation between state and non-state actors.

As noted earlier, rehabilitation and reintegration of returnees (RRR) refers to the process of healing and positive transformation from violent extremism and the process of reentering the individual into society.<sup>17</sup>

*Rehabilitation* is a complex of measures aimed at restoring a person's rights, status, health, education or vocational training, and capacity in his or her own eyes and in the face of others, as well as restoring destroyed or lost social ties and relationships, socially and personally significant characteristics, properties, and capabilities of the subject (returnee).

*Reintegration* means that a person can participate in the economic and social life. It can include parallel efforts (socio-economic support, assistance with education or vocational training, psychosocial, religious, ideological, and other types of support), and usually involves many actors from different sectors working together in the interests of the person and the host community at different stages of the reintegration process.

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<sup>17</sup> International Civil Society Action Network (ICAN) and the United Nations Development Program (UNDP). Invisible Women: Gender Dimensions of Return, Rehabilitation and Reintegration after Violent Extremism. New York, 2019. p. 29. <https://icanpeacework.org/wp-content/uploads/2019/02/ICAN-UNDP-Rehabilitation-Reintegration-Invisible-Women-Report-2019.pdf>

Reintegration requires the full participation of a wide range of stakeholders and the community. This can include local authorities, civil society leaders and organizations, psychosocial care, arts, sports and cultural institutions, and the media.

## 1.2. Legal framework, international context, and best practices

The organization and tasks of states in the field of RRR are regulated by a number of international and national legal acts.

The UNSC Resolution #2178 of 2014 on Foreign Terrorist Fighters (FTF) states that member states must take measures to prevent and suppress the recruitment and travel of those who intend to travel for the purpose of committing terrorist acts. The document also obliges states to work effectively to prevent radicalization of former terrorists and to prosecute, rehabilitate and reintegrate returning FTFs.<sup>18</sup>

Human rights rehabilitation and reintegration efforts must be part of a comprehensive national legal and policy framework created to combat extremism and terrorism.

Mechanisms must be in place to help determine who is eligible for RRR support (interventions) and what type of support they should receive. It is important that policies are transparent, with clear intentions about the goals and activities of RRR programs, and that they are regularly evaluated for full compliance with international human rights standards.

Important international standards in this area include, among others, the Key Principles for the Protection, Repatriation, Rehabilitation and Reintegration of Women and Children Associated with Groups Listed as Terrorist by the UN.<sup>19</sup>

International organizations, including the UN and OSCE, recommend that states develop and implement individualized reintegration and rehabilitation programs for returnees and other individuals involved in extremist activities that are human rights and gender-sensitive, which are:

- based upon individual risk and needs assessments, taking into account, among other things, personal motivations, the nature and level of their involvement in violent acts, and the potential victimization they may have experienced;
- firmly embedded in broader measures to prevent violent extremism.<sup>20</sup>

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<sup>18</sup> The UN Security Council Resolution #2178 (2014) on foreign terrorist fighters, September 24, 2014 S/RES/2178(2014), S/RES/2178:

<https://documents-dds-ny.un.org/doc/UNDOC/GEN/N14/547/98/PDF/N1454798.pdf?OpenElement>

<sup>19</sup> Key Principles for the Protection, Repatriation, Rehabilitation and Reintegration of Women and Children Associated with Groups Listed by the UN as Terrorist Groups, 2019. [https://www.un.org/counterterrorism/ctif/sites/www.un.org.counterterrorism.ctif/files/Key%20Principles%20-%20April%202019\\_0.pdf](https://www.un.org/counterterrorism/ctif/sites/www.un.org.counterterrorism.ctif/files/Key%20Principles%20-%20April%202019_0.pdf)

<sup>20</sup> OSCE/ODIHR, Handbook on Addressing Threats and Challenges from Foreign Terrorist Fighters, Warsaw, 2018, pp. 53 <https://www.osce.org/odihr/393503>

In a Handbook for policymakers and practitioners in Southeast Europe, the OSCE recommends that governments develop Toolkit to enhance the effectiveness of non-custodial RRR, which include, among other things, the following provisions:

- for better transparency, to clarify the goals of the program or intervention by describing the objectives and procedures to be followed;
- to outline the roles and responsibilities of multiple stakeholders (both civil society and government) involved in RRR activities;
- to emphasize the need for various interventions and services to address different psychosocial, practical, and other needs and vulnerabilities of men, women, and children who may benefit from such programs;
- for pre-release programs, to emphasize the importance of a human rights compliant correctional environment, recognizing the various ways, in which a humane correctional environment facilitates the initiation of successful disengagement activities that may continue after the release of convicts;
- to ensure the exchange of information between and among government agencies and nongovernmental actors involved in these programs, while protecting the privacy and other rights of beneficiaries, specifying under what circumstances what information will be shared with police, intelligence or security services so as not to undermine trust between beneficiary and RRR actors.\*

The full text of the Handbook is available here: <https://www.osce.org/secretariat/444838>

Tajikistan has developed a comprehensive legal and strategic framework to combat extremism and terrorism.

The current Strategy on Countering Extremism and Terrorism for the period of 2021-2025 is built upon the experience and lessons learned from the previous Strategy for the period from 2016 to 2020. The document outlines the goal of strengthening rehabilitation and reintegration mechanisms in accordance with Tajikistan's legislation and the international human rights obligations.<sup>21</sup>

### **1.3. The RRR participants**

Effective implementation of RRR programs requires a collaborative effort that includes both state agencies and nongovernmental actors. This requires a legal and policy framework that clarifies the tasks and responsibilities of various actors and allows them to operate safely and freely.<sup>22</sup>

Government agencies involved in counterterrorism have historically belonged to the security sector, including criminal justice and police. PE and RRR also require input from other public sectors, such as health and education. The “whole of society” approach also

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<sup>21</sup> Strategy for Countering Extremism and Terrorism in the Republic of Tajikistan for the Period 2021-2025.

<sup>22</sup> OSCE - Non-Custodial Rehabilitation and Reintegration p. 85.

requires the involvement of non-governmental actors, i.e. the civil society (including communities and families), and the mass media.<sup>23</sup>

Some countries have established the PE referral mechanisms that facilitate the development and implementation of interventions in cases where an individual (or group of citizens) demonstrates support for extremism or engages in such activities but has not yet committed a criminal act. These mechanisms generally consist of state or municipal institutions, civil society, representatives from health, education, culture, youth entities and, in some cases, police and correctional institutions.<sup>24</sup>

Similar to multidisciplinary programs focused on pre-crime intervention (support), non-custodial RRR programs also require the involvement of multiple actors working in close coordination to achieve the long-term meaningful reintegration of individuals formerly involved in extremism or previously associated with extremist groups.

At present, there is a need to build trust between state and non-state structures. All interested entities are willing to establish regular channels of communication for effective rehabilitation and reintegration work; however, work in this direction has not yet become systematic. Specific initiatives include seminars and training courses on confidence building between governmental and nongovernmental actors or using the expertise of youth and women's organizations experience in such initiatives as "do no harm".<sup>25</sup>

#### **1.4. Principles and approaches to RRR**

##### *Respect for human rights*

One of the main approaches in RRR is respect for human rights.

Ensuring full respect for the human rights of all citizens is not only an obligation of states under international law. It can also be an effective preventive measure against radicalization and extremism.

