



# SPORTS

## Preventing Violent Extremism through MAJOR SPORTING EVENTS A Handbook for Organizers

Within the framework of the United Nations Global Programme on the Security of Major Sporting Events and the Promotion of Sport and its Values as a Tool to Prevent Violent Extremism



# **Preventing Violent Extremism through Major Sporting Events**

## A Handbook for Organizers

Within the framework of the United Nations Global Programme on the Security of Major Sporting Events and the Promotion of Sport and its Values as a Tool to Prevent Violent Extremism

co-implemented by the  
United Nations Office of Counter-Terrorism (UNOCT), in partnership with the United Nations Alliance of Civilizations (UNAOC), the United Nations Interregional Crime and Justice Research Institute (UNICRI) and the International Centre for Sport Security (ICSS)

in consultation with the Counter-Terrorism Committee Executive Directorate (CTED)

# Table of Contents

<b>Abbreviations and Acronyms</b> .....	<b>4</b>
<b>Acknowledgments</b> .....	<b>6</b>
<b>Executive Summary</b> .....	<b>7</b>
<b>1. INTRODUCTION</b> .....	<b>10</b>
1.1. The Global Sports Programme.....	12
1.2. The Handbook.....	15
1.3. Scope and Terminology.....	18
<b>2. PREPARATION</b> .....	<b>23</b>
<b>2.1. Understanding Violent Extremism</b> .....	<b>24</b>
2.1.1. Developments and Characteristics.....	24
2.1.2. Drivers of Violent Extremism.....	26
2.1.3. A Holistic Approach.....	28
<b>2.2. The Potential for Major Sporting Events to Prevent Violent Extremism</b> .....	<b>31</b>
2.2.1. Addressing the Drivers.....	31
2.2.2. Actors.....	33
2.2.3. Values and Competencies.....	34
2.2.4. Limitations.....	35
<b>2.3. Focus Areas</b> .....	<b>37</b>
2.3.1. Human Rights.....	37
2.3.2. Community Engagement.....	40
2.3.3. Meaningful Youth Participation.....	41
2.3.4. Gender Sensitivity and the Empowerment of Women and Girls.....	42
<b>3. DESIGN AND PLANNING</b> .....	<b>45</b>
3.1. Planning for Change.....	46
3.2. How to Measure Change.....	48
3.3. Key Principles.....	50
<b>4. TAKING ACTION</b> .....	<b>52</b>
<b>4.1. Promotion</b> .....	<b>54</b>
4.1.1. Internal Communication.....	54
4.1.2. Public Communication.....	56
4.1.3. Campaign.....	58
4.1.4. Role Models.....	60

<b>4.2. Prevention</b> .....	<b>63</b>
4.2.1. Community Empowerment.....	63
4.2.2. Youth Empowerment.....	66
4.2.3. Sport Clubs and Sport Activities.....	68
4.2.4. Skills Development.....	70
4.2.5. Training for Multipliers.....	72
4.2.6. Engaging with Prisoners.....	75
<b>4.3. Leading by Example</b> .....	<b>77</b>
4.3.1. Infrastructure and Urban Renewal.....	77
4.3.2. Employment and Job Creation.....	79
4.3.3. Security Planning .....	80
4.3.4. Observer Scheme and Complaints Mechanism.....	83
4.3.5. Engaging with Spectators.....	85
<b>5. MONITORING, EVALUATION, AND TRANSFER OF KNOWLEDGE</b> .....	<b>87</b>
5.1. Monitoring.....	89
5.2. Evaluation.....	92
5.3. Transfer of Knowledge.....	96
<b>6. LEGACY AND SUSTAINABILITY</b> .....	<b>97</b>
<b>Annex</b> .....	<b>100</b>
Materials.....	101
Contacts.....	104
Good Practices.....	106

## Abbreviations and Acronyms

ASEAN	Association of Southeast Asian States
AU	African Union
CGF	Commonwealth Games Federation
CPTED	crime prevention through environmental design
CRC	United Nations Committee on the Rights of the Child
CSHR	Centre for Sport and Human Rights
CSO	civil society organization
CTED	United Nations Counter-Terrorism Committee Executive Directorate
CVE	countering violent extremism
DAC	OECD Development Assistance Committee
EC	European Commission
ECOSOC	United Nations Economic and Social Council
EU	European Union
HRBA	human rights-based approach
ICSS	International Centre for Sport Security
IDSDP	International Day of Sport for Development and Peace
IHRB	Institute for Human Rights and Business
IOC	International Olympic Committee
IOTF	International Olympic Truce Foundation
IOTC	International Olympic Truce Centre
LGBTQIA+	lesbian, gay, bisexual, transgender, queer, intersex, asexual, and more
LOC	local organizing committee
M&E	monitoring and evaluation
MSE	major sporting event
NAP	National Action Plan
NFP	National Focal Point
OAS	Organization of American States
OECD	Organization for Economic Co-operation and Development
OSCE	Organization for Security and Co-operation in Europe
P/CVE	preventing and countering violent extremism
PVE	preventing violent extremism
RAN	Radicalisation Awareness Network
SDP	sport for development and peace
SGB	sport governing body
ToC	theory of change
TOR	terms of reference
UEFA	Union of European Football Associations
UN	United Nations

UNAOC	United Nations Alliance of Civilizations
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNGA	United Nations General Assembly
UNHCR	United Nations High Commissioner for Refugees
UNICRI	United Nations Interregional Crime and Justice Research Institute
UNITAR	United Nations Institute for Training and Research
UNOCT	United Nations Office of Counter-Terrorism
UNODC	United Nations Office on Drugs and Crime
UNOHCHR	United Nations Office of the High Commissioner for Human Rights
UNPDF	United Nations Peace and Development Trust Fund
UNSC	United Nations Security Council
USIP	United States Institute of Peace
WHO	World Health Organization

## Acknowledgments

The handbook was developed within the *Global Programme on Security of Major Sporting Events and Promotion of Sports and Its Values as a Tool to Prevent Violent Extremism (Global Sports Programme)*. Along with the *Guide on the Security of Major Sporting Events – Promoting Sustainable Security and Legacies (Security Guide)*, which is aimed at protecting major sporting events (MSEs) for the common good of the international community, this handbook is one of two major publications within the *Global Sports Programme* aimed at preventing violent extremism (PVE). While the *Guide for Policymakers for the Use of Sport for the Prevention of Violent Extremism (PVE Guide)* is directed at policymakers and offers guidance on developing policies that utilize sport as a tool for PVE, this handbook is directed at assisting organizers of MSEs in leveraging these events to contribute to PVE.

The *Global Sports Programme* is led by the United Nations Office of Counter-Terrorism (UNOCT) in partnership with the United Nations Alliance of Civilizations (UNAOC), the United Nations Interregional Crime and Justice Research Institute (UNICRI), and the International Centre for Sport Security (ICSS), in consultation with the United Nations (UN) Counter-Terrorism Committee Executive Directorate (CTED) as well as other UN entities and INTERPOL.

The handbook was developed by Martin Kainz on behalf of UNAOC, in partnership with UNOCT, UNICRI, and ICSS. Bram Van Haver of UNAOC provided supervision and guidance throughout the drafting process. Alessandro Girola, Dana Podmolikova, and Nihal Saad of UNAOC also offered input. All partners within the *Global Sports Programme* gave feedback and recommendations, particularly Valerio de Divitiis, coordinator of the *Global Sports Programme*, Thaddeus Barker-Mill, Terrence Levens, Luis Macua, and Ines Sarrado-Helbich from UNOCT, Manuela Brunero, Danielle Hull, Duccio Mazarese and Alice Roberti from UNICRI, and Bahruz Balayev and Carol Jimenez from ICSS. Further input was provided by national and international experts from the fields of sports in connection with the prevention of violent extremism, human rights, anti-discrimination, development, and security.

The handbook was informed by a *Virtual High-Level Meeting* and an *Expert Group Meeting on Sport for Preventing and Countering Violent Extremism Conducive to Terrorism* in September 2020, an *Online Youth Consultation on Preventing Violent Extremism in Sport* in January 2021, *National Focal Point Meetings* in December 2020 and December 2021, *Questionnaire Responses* by experts on preventing and countering violent extremism (P/CVE) and sports, and a *Compendium of existing policies, projects, and initiatives aimed at making use of sport and its values as a tool to prevent violent extremism*. All meetings and resources were/are part of the *Global Sports Programme*.

The *Global Sports Programme* is funded by the State of Qatar, the People's Republic of China through the United Nations Peace and Development Trust Fund (UNPDF), and the Republic of Korea.



# Executive Summary

Over the past decades, societies worldwide have been increasingly exposed to violent extremism. Major sporting events (MSEs) are at high risk of becoming targets; at the same time, however, they provide a platform that can contribute to the prevention of violent extremism (PVE).

The *Global Programme on Security of Major Sporting Events and Promotion of Sport and Its Values as a Tool to Prevent Violent Extremism* was launched by the United Nations Office of Counter-Terrorism (UNOCT) to raise awareness of terrorism-related threats to MSEs, increasing the capacities of Member States to prevent and counter threats against MSEs and to promote sport and its values to build resilience.

This handbook has been prepared for organizers of MSEs and provides advice on measures that can be taken to prevent violent extremism; these include leveraging the positive values of sport, advocating for youth participation and gender equality, along with reducing socioeconomic inequality.

Preventing violent extremism at MSEs starts with preparation, followed by planning and the implementation of appropriate measures. Once the event is over, there should be a thorough evaluation, knowledge gained should be shared with future organizers, and a guarantee provided that the event will leave a positive legacy, along with corresponding sustainability of the actions taken.