As the UN Secretary General António Guterres has rightly asserted, "Respect for human rights is central to solving some of the world's most difficult problems and must be at the center of our efforts to combat terrorism. It is our duty, our legal obligation, and our strategic imperative".<sup>26</sup>

It is therefore important that human rights be firmly rooted in any measures to prevent or counter extremism and terrorism.

According to the UN Plan of Action to Prevent Violent Extremism, "When governments adopt international human rights norms and standards, promote good governance, uphold the rule of law and root out corruption, they create an enabling environment for civil society and reduce the appeal of violent extremism".<sup>27</sup>

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<sup>23</sup> OSCE - Preventing Terrorism and Countering Violent Extremism and Radicalization that Lead to Terrorism: A Community Outreach Approach. pp. 70-71.

<sup>24</sup> For proper understanding of how this process works, see OSCE, "Understanding Referral Mechanisms in P/CVERLT, Overcoming Challenges and Protecting Human Rights". A Country Guide for Southeastern Europe.

<sup>25</sup> During stakeholder consultations held in Tajikistan from November 2021 to January 2022, recommendations to strengthen this cooperation were repeated across all sectors.

<sup>26</sup> From the speech of António Guterres, the UN Secretary General, at the eighth meeting of the UN Global Compact on Counterterrorism Coordination, 8 June 2022 (in original form).

<sup>27</sup> The UN PVE Action Plan, page 15.

The UN Security Council Resolution #1456 (2003) and subsequent relevant documents applicable to countering terrorism and extremism call on countries to ensure that their counter-terrorism efforts are consistent with their obligations under international law. The UN Security Council has increasingly emphasized that all counter-terrorism measures must respect human rights, fundamental freedoms, and the rule of law because they are complementary components of a sound security policy. Failure to comply with these recommendations could create situations of vulnerability and resentment that radicalized violent extremist groups could again exploit.<sup>28</sup>

A number of international bodies, including the OSCE and the Global Counterterrorism Forum (GCTF), have found that RRR programs that respect and protect human rights, contribute to public resilience to extremism and also help prevent (additional) violence by the person(s) involved.

Tajikistan's Strategy on Countering Extremism and Terrorism for the period of 2021-2025 explicitly refers to strengthening the protection and realization of human rights and civil liberties in counter-terrorism efforts and recognizes Tajikistan's international human rights obligations. This creates opportunities and obliges the state to align new PE and RRR activities with international human rights standards and best practices to strengthen the national response to the reintegration of returnees and former extremists.

#### *Age-oriented and gender-sensitive approaches*

Given the devastating impact of terrorism and violent extremism on women, states have an obligation to prioritize women's rights, gender equality, and non-discrimination against women and gender-based violence against women in efforts to counter terrorism and violent extremism.<sup>29</sup>

*Gender*, according to UN documents, "refers to the social attributes and opportunities associated with being female and male, and the relationships between women and men, girls and boys". Because these attributes, opportunities and relationships are socially constructed, they can look different and variable depending on geography, culture, and time. They define specific values and expectations of people, such as behavior, social responsibilities, access to resources, etc.<sup>30</sup>

Gender, as well as age, poverty level, class, ethnicity, race and more, must be considered in PE and RRR programs. Gender is part of the individual experiences of returnees as well as their special needs and vulnerabilities in the RRR process.

There are two strategies for promoting gender equality and eliminating all forms of discrimination based on sex and gender – *gender awareness and gender mainstreaming*.<sup>31</sup> Strengthening equality and diversity in public life provides a more balanced view of everything that is going on, including social development and security issues. For example, by involving women from different sectors in the development of PE and RRR policies and

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<sup>28</sup> The UN Council Counter-Terrorism Committee Executive Directorate, Human Rights Fact Sheet: [https://www.un.org/securitycouncil/ctc/sites/www.un.org.securitycouncil.ctc/files/ctc\\_cted\\_factsheet\\_human\\_rights\\_oct\\_2021.pdf](https://www.un.org/securitycouncil/ctc/sites/www.un.org.securitycouncil.ctc/files/ctc_cted_factsheet_human_rights_oct_2021.pdf)

<sup>29</sup> Handbook on Gender Aspects of Criminal Justice Responses to Terrorism, UNODC 2019, p. 8.

<sup>30</sup> UN Women, Concepts and Definitions: <https://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>

<sup>31</sup> OSCE

programs, societies are more likely to achieve more gender-balanced and relevant responses to these issues.

*Gender awareness* refers to “the ability to view society in terms of gender roles (...).”<sup>32</sup> This includes understanding how people have different needs that are influenced by their accumulated gender experiences, which include social expectations of roles, behaviours and responsibilities resulting from being born as a biological male or female.<sup>33</sup>

*Gender approach* is a strategy that incorporates a gender perspective into the conceptualization and implementation of everything – from policy development to budgeting of program activities. It is not simply recognizing that gender is a factor that makes people and their experiences different, but also taking proactive steps to achieve real gender equality. As the UN Office on Drugs and Crime notes, there is a need for gender-sensitive approaches to counter terrorism, including within the criminal justice system. This requires adapting practices, attitudes, skills and the gender composition of personnel. Existing inequalities between men and women in society as a whole, i.e. unequal power relations, gender stereotypes, and the attribution of different status and value to gender roles inevitably affect the way state institutions and other organizations operate. Therefore, raising the awareness and strengthening the capacity for criminal justice officials as well as non-security actors involved in PE and RRR will help mitigate any discrepancies in the treatment of returnees, regardless of their gender.<sup>34</sup>

Women and men can be affected by extremism in different ways, whether they are perpetrators, victims or witnesses. Especially women and girls associated with extremist groups often carry complex stories that do not fit within the concepts of “victim” or “perpetrator”. They can play different roles, including “...as perpetrators, recruiters, facilitators of violence or as ideological and economic supporters, etc.” Many may also be involved through family ties to one or more members of the group.<sup>35</sup> Similarly, men’s motivations and experiences in extremism do not always fit into one victim or perpetrator category. Their gendered experiences can also affect how they are treated by the state and other PE actors when engaging in extremism. Women and men have an important role to play in responding to threats from extremism and terrorism. It is essential that women across all sectors participate meaningfully at all levels of PE policy and programming.

Some believe that women mostly join extremist movements by following their husbands or family members. The reality may be more diverse, and some have also probably left because they feel marginalized in their community or simply because they have adopted the ideology and mindset of extremism themselves.<sup>36</sup>

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<sup>32</sup> European Institute for Gender Equality, Glossary and Thesaurus:

<https://eige.europa.eu/thesaurus/terms/1147>

<sup>33</sup> It should be noted that gender is socially constructed; there are more gender identities than in the male-female binary system.

<sup>34</sup> UNODC, Handbook on Gender Aspects of Criminal Justice Responses to Terrorism, Vienna, 2019 p. 17. [https://www.unodc.org/documents/terrorism/Publications/17-08887\\_HB\\_Gender\\_Criminal\\_Justice\\_E\\_ebook.pdf](https://www.unodc.org/documents/terrorism/Publications/17-08887_HB_Gender_Criminal_Justice_E_ebook.pdf)

<sup>35</sup> International Civil Society Action Network (ICAN) and the United Nations Development Program (UNDP). Invisible Women: Gender Dimensions of Return, Rehabilitation and Reintegration after Violent Extremism. New York, 2019. p. 29. <https://icanpeacework.org/wp-content/uploads/2019/02/ICAN-UNDP-Rehabilitation-Reintegration-Invisible-Women-Report-2019.pdf>.