## Preparation

During the preparation phase, it is crucial that MSE organizers acquire a solid understanding of the local and regional characteristics and drivers of violent extremism. Information should be collected in close consultation with local communities, as well as from regional, national, and international institutions.

Violent extremism is not exclusive to any region, nationality, or belief system. It can take many forms, from terror groups operating across regions to nationally based hate groups focused on xenophobia, racism, and other forms of intolerance. Its drivers are multi-layered, encompassing structural conditions such as marginalization and discrimination, along with individual motivations stemming from personal grievances and victimization.

Thanks to their widespread appeal and ability to foster a sense of ownership and belonging within the hosting community, MSEs are ideally suited to address these drivers. A holistic approach is required, which includes all relevant public and private actors involved in the MSE, and simultaneously embeds the measures into wider regional, interregional, and national PVE planning.

While MSEs have their limitations and cannot provide a one-size-fits-all solution, three areas have proven to be effective with respect to PVE and should be enshrined into the preparation for all MSEs;

the protection and promotion of human rights, the active engagement of communities, the meaningful participation of youth, and the empowerment of women and girls.

## **Design and Planning**

The foundation of a targeted and effective PVE programme at MSEs is a robust and carefully considered theory of change (ToC), which sets out how such a programme will contribute to the anticipated outcome and helps identify the programme focus, objectives, target groups, and measures to be implemented.

Another integral part of PVE planning is the measurement of the expected change; this is determined through baseline assessments, the definition of target values, and the establishment of a clear plan for monitoring and evaluation.

Key principles of the design and planning phase include embedding PVE measures into wider PVE frameworks, the involvement of multiple partners and actors, adequate allocation of financial resources, and the planning of the legacy of the MSE in terms of PVE.

## **Implementation**

Given the specific landscape and reach of an MSE, and factoring in the unique requirements and challenges of PVE, it is recommended that PVE programmes be implemented according to three pillars: Promotion, Prevention, and Leading by Example.

The Promotion pillar focuses on strategic communication and raising awareness of PVE. Measures include internal communication between organizers and partners, as well as communication to stakeholders and the public, with a spotlight on the development of PVE campaigns and the meaningful engagement of role models.

The Prevention pillar focuses on measures designed to sustainably address the drivers of violent extremism. Activities should be tailored specifically to engage local communities and youth as active agents of change. Recommended measures include supporting and/or creating local sports clubs, organizing sporting activities, and offering skills development programmes for youth, in addition to targeted training for multipliers working with underprivileged groups and engagement with prisoners.

The Leading by Example pillar illustrates how tendencies toward violent extremism can be prevented at MSEs. Measures include sustainable investment in infrastructure and urban development, supporting local businesses and creating long-term jobs, effective and accountable security planning, the establishment of an observer scheme and mechanism for complaints about extremist behaviour, as well as engagement with spectators and fans.

## **Monitoring, Evaluation and Transfer of Knowledge**

Monitoring and evaluation (M&E) assess whether and to what extent the intended change(s) took place. The progress of the programme cycle should be monitored throughout, and reactive measures taken when unforeseen challenges arise that adversely affect the programme or its environment.

Evaluation involves analysis of the objectives and target values set during the design and planning phase and determines whether the implemented measures led to the anticipated outcomes.

M&E concludes with the sharing of knowledge and experience with future MSE organizers and other relevant stakeholders.

### **Legacy and Sustainability**

In the past, the positive economic effects and/or jobs created through MSEs have frequently proved short-lived. There are, however, examples of MSEs making long-term impacts on urban development, participation in sports, community development, and/or youth empowerment.

For MSEs to achieve their potential to deliver a sustainable legacy in all the aforementioned areas, appropriate measures must be taken in the early stages of planning and maintained throughout the lifecycle of the event.

### **Key Principles**

To successfully leverage an MSE to contribute to PVE, the following principles are recommended:

- An MSE that contributes to PVE builds on **accountable, transparent, and ethical management** throughout the event lifecycle, including legacy and sustainability.
- An MSE that contributes to PVE begins with a **clear vision** of the event and what it can bring to the hosting communities in terms of sustainability and legacy.
- Actions that aim to contribute to PVE should be **embedded into wider regional, national, and international frameworks** and strategies on PVE.
- **Key actors and stakeholders** must be involved from the outset, as they contribute to successful implementation, joint ownership, broad support, and, therefore, the correspondingly wide-ranging impact of actions taken.
- A **human rights-based approach** to the planning of MSEs and PVE measures ensures that human rights are respected, protected, and promoted throughout the event and thereafter.
- Following the **Do No Harm principle**, any negative impact on individuals deriving from actions and initiatives taken in the context of the MSE must be prevented and mitigated.
- Measures contributing to PVE at MSEs require **adequate allocation of funds** and call for a collaborative effort to promote greater investment in infrastructure, tourism, and employment.
- Whenever possible, the prevention of violent extremism through MSEs is to be planned **in conjunction with the security component** of MSEs.

# 1. INTRODUCTION

- **Presenting an overview of the *Global Sports Programme***
- **Introducing the purpose, target group, and structure of the handbook**
- **Defining its scope and relevant terms**

The violent extremism threatening our societies frequently stems from particular groups seeking to devalue other groups and individuals, destabilize communities and radicalize others to their causes. This phenomenon affects the entire world and impacts all countries and societies. The ideologies, actions, and goals of violent extremists run counter to both the principles espoused in the *Charter of the United Nations* (UN)<sup>1</sup> and those enshrined in the *Universal Declaration of Human Rights*.<sup>2</sup>

As stated by UN Secretary-General António Guterres, “[t]errorism and violent extremism undermine international peace and security. They divide communities, exacerbate conflicts, and destabilize entire regions. They hamper our efforts to promote and protect human rights and hinder sustainable development”.<sup>3</sup>

Major sporting events (MSEs) can be both targets of extremist violence and terrorist acts, as well as providing valuable platforms for the prevention of violent extremism (PVE). Attacks against MSEs are particularly reprehensible as research has demonstrated that sports can play a significant role in the dissemination of positive values across nations and cultures, especially for youth, and thus make a positive contribution to preventing radicalization, promoting gender equality, and facilitating social inclusion.<sup>4</sup>

While other PVE programmes are aimed at sport and physical activity in general, this handbook is specifically aimed at PVE in the context of MSEs. These events are an important part of the international sports culture, involve a broad range of public and private actors, and have the capacity to reach a huge number of people from diverse societies, regions, religions, and cultures. They offer a platform for disseminating messages of mutual respect and tolerance, fostering social inclusion, and reducing socioeconomic inequalities.

While MSEs have their limitations, they can and should provide a powerful vector for the development of efforts aimed at preventing and countering violent extremism (P/CVE) and reducing radicalization.

---

<sup>1</sup> United Nations, [Treaty Series, vol. 892](#).

<sup>2</sup> [Resolution 217 A \(III\)](#).

<sup>3</sup> [“Opening remarks at High-level Conference on Counter-Terrorism”](#), 28 June 2018.

<sup>4</sup> UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives aimed at making use of sport and its values as a tool to prevent violent extremism](#) (April, 2021).

The introduction outlines the background and content of the *Global Sports Programme* (1.1), and sets out the aim, structure, and intended target group of this handbook (1.2), as well as its scope and terminology (1.3).

“Sports push people to be better, to aim higher and further. It promotes tolerance and gender equality. It strengthens communities, builds resilience, and channels natural competitive instincts in a harmonious way. We, therefore, have a moral obligation to protect sports and promote them as a powerful means to counter terrorism and prevent violent extremism.”

*Mr. Vladimir Voronkov, Under-Secretary-General of the United Nations Office of Counter-Terrorism (UNOCT)*

“Sport can be an engine for positive change. It is a viable tool for inclusiveness and diversity. The power of sport rests in its ability to break down the walls between people, whether players or spectators, regardless of their faith, race or culture.”

*Mr. Miguel Ángel Moratinos, Under-Secretary-General and High Representative for the United Nations Alliance of Civilizations (UNAOC)*

“Sport plays an important role in promoting trust, inclusivity, respect for diversity, and cross-cultural engagement. Through UNICRI’s work to prevent violent extremism, we know that these values are key to building resilience to the spread of radicalization and violent extremism in communities at risk.”

*Ms. Antonia Marie De Meo, Director of the United Nations Interregional Crime and Justice Research Institute (UNICRI)*

“Sport positively impacts billions of lives, every single day. Major sporting events and sport in general, are unique agents and catalysts for positive change.”

*Mr. Mohammed Hanzab, Chairman of the International Centre for Sport Security (ICSS)*

## 1.1. The Global Sports Programme

In recent decades, terrorist attacks have increasingly been perpetrated in public places against soft targets; thus, MSEs are at significant risk of becoming objects of such acts. These events, however, also have great potential to contribute to the prevention of violent extremism. For this reason, in February 2020, the United Nations Office of Counter-Terrorism (UNOCT), in partnership with the United Nations Interregional Crime and Justice Research Institute (UNICRI), the United Nations Alliance of Civilizations (UNAOC), and the International Centre for Sport Security (ICSS), in close consultation with the United Nations Counter-Terrorism Committee Executive Directorate (CTED), launched a three-year *Global Programme on Security of Major Sporting Events, and Promotion of Sport and Its Values as a Tool to Prevent Violent Extremism (Global Sports Programme)*.

The programme strategically consults with sports committees and federations, companies, Member States, and national initiatives in order to foster public-private partnerships.