<sup>36</sup> UN Women, Women and Violent Extremism in Tajikistan. New York: UN Women, 2017. [https://eca.unwomen.org/sites/default/files/Field%20Office%20ECA/Attachments/Publications/2017/III\\_UNW\\_ECA\\_Tajikistan%20chapter\\_Final-02%20FINAL.pdf](https://eca.unwomen.org/sites/default/files/Field%20Office%20ECA/Attachments/Publications/2017/III_UNW_ECA_Tajikistan%20chapter_Final-02%20FINAL.pdf) Page 3, 7.



The Tajikistan's Strategy underlines the importance of strengthening gender awareness in counter-terrorism activities. The strategy also envisages the improvement of gender equality at large as a general preventive measure in society and the need to involve women in the prevention and countering of extremism. Similarly, the gender-specific experiences of young male returnees, who often experience greater scrutiny and suspicion from law enforcement agencies, should be taken into account.<sup>37</sup>

The application of gender analysis at all stages of PE and RRR programming will help significantly improve understanding of people's motivations for joining extremist and terrorist groups, which again will enhance the formulation of appropriate and tailored RRR support.<sup>38</sup>

In UN Security Council Resolution 2242 of 2015, the international community recognized the special role of women in efforts to counter violent extremism and terrorism and called for increased participation of women both in operational positions in the security sector and in PE and counter-terrorism strategy and policy development.

UN Security Council Resolution 2396 of 2017 underlines that "...women and children associated with foreign terrorist fighters returning or relocating to or from conflict zones may have played a variety of roles, including being supporters, facilitators or perpetrators of terrorist acts, and require special attention in developing specific prosecution, rehabilitation and reintegration strategies". The document also mentions the need to assist women and children who may become victims of terrorism while associated with FTFs, and that age and gender should be taken into account in this process.

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A useful overview of relevant policy and gender analysis can be found in Annex I of the 2019 UNDP and International Civil Society Action Network study "Invisible Women: The Gender Dimensions of Return, Rehabilitation and Reintegration after Violent Extremism": <https://www.undp.org/publications/invisible-women><https://www.undp.org/publications/invisible-women>

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<sup>37</sup> Report on stakeholder consultations with Tajik gender expert, December 2021.

<sup>38</sup> International Civil Society Action Network (ICAN) and the United Nations Development Programme (UNDP). Invisible Women: Gender Dimensions of Return, Rehabilitation and Reintegration after Violent Extremism. New York, 2019. p. 29. <https://icanpeacework.org/wp-content/uploads/2019/02/ICAN-UNDP-Rehabilitation-Reintegration-Invisible-Women-Report-2019.pdf>

<sup>39</sup> Ibid. See also an overview of relevant policies and related gender analysis in Annex I of the UNDP-International Civil Society Action Network's 2019 Report "Invisible Women, Gender Dimensions of Return, Rehabilitation and Reintegration after Violent Extremism": <https://www.undp.org/publications/invisible-women>

In addition to applying a gender-sensitive approach, the age of the individual should be considered in RRR programming.

*Children* are particularly vulnerable; they have needs to be addressed. Under international human rights and humanitarian law, States have an obligation to provide meaningful support for the social reintegration of children experiencing difficult situations. The Convention on the Rights of the Child emphasizes the need for age-sensitive return and rehabilitation work, irrespective of whether the child is a victim of violence, has been in a conflict situation or has been involved in the criminal justice system.<sup>40</sup>

Children need access to age- and gender-appropriate reintegration and rehabilitation services relevant to their experience and socio-cultural context. These needs can be multi-dimensional, but should include, above all, access to health and psychosocial support and recovery; education and vocational opportunities; and a return to family and community life. They may also include other types of support, such as legal aid.<sup>41</sup> An age-appropriate approach will therefore require ensuring that RRR professionals have the capacity to work with juvenile cases in all sectors involved.

## 1.5. RRR Programming

Rehabilitation and reintegration programmes are delivered after a person has been radicalized and has refused or is in the process of renouncing violence. RRR programmes include activities with individuals sentenced to imprisonment for extremist or terrorist offences, those who may express support for extremist activities and those who returned from conflict zones.

RRR programmes sometimes also work with individuals and families associated with extremist and terrorist groups, as well as with citizens who have bypassed the criminal justice system for various reasons (amnesty, exemption from criminal liability, etc.).

All these people, regardless of their current attitude to violence, their experience, and witnesses of violence, are eligible for and in need of RRR support. Communities that will host individuals who have previously been involved in extremism or who returned from conflict zones may also have needs and concerns that need to be addressed in the reintegration process.

Measures included in RRR programmes should be consistent with the 'do no harm' principle.<sup>42</sup> The 'do no harm' principle is the practice of understanding how countering extremism interacts with local dynamics and relationships, enabling practitioners to mitigate

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<sup>40</sup> See Convention on the Rights of the Child Article 39: "States Parties shall undertake all appropriate measures to promote physical and psychological recovery and social reintegration of a child victim of: any form of neglect, exploitation or abuse; torture or any other form of cruel, inhuman or degrading treatment or punishment; or armed conflicts." <https://www.ohchr.org/en/professionalinterest/pages/crc.aspx>

<sup>41</sup> UNODC Handbook on Children Recruited and Exploited by Terrorists and Violent Extremist Groups, 2018, Chapter 4: [https://www.unodc.org/documents/justice-and-prison-reform/Child-Victims/Handbook\\_on\\_Children\\_Recruited\\_and\\_Exploited\\_by\\_Terrorist\\_and\\_Violent\\_Extremist\\_Groups\\_the\\_Role\\_of\\_the\\_Justice\\_System.E.pdf](https://www.unodc.org/documents/justice-and-prison-reform/Child-Victims/Handbook_on_Children_Recruited_and_Exploited_by_Terrorist_and_Violent_Extremist_Groups_the_Role_of_the_Justice_System.E.pdf) <https://www.ohchr.org/EN/ProfessionalInterest/Pages/CRC.aspx>. See also UN Key Principles on the Protection, Repatriation, Prosecution, Rehabilitation and Reintegration of Women and Children Associated with Terrorist Groups included in the UN List, April 2019 (UN Key Principles): [https://www.un.org/counterterrorism/sites/www.un.org.counterterrorism/files/key\\_principles-april\\_2019.pdf](https://www.un.org/counterterrorism/sites/www.un.org.counterterrorism/files/key_principles-april_2019.pdf)

<sup>42</sup> UNHCR, Emergency Handbook, Humanitarian Principles: <https://emergency.unhcr.org/entry/44765/humanitarian-principles>.



or avoid the negative, unintended consequences that may result from these efforts and to focus on positively influencing these dynamics and relationships.<sup>43</sup>

Effective RRR programmes must meet the needs of individual returnees as well as the needs of the communities that receive them. This requires cooperation between multiple stakeholders, including local authorities and law enforcement agencies, who can provide psychosocial, socio-economic, and educational support, and provide skills development to beneficiaries.

Returnees, and especially accompanying family members, may in some cases not be prosecuted due to lack of legal basis to prosecute for the roles they have played; or they may bypass the criminal justice system for other reasons. Good practice documents emphasize the need for individual solutions and measures when it comes to the accommodation and rehabilitation of low-risk returnees, especially given the potential harm that a correctional environment can cause.<sup>44</sup>

In order to effectively protect society from certain criminal identities, it is sometimes necessary to detain them.

Alternatives to detention – in terrorism related cases, including rehabilitation and reintegration programmes – can be considered to comply with obligations under international law and human rights obligations where appropriate.