### The UN framework

The *Global Sports Programme* is embedded in both the *UN Global Counter-Terrorism Strategy* (2006)<sup>5</sup> and the Secretary General's *Plan of Action to Prevent Violent Extremism* (2006).<sup>6</sup> It is guided by the seventh review of the *UN Global Counter-Terrorism Strategy* (2021), which calls upon "Member States to strengthen efforts to improve the security and protection of particularly vulnerable targets, including religious sites, educational institutions, tourist sites, urban centres, cultural and sports events,"<sup>7</sup> and *UN Security Council resolutions* 2341 (2017)<sup>8</sup>, 2396 (2017)<sup>9</sup> and 2617 (2021).<sup>10</sup> These resolutions emphasize the importance of protecting critical infrastructure and soft targets through national risk and threat assessments, of raising awareness of these risks, and taking preparedness measures, including planning effective responses and resilience to such attacks, along with promoting efficient interoperability across all levels of government, as well as within private industry and civil society.<sup>11</sup>

The *Global Sports Programme* is led by the *2030 Agenda for Sustainable Development*<sup>12</sup> and *Security Council resolution 2419 (2018) on Youth, Peace and Security*, which recognizes the "growing contribution of sport and culture to the realization of development and peace in the promotion of tolerance and respect, as well as the contributions sport and culture make to the empowerment of youth and women, individuals and communities, as well as to health, education and social inclusion objectives."<sup>13</sup>

---

<sup>5</sup> [A/RES/60/288](#).

<sup>6</sup> [A/70/674](#).

<sup>7</sup> [A/RES/75/291](#), para. 71.

<sup>8</sup> [Resolution 2341](#) (2017).

<sup>9</sup> [Resolution 2396](#) (2017).

<sup>10</sup> [Resolution 2617](#) (2021).

<sup>11</sup> Since 1963 the international community has elaborated 19 international legal instruments to prevent terrorist attacks.

See [www.un.org/counterterrorism/international-legal-instruments](http://www.un.org/counterterrorism/international-legal-instruments).

<sup>12</sup> [A/RES/70/1](#).

<sup>13</sup> [Resolution 2419](#) (2018), p. 2.

## Key programme objectives:

- Increasing Member States' awareness of terrorism-related threats against vulnerable targets in the context of MSEs, and their ability to protect these events for the common good of humanity.
- Promoting sport and its values to build resilience to violent extremism, especially among youth.
- Supporting Member States to integrate sport values-based initiatives within national action plans for PVE.

## The *Global Sports Programme* consists of two components:

- Protecting Major Sporting Events (security component)
- Preventing Violent Extremism through Sport (PVE component)

**Protecting Major Sporting Events** requires complex security and policing arrangements, which include securing locations, cybersecurity, managing the response to possible attacks, communication, crowd management, and emergency operations. Such extraordinary planning efforts typically necessitate the coordination of multiple states, as well as national and international public and private stakeholders.

**Preventing Violent Extremism (PVE) through Sport** goes hand in hand with the security component of the *Global Sports Programme*, and requires concerted action by multiple actors. The programme promotes the positive values of sport, along with the potential of MSEs to function as a tool in PVE, especially amongst vulnerable groups. It seeks to establish synergies with MSE organizers, governments, sports federations, and influential athletes to prevent violent extremism and radicalization while simultaneously empowering and inspiring youth across nations.

This handbook is one of the following series published by the *Global Sports Programme*:

- *Guide on the Security of Major Sporting Events: Promoting Sustainable Security and Legacies*<sup>14</sup>
- *Guide for Policymakers for the Use of Sport for the Prevention of Violent Extremism*<sup>15</sup>
- *Preventing Violent Extremism through Major Sporting Events: A Handbook for Organizers*<sup>16</sup>

While the PVE guide is directed at policymakers and aims to encourage the adoption of policies that pursue PVE objectives through sport in general, this handbook supports organizers of MSEs in planning and implementing measures to prevent violent extremism. Both tools complement the

---

<sup>14</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide on the Security of Major Sporting Events: Promoting Sustainable Security and Legacies](#) (October, 2021).

<sup>15</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide for Policymakers for the Use of Sport for the Prevention of Violent Extremism](#) (2022).

<sup>16</sup> UNOCT, UNAOC, UNICRI and ICSS, [Preventing Violent Extremism through Major Sporting Events: A Handbook for Organizers](#) (2022).

security guide, which is directed at those making decisions about security at MSEs in order to protect them for the good of the international community.

→ For more information about the *Global Sports Programme*, including all publications and tools, see UNOCT's [Sports and security website](#) and the Annex below (see Material).



## 1.2. The Handbook

In his *Plan of Action to Prevent Violent Extremism*, former UN Secretary-General Ban Ki-moon stated that PVE helps “tackle many of the underlying conditions that drive individuals to join violent extremist groups.”<sup>17</sup>

The current handbook outlines the threats and challenges posed by violent extremism and aims to assist MSE organizers and their partners in developing initiatives and planning MSEs in a way that contributes to PVE; through the promotion of the positive values of sport, advocating for youth participation, empowering women and girls, and reducing socioeconomic inequality through job creation and urban development.

The handbook recommends a range of measures that can be implemented and provides guidance on monitoring and evaluation.