In deciding whether to pursue such alternatives, consideration should be given to the scale of the terrorist problem; the amount and type of resources available; the social, cultural, and religious context; and the extent to which women and children require special measures and procedures to address them.

RRR support should be based on a comprehensive and individualized risk and needs assessment. An initial risk and needs assessment will help to determine:

1) Whether there is a security risk associated with the person in question (there may not be) and, if so, what it is:

a) where the risk lies?

b) how significant is the risk?

2) A person's needs and vulnerabilities, which may include:

a) psychological and other health issues

b) information on the extent of the person's social support, including family and community.

A comprehensive assessment is needed to understand an individual's motivations for both following and disengaging the extremist ideology. Particular attention should be paid to the age, sex, social-economic standing, health status (including mental health and psychological trauma), and other factors that may affect a person's view of life.

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<sup>43</sup> Search for Common Ground, Countering Violent Extremism. An Introductory Guide to Concepts, Programming and Best Practices. Adapted for the Central Asian region, 2019: [https://www.sfcg.org/countering-violent-extremism/SFCG-Countering\\_Violent\\_Extremismn\\_Introductory\\_Guide\\_CA\\_English.pdf](https://www.sfcg.org/countering-violent-extremism/SFCG-Countering_Violent_Extremismn_Introductory_Guide_CA_English.pdf)

<sup>44</sup> RAN Guide: Returnee Response: Foreign Terrorist Fighters and Their Families, July 2017. p 3. [https://ec.europa.eu/home-affairs/system/files\\_en?file=2020-09/ran\\_br\\_a4\\_m10\\_en.pdf](https://ec.europa.eu/home-affairs/system/files_en?file=2020-09/ran_br_a4_m10_en.pdf). See also GCTF, Good Practices for Addressing the Return of Families of Foreign Terrorist Fighters.

After a needs assessment and collection of information from as many sources as possible, relevant experts may discuss what is most likely to help a person to progress in rehabilitation and reintegration.

A comprehensive assessment with analysis of risks and needs related to an individual should be the basis of the RRR process. It allows to determine stakeholders to be involved.

### *Individual approach in planning RRR*

Solutions for rehabilitation and reintegration on a case-by-case basis should be based on thorough professional and objective assessment of each person with specific considerations, age and gender taken into account.

In particular, the situation of each child should be assessed individually, as his/her experience and needs will vary depending on the age and specific circumstances.

It is about taking into account issues that may be related to the child's geographical place of origin and/or return, which will also shape their mindset and impact their vulnerability.<sup>45</sup>

Once a comprehensive risk and needs assessment has been completed, all stakeholder structures, together with the beneficiary, should develop an individual plan for the person's rehabilitation and reintegration. Involving the returnee in the development of his/her own RRR plan is necessary to build a sense of belonging and help - to take control of his/her own life, so that it contributes to long-term rehabilitation and positive reintegration into society. Work with people the person trusts, such as teachers, mentors, community leaders and family members should be encouraged.<sup>46</sup>

Since many returnees require support from a wide range of actors, it is important to identify a lead actor who coordinates and monitors each case. It is also essential that the RRR plan is continually evaluated between the actors and the individual to ensure that the support (intervention) remains relevant and proportionate.

"Excessive interference", according to the OSCE, can lead to stigmatization of the individual in the community, cause fear or mistrust between the community, the individual and state structures.

In order to avoid stigmatizing returnees, awareness-raising and confidence-building with host communities should be carried out on an ongoing basis.

### *Monitoring and Evaluation*

When constructing RRR programme efforts, relevant actors should ensure that evidence-based monitoring and evaluation (M&E) measures are included.

The aims, logic, and objectives of the RRR programme should be openly communicated to the public and evaluated at regular intervals. Tracking and evaluating each returnee's individual progress in RRR programmes is important to determine their relevance, usefulness and possible adjustment. MoE will also enable the success of RRR programmes

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<sup>45</sup> UNDP, *The Road to Extremism in Africa: Driving Forces, Incentives and Turning Points for Recruitment*, 2017. p. 4: <https://journey-to-extremism.undp.org/content/downloads/UNDP-JourneyToExtremism-report-2017-english.pdf>

<sup>46</sup> OSCE Non-custodial Rehabilitation and Reintegration, p. 49.

to be measured on a wider scale, which will support and strengthen policy and programme development in the future.

International Alert, in cooperation with UNDP, developed a handbook on ME to improve the impact of PE programmes, which will be useful in the process of developing RRR programmes.<sup>47</sup>

## **2. Assessment of the Institutional Capacity, Identification of Persons and Organizations Involved in the RRR**

Due to the novelty of the issue of returnees, many countries around the world, including those in Central Asia, face problems with the institutional capacity required for effective return and recovery.

Limited knowledge and incomplete understanding of the specific needs of returning women and children is a challenge for the structures working with them. Workshops or trainings for these structures contribute to a proper response to the specific concerns of returnees as well as to the challenges that may arise for the host communities.

When multi-stakeholder groups are involved, it is important to ensure that there are appropriate regulations and infrastructure in place for sharing information, taking into account the confidentiality and protection of individual and family data.

### *Specialists in psychosocial care*

Individuals returning from conflict zones are likely to have witnessed, participated in or experienced horrific events, torture or sexual violence themselves, suffering physical and psychological trauma in the process.

Exposure to trauma and intense experiences can contribute to difficulties in relationships, increase the risk of mental health problems and other negative consequences, including a propensity for excessive aggression and violence, if not properly supported.

It is therefore crucial that psychosocial support plays a central role in preventing extremism and in the care of individuals formerly associated with extremism, and psychosocial support staff should be mandatory participants in interdisciplinary teams involved in PE and RRR.

Psychosocial support for people at risk of radicalization or those undergoing RRR programmes involves a variety of actors, both professional and non-professional.

Sometimes several people are involved in individual cases or programmes, including psychologists, religious leaders, youth mentors and health workers.

They are often needed to challenge a person's views as well as to provide support, advice to help them find housing, education or employment. The role of health and social workers should be seen as complementary to the work of law enforcement agencies.

Psychosocial support professionals involved in PE and RRR programmes should design interventions according to the unique needs in each individual case. Some citizens may have been forced to join extremist movements in conflict zones. Similarly, children

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<sup>47</sup> See the full set of instruments: <http://www.pvtoolkit.org/design-the-programme?SubModuleId=1138>

returning from conflict zones may have suffered many traumatic experiences that have clearly affected their physical and emotional health, as well as their ability to integrate into educational institutions at an age-appropriate level. For men and women who participated in active combats, it is important to consider whether they did so voluntarily or by force.

UNODC developed an e-learning course on Mental Health in the Rehabilitation and Reintegration of Returnees specifically for policy makers as well as for relevant government officials and civil society activists in Central Asia. The four-module course aims to build capacity in the development of psychosocial support for returnees.<sup>48</sup>

### *Educators, Schools, and Employers*

Difficulties in accessing education and employment opportunities can contribute to feelings of marginalization and frustration among returnees, which will hinder their reintegration.<sup>49</sup>

Teachers and school directors, along with other stakeholders, should be involved in reintegration of returnees, ensuring sustainability and longevity of the process.

Awareness-raising for teachers on issues related to returnees is advisable, as well as training on tolerance, human rights, and gender equality.

There is also a need to raise awareness and train potential employers (where relevant) on these issues. This would facilitate the reintegration of returnees, address stigma and support the participation of returnees in the social and economic life of the host communities.<sup>50</sup>

### *Civil Society*

Working with civil society to rehabilitate and reintegrate returnees and their families is an important prerequisite for success in this area. The UN and other international agencies recognise the important role of civil society organisations (CSOs) in PE and the rehabilitation and reintegration of former extremists and their families. Globally, CSOs are involved in the return and reintegration of those who have served their sentences for extremist and terrorist crimes, as well as non-criminal returnees.

Civil society actors sometimes face challenges in engaging with other stakeholders on issues related to PE and RRR. CSOs also need guidance, information, and resources to make meaningful contributions in the area of RRR. In particular, local actors called to engage in religious and spiritual support for returnees need more knowledge in this area. RRR programmes should therefore also include capacity building activities for non-state actors, especially at the local level.

### *Community-Oriented Policing Activities*

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<sup>48</sup> Mental health issues in the rehabilitation and reintegration of returned foreign terrorist fighters and their families. Training manual, UNODC. URL: <https://golearn.unodc.org/lms/course/view.php?id=513>

<sup>49</sup> UNESCO Youth Guide to Preventing Violent Extremism through Education  
<https://unesdoc.unesco.org/ark:/48223/pf0000260547>

<sup>50</sup> UNESCO Preventing Violent Extremism through Education: A Guide for Policymakers:  
<https://unesdoc.unesco.org/ark:/48223/pf0000247764>

The Extremism and Terrorism Countering Strategy in the Republic of Tajikistan for the period from 2021 to 2025 provides for the active involvement of law enforcement agencies, especially the police, in PE and the rehabilitation and reintegration of returnees.

Strengthening the capacity of local police in community-oriented activities contributes to building shared responsibility and trust in the task of preventing crimes, including extremism.

#### *Correctional services*

Ensuring that prison conditions for prisoners meet international human rights standards and strive for full rehabilitation and reintegration should be considered the main objectives of the penitentiary system.

Ensuring that conditions of imprisonment for prisoners meet international human rights standards and strive for full rehabilitation and reintegration should be considered the main objectives of the penitentiary system.

One of the necessary functions of prisons is to separate the offender from mainstream society as a punitive and sometimes protective measure; however, staff play an important role in rehabilitating extremist and terrorist offenders and assessing who is suitable for post-sentence rehabilitation programmes.

Prisons should ensure that prisoners have access to education and the opportunity to acquire vocational skills under decent working conditions. Rehabilitation and reintegration should involve psycho-social services, clergy and other relevant stakeholders.

Women who have served their sentences may face additional difficulties in reintegrating into society.

Therefore, it is important to work closely with existing social services, including traditional and community systems and civil society for gender-sensitive interventions.

#### *Communication and Awareness. Mass Media and Journalists as Partners in PE and RRR.*

The UN Plan of Actions to Prevent Violent Extremism emphasizes the importance of strategic communications, the Internet, and social media platforms (interactive Internet applications).

Also, the Action Plan for the Implementation of the Republic of Tajikistan Strategy for Countering Extremism and Terrorism for the period 2021-2025 includes a number of activities aimed at increasing the level of interaction between state authorities and civil society structures, mass media, social media platforms, assisting them in improving the political culture of society and carrying out anti-extremist propaganda.<sup>51</sup>

Comprehensive engagement with mass media as an independent partner is an opportunity to build public support for victims, to address and reduce fear and stigma, and to improve public understanding of the RRR process and their role.

Effective community outreach through the mass media means establishing contacts between the official press centers, mass media and bloggers. Regular meetings in joint

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<sup>51</sup> See point 1.3. of the Tajikistan's Strategy Action Plan for 2021-2025.

seminars or workshops between journalists and authorities will build trust and ensure that such communication platforms function effectively.

Government agencies responsible for PE and RRR issues could consider appointing mass media focal points to answer questions, regularly brief journalists and work with communities. In addition, a website with quick access to information or a helpline could be set up.

Extremists actively use the Internet to attract followers and spread their malicious ideas. States actively counter this challenge by blocking and removing harmful online content.

At the same time, human rights, in particular the right of access to information, freedom of expression and opinion, should be strictly respected.

In this regard, the Action Plan for the Implementation of the Republic of Tajikistan Strategy for Countering Extremism and Terrorism for the period 2021-2025 stresses the need to:

- ensuring that efforts to counter the use of the Internet for extremist and terrorist purposes comply with international human rights standards;
- continuous review of the legislative framework for blocking, filtering or removing illegal Internet content in order to determine the effectiveness of legislation in this regard, as well as reviewing the practices of other states to address the risks in this area.<sup>52</sup>

#### *Raising RRR Awareness of Local Communities*

Given the importance of the role of local communities in PE and RRR, the Action Plan for Tajikistan Strategy for the period of 2021-2025 provides for the strengthening of information provision, assistance in realizing the potential of local communities to prevent extremism and radicalization.<sup>53</sup>

Information on what PE and RRR are, why people are repatriated from conflict zones and why they are given subsidies or other assistance from government and NGOs, what communities, families, organisations and individuals can do to contribute to a safer and more inclusive society should be part of a comprehensive communication plan on PE and RRR.

Lack of proper communication between government structures and host communities can hinder effective reintegration.

Prior to implementing activities to raise awareness of the aims and benefits of RRR programmes, responsible agencies should examine the current context and situation in their respective host communities to understand the causes and nature of fears, concerns and grievances that may be an obstacle to the implementation of rehabilitation and reintegration programmes.

Social media platforms are an important means of raising awareness on these issues. They provide PE actors with direct access to a wide audience and allow direct interaction with the public and authorities, often in real time.

In addition to information exchange and awareness-raising, social media allows for a comprehensive discussion on PE and RRR issues, disseminating information to the public,

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<sup>52</sup> See p. 2-3 para. 40 of the Action Plan for the Implementation of the Strategy for the period of 2021-2025.

<sup>53</sup> See p. para. 45 of the Action Plan for the Implementation of the Strategy for the period of 2021-2025.

dispelling myths, challenging stereotypes, directly answering questions and solving problems.

Experience shows that the low cost and direct interaction opportunities that social media platforms offer are advantages that traditional mass media outlets do not have.

Yet, in many regions of Tajikistan, verbal transmission of information among residents is an important means of communication. However, in many regions of Tajikistan, verbal communication between residents is an important means of communication, and it is important to bear in mind that often a popular television or radio programme with community leaders or civic activists may be more important than information from the internet.

Community leaders and activists have credibility on the ground and can be involved in the implementation of the communication strategy. Working with women's organizations and women who previously participated in PE and addressed extremism in their families and communities will also contribute to the sustainable reintegration of returnees.

Former extremists, as well as returnees from war zones, can volunteer to raise public awareness of the detrimental consequences of extremism and terrorism by sharing their own experiences, which will certainly enhance the effectiveness of prevention activities.

### **3. Types of RRR Support**

#### *Psycho-social Support*

Those who have returned from conflict zones, whether or not they have been active combatants, usually need psycho-social support services.

Psycho-social support may include the following:

- encouraging behavioural change;
- developing coping and emotional management skills;
- developing critical and complex thinking, problem-solving and decision-making skills;
- improving relationships;
- self-esteem building;
- promoting personal potential, development and growth;
- eliminating beliefs and ways of thinking that support violence;
- improving self-awareness and understanding of the phenomena;
- recovery of experience and character building for adapting to life;
- healing of emotional pain and overcoming confusion;
- supporting people in the process of rejecting violence.<sup>54</sup>

Returnees may also face difficulties or destroyed relationships in the family and community, as well as stigma. While not everyone has severe psychological trauma, women, young people, adults, and children may have trauma healing needs specific to their age, gender and individual experiences.