**Target groups** include MSE organizers and their partners from both the public and the private spheres.

### Organizers of MSEs

- Governments at all levels, including national, regional, and local
- Sport governing bodies
- Sport federations
- Sport leagues
- Sport clubs
- MSE organizing committees

### Partners

- Civil society and youth-led organizations
- Sponsors, suppliers, and contractors
- Media

Within these target groups, the handbook is particularly useful for decision-makers, event managers, public relations and liaison officers, as well as social workers.

As MSEs are joint endeavours by public and private actors, these two spheres should collaborate closely on implementing PVE.

---

<sup>17</sup> [A/70/674](#), para. 38.

## Complementarity in the UN

Along with the *Global Sports Programme*, several other United Nations entities are committed to preventing violent extremism through sport; these include the United Nations Development Programme (UNDP), the United Nations Educational, Scientific and Cultural Organization (UNESCO), and the United Nations Office on Drug and Crime (UNODC) via its *Youth Crime Prevention Through Sport* initiative.<sup>18</sup>

As part of this project, the UNODC has developed two guidebooks – one technical<sup>19</sup> and the other practical<sup>20</sup> – on preventing violent extremism through sport. The former provides advice for policy-makers on how sport and sport-based programmes can be used in the context of PVE; the latter offers suggestions to teachers and trainers on methods to implement the programmes.

With its focus on MSEs, this handbook complements the UNODC's publications.

→ For more information on UNODC's initiatives, see [UNODC's Technical and Practical Guide](#).

MSE organizers should also refer to other guides developed for the promotion and protection of human rights, the inclusion of refugees, the promotion of development and peace, as well as tools not directly related to sport but nonetheless insightful and applicable in terms of youth engagement, and/or the engagement and reintegration of prisoners.

→ For more information on guides and tools, see the Annex below (Contacts and Material).

## Handbook structure

The handbook is structured **chronologically** and uses the structure of an **event cycle** to help organizers arrange their PVE efforts along the lifecycle of an MSE.

**Chapter 1 – Introduction:** provides an overview of the *Global Sports Programme*, a description, and an outline of the handbook, along with definitions of relevant terms.

**Chapter 2 – Preparation:** offers insights into the characteristics and drivers of violent extremism and prepares readers for the task of planning measures to contribute to PVE. The chapter also highlights the potential and limitations of MSEs, and introduces the focus on human rights, community engagement, youth participation, and gender sensitivity.

**Chapter 3 – Design and Planning:** describes how to design and plan PVE programmes and measures at MSEs.

---

<sup>18</sup> The UNODC initiative deals with PVE in the context of sport in general, whereas the *Global Sports Programme* specifically refers to MSEs, as well as to security measures in the organization of MSEs.

<sup>19</sup> UNODC, [Preventing Violent Extremism through Sport: Technical Guide](#) (Vienna, 2020).

<sup>20</sup> UNODC, [Preventing Violent Extremism through Sport: Practical Guide](#) (Vienna, 2021).

**Chapter 4 – Taking Action:** provides an overview of PVE measures at MSEs along the three pillars of Promotion, Prevention, and Leading by Example. It includes instructions for implementation and lists specific aspects and risks which require attention. These measures can function both independently and in conjunction with one another.

**Chapter 5 – Monitoring, Evaluation, and Transfer of Knowledge:** discusses ways to monitor the implementation of PVE measures at MSEs, recommends evaluation methods, and highlights the value of sharing experiences.

**Chapter 6 – Legacy and Sustainability:** emphasizes the importance of planning for the event to leave a positive legacy and ensure the sustainability of implemented measures.

**The Annex:** lists relevant materials, contacts, and selected good practice examples.

Throughout the handbook, colour-coded boxes are used to highlight aspects deserving particular attention:

**Blue** indicates examples, definitions, and explanations.

**Green** emphasizes recommendations and issues requiring attention.

**Red** highlights action points and guidance for MSE organizers.

**Yellow** designates assumptions behind the measures in Chapter 4.

**Grey** refers to the MSE lifecycle.

**Green frames** highlight references to further reading and other sections of the handbook.

## 1.3. Scope and Terminology

The purpose of this handbook is to assist MSE organizers in preventing violent extremism through the leveraging of these events. Following is a list of key terms used throughout the handbook, along with their corresponding definitions.

### Major Sporting Event

An MSE is defined as any large-scale global, regional, national, or local sporting event held anywhere in the world. It can be one-off or recurring, an individual or team sport, with or without contact. The common denominator of MSEs is that they attract a high number of spectators both on location and/or on screen.

Throughout this handbook, the term MSE refers to the event, including the competition, spectacle, and media coverage, as well as to the broader environment, which includes preparation and construction of infrastructure, along with all supply chains involved in staging the event. These elements are part of the so-called “event lifecycle.”

The **lifecycle of an MSE** comprises the following five phases.<sup>21</sup>



**The exploratory phase** is the period during which a city or country, together with sport federations/clubs and/or potential partners, assesses both its capacity to host a successful event, and the likely benefits such an event could bring to the community. This phase involves developing a vision of the event, along with a bidding concept.

**The bidding phase** comprises initial planning with relevant stakeholders to design the event. This includes determining the target group and reach of the event, consideration of security issues, and plans for the use of existing and/or the construction of new infrastructure. Not all MSEs involve a bidding process. However, this phase is relevant to all MSE organizers.<sup>22</sup>

**The planning and construction phase** starts as soon as the event is confirmed. This is the most extensive phase and covers concrete planning and preparation. For a one-off event, organizers make arrangements and sign contracts with public actors, companies, sponsors, and

<sup>21</sup> The phases are designed with respect to PVE and security, and informed by the phases as defined by the Mega-Sporting Events Platform (now the Centre for Sport and Human Rights (CSHR)), which defined eight phases specifically for the human rights context. Mega-Sporting Events Platform for Human Rights, [The Mega-Sporting Event Lifecycle: Embedding Human Rights from Vision to Legacy](#) (April, 2018).

<sup>22</sup> MSEs do not always require bids. Events such as recurring marathons, for example, do not require the same bidding procedures as the Olympic and Paralympic Games. A basketball match within a regular season may also not require a bid.

broadcasters.<sup>23</sup> This is followed by sustainable sourcing—locally and internationally—of all materials required for building, production of merchandise, etc., and, in the case of one-time events, by the construction and/or renewal of facilities and urban infrastructure.

**The implementation phase** starts as soon as the construction of venues and other infrastructure is completed. Organizers guarantee delivery and operations, including services to be provided by police, security, media, and others. This phase ends with the completion of the event.

**The post-event phase** comprises a comprehensive evaluation of the event together with the relevant stakeholders, followed by reporting, sharing of knowledge gained, and the monitoring and supervision of the legacy remaining after the event.

### Violent Extremism

Although there is no internationally agreed-upon definition of violent extremism, UNESCO describes it as “the beliefs and actions of people who support or use violence to achieve ideological, religious, or political goals.”<sup>24</sup> This includes terrorism, as well as other politically-motivated and sectarian violence.<sup>25</sup> According to the UNODC, violent extremism typically “also identifies an enemy, or enemies, who are the object of hatred and violence.”<sup>26</sup>

The definition of violent extremism is the prerogative of Member States and must be consistent with their obligations under international and human rights law.<sup>27</sup>

The handbook also uses other terms and concepts related to violent extremism, such as “violence”, “radicalization”, “terrorism”, and “counter-terrorism”.

### Violence

The World Health Organization (WHO) defines violence as “the intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community, that either results in or has a high likelihood of resulting in injury, death, psychological harm, maldevelopment or deprivation.”<sup>28</sup> Similarly, the UN Committee on the Rights of the Child (CRC) understands violence to mean “all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse.”<sup>29</sup>

---

<sup>23</sup> While Olympic and Paralympic Games are one-off events with their own contracts and cooperation partners, organizers of football matches within a regular championship season will, in many cases, already have contracts and cooperation partners in place for the whole season.

<sup>24</sup> UNESCO, [Preventing violent extremism through education: A guide for policy-makers](#) (Paris, 2017).

<sup>25</sup> UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives](#), p. 5.

<sup>26</sup> UNODC, [Technical Guide](#), p. 84.

<sup>27</sup> UNODC, [Technical Guide](#), p. 2.

<sup>28</sup> WHO, [World Report on Violence and Health: Summary](#) (Geneva, 2002), p. 4.

<sup>29</sup> UN Committee on the Rights of the Child (CRC), [General comment No. 13 \(2011\), The right of the child to freedom from all forms of violence](#), p. 4.

## Radicalization

The notion of radicalization is generally used to convey the idea of a process through which an individual adopts an increasingly extremist set of beliefs and aspirations. While “radical” can include individuals advocating for positive transformation, justice, and peace using non-violent means,<sup>30</sup> in the context of efforts to prevent violent extremism, radicalization is commonly used to describe the process by which a person adopts extreme views or practices to the point of legitimizing the use of violence.<sup>31</sup>

## Terrorism

There is no universally agreed-upon definition of terrorism. According to the UNODC, “terrorism can be broadly understood as a method of coercion that utilizes or threatens to utilize violence in order to spread fear and thereby attain political or ideological goals.”<sup>32</sup> According to the *UN Global Counter-Terrorism Strategy*, “methods and practices of terrorism in all its forms are activities aimed at the destruction of human rights, fundamental freedoms and democracy, threatening the territorial integrity, security of states and destabilizing legitimately constituted governments.”<sup>33</sup> Terrorism “cannot and should not be associated with any religion, nationality, civilization or ethnic group.”<sup>34</sup>

As with violent extremism, the final definition of terrorism is the prerogative of Member States and must be consistent with their obligations under international and human rights law.<sup>35</sup>

## Counter-Terrorism

According to the UNDP, counter-terrorism is “the response mechanism of a state to the threat of politically or ideologically motivated violence. This includes offensive measures taken to prevent, pursue and protect and respond to terrorism. Counter-terrorism programmes are designed to counter terrorist actors and methods and build the capacity of security forces to support this.”<sup>36</sup>

Terrorism is a form of violent extremism which refers to the specific tactic of creating fear or terror as a means to an end, whereas violent extremism can encompass many forms of violence.<sup>37</sup>

---

<sup>30</sup> UNDP, *Frontlines: Young People at the Forefront of Preventing and Responding to Violent Extremism* (May, 2019), p. 21.