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<sup>54</sup> Global Centre. Compendium of Best Practices, p. 29. UNODC Handbook on the Management of Violent Extremist Prisoners and the Prevention of Radicalisation and Violence in Correctional Facilities, Section 5.8; Rehabilitation and Reintegration without Deprivation of Liberty OSCE, p. 6.



Tajikistan's Strategy recommends working with specialised psychologists to facilitate the rehabilitation and reintegration of returnees, as well as involving them in cross-sectoral work alongside actors such as clergy and law enforcement agencies.<sup>55</sup>

There is a shortage of professional psychologists in Tajikistan, particularly in rural areas, and this should be taken into account in the risk assessment and reintegration plan.

The inclusion of healthy, reliable, and trusted traditional forms of psycho-social support would be particularly helpful in areas where there is a shortage of professional psychologists.

The ability of psychosocial service providers to adequately provide gender-sensitive interventions needs to be assessed before involving them in RRR programmes.

Creating opportunities for networking between practitioners may be useful to support those who do not have the required specialization.

As care workers are often the primary contact persons for returnees, links across sectors need to be established to facilitate access to other support structures (e.g. legal aid organizations, housing and maintenance areas, educational institutions and community centers).

Psychological rehabilitation and social reintegration efforts should also be combined with stigma elimination activities.

#### *Family and Community Support*

Extremism and terrorism often affect families and communities linked to criminal activity. Relevant programmes recognise the importance of involving families in rehabilitation activities.

Families can have a distracting effect on individuals who are still involved in extremism. In many cases, therapy or counselling in groups involving family, relatives and friends can be beneficial if this type of support is available in the local community.

Host communities will be better able to support returnees when they are informed and prepared at an early stage. This means working with the local community before returnees arrive.

#### *Religious, Ideological and Spiritual Support*

Community and religious leaders have significant potential to promote tolerance and strengthen critical thinking. They will help returnees find healthy and constructive ways to engage with their own communities.

It is advisable that religious leaders engaged in rehabilitation work with those who have been involved in religiously motivated extremism are familiar with the narrative commonly used by violent extremist groups and effectively confront such thinking.

Religious leaders engaged in this work should be able to find a balance between criticising an individual's extremist thinking and supporting them as a religious mentor, without compromising the relationship of trust. Pre-examination of the capabilities and

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<sup>55</sup> Strategy for Countering Extremism and Terrorism in the Republic of Tajikistan for the Period 2021-2025, Dushanbe 2021. p. 170.



preferences of religious and traditional leaders will help reduce the risk of mistrust and suspicion, and "ensure that interfaith harmony is preserved in society by taking additional measures to improve the culture and religious literacy of the population, strengthen the spirit of tolerance in the religious environment and maintain respect for all religions and confessions".<sup>56</sup>

Theological support should be offered to both male and female returnees wherever possible.

#### *Socio-economic support, education, and vocational training*

Socio-cultural barriers to education and employment affect returnees' ability to support themselves financially and can exacerbate their vulnerable situation.

It is education and vocational training that is essential for successful reintegration into society. Local authorities have an important role to play in identifying appropriate vocational training programmes that will help create social and economic opportunities in both rural and urban areas.

Involving civil society and the private sector in job creation is proposed as part of a broader PE effort.

#### *Culture, Art, and Sports in PE and RRR*

Art and culture can be effective in promoting intercultural understanding and a sense of community among citizens and can play an important role in enhancing the sustainability of society by strengthening social cohesion.

Sport provides certain opportunities for young people to engage with society and develop social skills and reinforces a sense of inclusion and belonging.

Rehabilitation efforts may therefore make extensive use of the positive cultural experiences of the arts and sports. In cases where traditional psycho-social services are not available, these ways can be particularly effective.<sup>57</sup>

#### *Youth and Youth Organizations*

Young people may be more prone to extremist thinking, but the vast majority are peace-loving and more likely to want to contribute positively to their communities.

Young people have significant civic capacity to build resilience to extremism and other harmful mindsets in communities.

UN Security Council Resolution 2250 of 2015 calls on states to create mechanisms to enable young people to participate in peacebuilding and security processes. Youth leadership is very relevant in areas of PE; it contributes to rehabilitation and reintegration.<sup>58</sup> A lasting

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<sup>56</sup> P. 2.6 of the Action Plan for Implementing the Strategy for Countering Extremism and Terrorism in the Republic of Tajikistan for the period 2021-2025.

<sup>57</sup> OSCE, Non-Custodial Rehabilitation and Reintegration.

<sup>58</sup> UN Security Council Resolution 2250, December 9, 2015, S/RES/2250: [https://www.un.org/en/ga/search/view\\_doc.asp?symbol=S/RES/2250\(2015\)&referer=/english/&Lang=E](https://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/2250(2015)&referer=/english/&Lang=E)

solution to PE depends on the existence of a civic space that allows youth-led initiatives to flourish.

At RRR, youth organizations can support a wide range of services in areas such as psychosocial support, educational and vocational training, arts, cultural and sports services.

### *Women's Organizations*

Women's organisations in many countries around the world have taken on the role of providing support for rehabilitation and reintegration where there is no formal coordination mechanism.

They are particularly good in highlighting the gender experiences of returnees, which can include sexual and gender-based violence. Women's organisations are able to clearly recognise women returnee issues, including stigma, and work with relevant actors in the community to address them.

Working with existing, trusted structures, such as the Committee on Women and Family Affairs under the Government of Tajikistan, can be useful in terms of support and advice on PE and RRR issues.

## **Conclusion**

This Toolkit provide a framework for effective work on countering extremism and the rehabilitation and reintegration of nationals who have returned from armed conflict zones to the Republic of Tajikistan.

Experience in this area will be expanded and enriched as the Strategy for Countering Extremism and Terrorism in the Republic of Tajikistan for the period 2021-2025 and its Action Plan, as well as the further development of the legislative framework in the aforementioned and related areas are implemented.

First of all, it concerns modern forms and methods of working with young people, women and children who have returned from war zones in Syria and Iraq and active participation of state bodies, non-governmental organizations and other civil society structures, representatives of clergy and local community in these activities.

In this context, the Toolkit is also recommended to be used in the activities of Extremism Prevention Advisory Groups established in the framework of the implementation of the Action Plan of the Strategy in different regions of Tajikistan.

Given the important role of international and regional cooperation and experience exchange in the field of prevention of extremism, rehabilitation, and reintegration of returnees, it is expected that the Toolkit will also be useful for other countries and organizations working in this field.

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## **Annex II - Examples of RRR Approaches at the Global Level**

### ***Aggredi – Finland***

An initiative aimed at reducing violence or eradicating it at the individual level. Another aim is to develop methods of working with perpetrators of violence in the street. Aggredi's work with clients is structured and therapy oriented. The work is based on social constructivism. Method of dialogic and reflective discussion is used. Aggredi works on a neutral basis, with individuals in collaboration with the authors. Political, ideological or religious backgrounds do not determine Aggredi's clientele. Aggredi offers services to all offenders of street violence, aged between 18 and 39. Source: <https://www.aggredi.fi/aggredi/aggredi-english>

### ***Canada – Various Intervention Programmes:***

<https://www.publicsafety.gc.ca/cnt/bt/cc/ntrvntn-en.aspx>

Centre for the Prevention of Radicalization to Violence, Montreal, Canada: An information kit for social workers and counsellors developed in the city of Montreal. The Centre aims to prevent violent radicalization and support those affected by it. The toolkit helps social workers and counsellors improve their understanding of factors that may lead to radicalization to violence.

Source: <https://info-radical.org/en/>

### ***Carefronting – Nigeria***

A non-religious and non-political NGO working to prevent and transform violent extremism through trauma-informed approaches. The organisation's mission is to create a peaceful society free from all forms of violence. Source: <https://carefronting.org/services/>

### ***The EU project Community Engagement Against Radicalisation (CEAR)***

The overall aim of the CEAR project is firstly to systematise a practical model of community and citizen engagement that enhances civil society skills and capacities in preventing and countering radicalisation (PE) by developing digital toolkits for dissemination in local communities. Second, the development of support structures offering all relevant local actors specialised training and counselling services to help them implement specific PE initiatives. The project includes three toolkits for youth organisations; for those working with families, those whose families are radicalized to violence and for those working in Muslim communities with a focus on counter-narratives. It also includes an online platform designed to facilitate pro bono networking between PE consultants/experts and civil society organisations in need of support for their projects.

Source: <https://cearproject.eu>

### ***Cultures Interactive – Germany***

An NGO dedicated to youth civic education, cultural and emotional intellectual development as well as youth cultural workshops for social workers. Founded in 2005 as a response to the widespread right-wing extremist and neo-Nazi environment that emerged in East Germany after reunification in the 1990s and subsequently also included inner-city areas affected by radical ethnic and religious discord caused by migration. Since then, Cultures Interactive has

developed and tested innovative and sustainable approaches to preventing and countering radicalisation among young people. Particular attention has been paid to developing methods for high-risk, hard-to-reach communities that are difficult to engage with existing interventions. Source: <https://cultures-interactive.de/en/our-work.html>

### ***Deutscher Volkshochschul-Verband (Evolution of Peaceful Villages)***

The project works in the border areas between Kyrgyzstan and Tajikistan and aims to strengthen peaceful cross-border relations through the following activities:

- 1) strengthening the operational and institutional capacity of Kyrgyz and Tajik CSOs and enhancing coordination (networking) between them to reduce the factors that lead to radicalization, potentially leading to conflict and extremism;
- 2) the establishment of stable and effective community-based structures (training centres) as a space for dialogue on security, social development and community mobilisation, which can also serve as a platform for interaction between state and non-state actors;
- 3) development of proposals for global civic education, education to prevent violent extremism and community security dialogue to empower traditional leaders, women and youth to promote cross-border trust and constructive conflict transformation; and
- 4) a cross-border business development component to improve the economic prospects of Kyrgyz and Tajik communities. Source: <https://www.dvv-international-central-asia.org/tajikistan/news/2020/peaceful-villages-evolvement-1>

### ***EXIT – Germany***

EXIT-Germany is an initiative that helps people who want to leave the extreme right-wing movement and start a new life. The organisation was founded by criminologist and former police investigator Bernd Wagner and former neo-Nazi leader Ingo Hasselbach. EXIT-Germany has been working since the summer of 2000 to help people who have left an extremist and violent right-wing environment. Source: <https://www.exit-deutschland.de/english/>

### ***EXIT UK***

EXIT UK was founded by former right-wing extremists to help others leave the far right and rebuild their lives in a new environment.

Source: <https://exituk.org/about-us>

### ***Extreme Dialogue***

Organized by the Institute for Strategic Dialogue. The project aims to reduce the appeal of violent extremism among young people through facilitated structured dialogue. Offers educational materials on its website.

Source: <https://extremedialogue.org/about-us>

### ***Families for Life, UK***

Works with families and friends of those who have been or are in the process of being radicalized to violent extremism. The organization offers confidential counselling and psychological support. Source: <https://familiesforlife.org.uk/how-we-can-help-1>

### ***Fryshuset – Exit, Sweden***

Fryshuset is a youth organisation in Sweden that engages young people in extracurricular activities. Part of this organisation is EXIT Sweden, an offer for those who are active in nationalist movements and want help in getting out of these movements. The advantage of this approach is that some of those working at EXIT have themselves been active in various nationalist groups and now help others based on their own experiences. EXIT works with young people who want to leave the nationalist environment, involving professionals who train and supervise young people, with relatives, local municipalities and local business owners to help those who have already left to start a new life. The EXIT model was originally developed in Norway and has since been used throughout Scandinavia as well as Germany.

Source: <https://www.fryshuset.se/verksamhet/exit/>

### ***Hedayah – Supporting Families in PE Setting***

The programme aims to address the challenges faced by practitioners when working with families whose members are affected by PE to varying degrees. Since 2019, the programme has been running in Indonesia with support from the Government of Japan and in Nigeria with support from the UK Government. The programmes target specific categories of social practitioners, including psychologists, social workers and community organisations.

Source: <https://www.hedayahcenter.org/programs/supporting-families-in-cve/>

### ***Human Security Collective, Netherlands***

The Human Security Collective is a foundation based in The Hague, Netherlands. It works on a range of issues related to development and civic engagement through a human security lens. The aim is to involve citizens and communities in security decision-making, enhancing civil society's operational and political space. The organisation offers a number of resources on its website. Source: <https://www.hscollective.org/>

### ***Mothers for Life Association***

A global network of parents who experienced violent extremist attitudes in their families, often with a child who has gone to ISIS territory. The aim is to give these families the chance to speak out and network with other families in the same situation in other countries and to coordinate common activities. Source: <http://www.mothersforlife.org/en>

### ***Konrad Adenauer Stiftung (KAS) Cross-Border and Cross-Sector Dialogue for Tolerance and Peace in Central Asia***

The project focuses on multilateral and cross-border dialogue to promote a culture of tolerance and prevent radicalization to violence. Activities include awareness raising among local civil society actors, as well as media and capacity building in the field of education.

Source: <https://www.kas.de/en/web/europaeische-und-internationale-zusammenarbeit/eu-projects>

### ***OSCE Programme Office in Dushanbe***

A number of PE projects targeting parents, teachers, local council members, etc.: <https://www.osce.org/press->

[releases?filters=+im\\_taxonomy\\_vid\\_1:\(40\)+im\\_taxonomy\\_vid\\_3:\(114\)](#) Strengthening the role of mass media in covering violent extremism and radicalization that lead to terrorism: <https://www.osce.org/programme-office-in-dushanbe/357181>

***OSCE Transnational Threats Department: Leaders Against Intolerance and Violent Extremism (LIVE)***

LIVE is a capacity-building programme aimed at building community resilience to violent extremism and radicalization to terrorism through training courses. It aims to raise awareness, encourage and train local civil society leaders to speak out and act against violent extremism voluntarily and safely, while respecting human rights. The programme aims to increase the effectiveness and sustainability of trained leaders. Various training courses are designed for youth, women and community leaders. An overview of the training programme for youth leaders is available here: <https://www.osce.org/tntd/476959>

***S.A.V.E. Belgium***

A non-profit organisation in Belgium that works to prevent all forms of violent extremism. It also offers support to families concerned or affected by violent extremism. Source: <https://savebelgium.org/en/>

***Search for Common Ground, Kyrgyzstan***

Search for Common Ground (SFCG) is an NGO working on conflict transformation and community support for problem solving and community building. The organisation also works in Kyrgyzstan and has several PE-related projects. The NGO has published a book, Countering Violent Extremism: An Introductory Guide to Concepts, Programming and Best Practices - Central Asia Version. Source: <https://www.sfcg.org/kyrgyzstan/>

***The Strong Cities Network***

Spearheaded by the Institute for Strategic Dialogue, the SCN combines advanced research with local level actions. The network brings together 149 local governments around the world and offers a range of services to help each city provide an appropriate response to the challenges of violent extremism in collaboration with the communities they represent. Source: <https://www.isdglobal.org/strong-cities-network/>

***Together we will Build - Libya***

Non-profit organization working to promote peace and security in Libya, with a particular focus on the empowerment of women and youth in public and political life and in peacemaking. Source: <https://togetherwebuildit.org/>

***UNODC's Education for Justice Initiative (E4J)***

Through E4J, UNODC works to develop peer-reviewed university modules and tools for teaching about crime and transnational threats, including terrorism. The project also includes the possibility of creating its own course, which can be useful for anyone working with university students or young people. Source: <https://www.unodc.org/e4j/en/tertiary/index.html>

***UN Women: Training Modules on Gender and Violent Extremism Prevention in Asia***

The training package on Gender and Violent Extremism Prevention is designed to increase awareness of the critical role that gender can play in understanding, addressing, and preventing violent extremism (VE). The toolkit is designed to support women's organisations and civil society in their work on PE, as well as in the related areas of women, peace, and security. The training package is designed for use in Indonesia and Bangladesh, as well as in South and Southeast Asia. The audience for the trainings can include local communities, civil society organizations, and government agencies. Source: <https://asiapacific.unwomen.org/en/digital-library/publications/2020/09/training-modules-on-gender-and-preventing-violent-extremism-in-asia>

***Violence Prevention Network, Germany***

A non-governmental organization working with different ideological groups to help former extremists cease being radicalized and adapt to society. The organization's vision is that "ideologically vulnerable people and violent criminals motivated by extremism will change their behaviour, begin to lead independent lives and become part of a democratic community, so that extremism of any kind can no longer be tolerated. The activities aim to ensure that people have the tools and resources at their disposal to reflect on and overcome their former behaviours. The beneficiaries are empowered to live in a way that does no harm to themselves or others. Source: <https://violence-prevention-network.de/ueber-uns/vision/?lang=en>

***Women without Borders – Schools for Mothers: Educating for Peace***

The model aims to develop grassroots leadership and build community resilience. The aim is to equip women with the tools and confidence to translate learning into action, while building local ownership and institutional capacity through training, guidance and mentoring. The training programme uses developmental psychology, instils confidence and provides theoretical knowledge to identify radicalisation and prevention at individual, family and community levels. Classes include exercises in dialogue, information sharing and critical thinking, using contextual techniques applicable to the daily lives of mothers. Source: <https://wwb.org>

### Annex III - UN Security Council Resolutions and Related Documents

- International Covenant on Civil and Political Rights: URL:  
<https://www.ohchr.org/en/professionalinterest/pages/ccpr.aspx>
- International Convention on the Child's Rights: URL:  
<https://www.ohchr.org/EN/ProfessionalInterest/Pages/CRC.aspx>
- Office of the UN High Commissioner for Human Rights. Human Rights, Combating Terrorism, Fact Sheet No. 32. URL:  
<https://www.ohchr.org/documents/publications/factsheet32en.pdf>
- UN General Assembly Resolution 74/170 'Integrating Sport into Youth Crime Prevention and Criminal Justice Strategies', 7 January 2020, A/RES/74/170: URL:  
<https://undocs.org/pdf?symbol=en/A/RES/74/170>
- The UN Global Counter-Terrorism Strategy: URL:  
<https://www.un.org/counterterrorism/un-global-counter-terrorism-strategy>
- Key UN Principles on the Protection, Repatriation, Prosecution, Rehabilitation and Reintegration of Women and Children with Links to UN-Listed Terrorist Groups, April 2019. (UN Key Principles): URL:  
[https://www.un.org/counterterrorism/sites/www.un.org.counterterrorism/files/key\\_principles-april\\_2019.pdf](https://www.un.org/counterterrorism/sites/www.un.org.counterterrorism/files/key_principles-april_2019.pdf)
- UN Security Council Resolution 1373 at the 4385th meeting, 28 September 2001, S/RES/1373. URL: <https://daccess-ods.un.org/tmp/7917754.65011597.html>
- UN Security Council Resolution 1566: Threats to International Peace and Security Caused by Terrorist Acts. 5053rd meeting 08 October 2004, S/RES/1566: <https://documents-ddsny.un.org/doc/UNDOC/GEN/N04/542/82/PDF/N0454282.pdf?OpenElement>
- UN Security Council Resolution 2178 (2014) on Foreign Terrorist Fighters 24 September 2014, S/RES/2178(2014), S/RES/2178. URL: <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N14/547/98/PDF/N1454798.pdf?OpenElement>
- UN Security Council Resolution 2250, 9 December 2015, S/RES/2250. URL: [https://www.un.org/en/ga/search/view\\_doc.asp?symbol=S/RES/2250\(2015\)&referer=/english/&Lang=E](https://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/2250(2015)&referer=/english/&Lang=E)
- UN Security Council Counter-Terrorism Committee Executive Directorate of Legal and Criminal Affairs. URL:  
[https://www.un.org/sites/www.un.org.securitycouncil.ctc/files/ctc\\_cted\\_fact\\_sheet\\_designed\\_legal\\_criminal\\_justice\\_december\\_2018.pdf](https://www.un.org/sites/www.un.org.securitycouncil.ctc/files/ctc_cted_fact_sheet_designed_legal_criminal_justice_december_2018.pdf)
- UN Security Council Resolution No. 2396 on Foreign Terrorist Fighters S/RES/2396 (2017). URL: <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N17/460/25/PDF/N1746025.pdf?OpenElement>
- UN Security Council: More cooperation is needed to tackle the danger posed by returning foreign fighters, the head of the Counter-Terrorism Directorate has told the Security Council. Meeting coverage, 28 November 2017. URL:  
<https://www.un.org/press/en/2017/sc13097.doc.htm>
- UN General Assembly, Plan of Action to Prevent Violent Extremism: Report of the Secretary-General, Seventieth Session, A/A/70/674, 24 December 2015. URL:  
<https://undocs.org/pdf?symbol=en/A/70/674>



- UN Treaty Collection, Status of Treaties, International Covenant on Civil and Political Rights. URL: [https://treaties.un.org/Pages/ViewDetails.aspx?src=IND&mtdsg\\_no=IV-4&chapter=4&clang=en](https://treaties.un.org/Pages/ViewDetails.aspx?src=IND&mtdsg_no=IV-4&chapter=4&clang=en) and <https://www.ohchr.org/en/professionalinterest/pages/ccpr.aspx>
- UN Counter-Terrorism Committee Executive Directorate, Human Rights Fact Sheet. URL: [https://www.un.org/securitycouncil/ctc/sites/www.un.org.securitycouncil.ctc/files/ctc\\_cted\\_factsheet\\_human\\_rights\\_oct\\_2021.pdf](https://www.un.org/securitycouncil/ctc/sites/www.un.org.securitycouncil.ctc/files/ctc_cted_factsheet_human_rights_oct_2021.pdf)
- United Nations Rules for the Treatment of Women Prisoners and Non-Custodial Measures for Women Offenders (the Bangkok Rules) General Assembly Resolution 65/229. URL: <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N10/526/28/PDF/N1052628.pdf?OpenElement>
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