<sup>31</sup> UNESCO, *Preventing violent extremism through education*, p. 20, citing Alison Jamison, Jane Flint, *Radicalization and Terrorism: A Teacher's Handbook for Addressing Extremism* (Brilliant Publications, 2015).

<sup>32</sup> UNODC, *Module 1: Introduction to international terrorism, in Education for Justice University Module Series: Counter-Terrorism* (Vienna, 2018), p. 1.

<sup>33</sup> [A/RES/60/288](#), p. 2.

<sup>34</sup> [A/RES/60/288](#), p. 2.

<sup>35</sup> *Plan of Action to Prevent Violent Extremism* (A/70/674), p. 2.

<sup>36</sup> UNDP, *Improving the Impact of Preventing Violent Extremism Programming. A Toolkit for Design, Monitoring and Evaluation* (May, 2018), p. 17.

<sup>37</sup> UNDP, *Frontlines*, p. 21; UNESCO, *Preventing violent extremism through education*, p. 19.

In addition to counter-terrorism and security measures, concerted and “softer” actions against violent extremism are labeled as either “Countering Violent Extremism” (CVE) or “Preventing Violent Extremism” (PVE). While both concepts have the same goal, there are differences.

### **Countering Violent Extremism (CVE)**

According to the UNDP, CVE “has evolved in response to an understanding that while conventional militarised and repressive counter-terrorism strategies may be necessary, they are insufficient to end terrorism when employed alone.”<sup>38</sup> The Organization for Security and Cooperation in Europe (OSCE) defines CVE as “proactive, non-coercive actions to counter efforts by violent extremists to radicalize, recruit and mobilize followers to violence, and to address specific factors that facilitate and enable violent extremist recruitment and radicalization to violence.”<sup>39</sup>

### **Preventing Violent Extremism (PVE)**

According to the UNDP, PVE is broader than CVE, “focusing on preventative approaches allowing for programming to take a broader approach to the underlying drivers that create vulnerabilities to [violent extremism].”<sup>40</sup> PVE seeks “to address social, political, and economic root causes of the phenomenon and aim at long-term solutions.”<sup>41</sup>

Actions aimed at PVE include dialogue and conflict prevention, strengthening good governance, guaranteeing respect for human rights and the rule of law, engaging communities, empowering youth and women, ensuring gender equality, improving education, skills development and employment facilitation, as well as strategic communication via the internet and social media.<sup>42</sup>

### **Preventing and Countering Violent Extremism (P/CVE)**

The term P/CVE refers to a comprehensive approach, including both the prevention and countering of violent extremism.<sup>43</sup> It encompasses not only ongoing and essential security measures, “but also systematic preventive measures which directly address the drivers of violent extremism.”<sup>44</sup>

Rather than proposing actions to directly counter violent extremists in their efforts to radicalize, recruit and mobilize followers to violence, this handbook targets the underlying drivers that induce vulnerability to violent extremism.

---

<sup>38</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 16, citing Naureen Chowdhury-Fink, *The Blue Flag in Grey Zones: Exploring the Relationship Between Countering Violent Extremism (CVE) and disarmament, demobilization and reintegration (DDR) in UN Field Operations*, p. 65, in James Cockayne, Siobhan O’Neill (Eds), *UN DDR in an Era of Violent Extremism: Is it Fit for Purpose?* (New York, United Nations University, 2015).

<sup>39</sup> OSCE, [The Role of Civil Society in Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism: A Guidebook for South-Eastern Europe](#) (Vienna, August, 2018), p. 6.

<sup>40</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 16.

<sup>41</sup> UNDP, [Frontlines](#), pp. 20–21.

<sup>42</sup> [Plan of Action to Prevent Violent Extremism](#) (A/70/674), paras. 48–58.

<sup>43</sup> UNDP, [Frontlines](#), p. 21.

<sup>44</sup> [Plan of Action to Prevent Violent Extremism](#) (A/70/674), para. 6; see <https://icct.nl/programmes/preventing-countering-violent-extremism/>.

Finally, one of the most crucial focal points of PVE measures in the context of sport and MSEs, is the engagement, active participation, and inclusion of youth. While “youth” is often a fluid attribution, in this handbook, it is defined broadly and unambiguously.<sup>45</sup>

## **Youth**

In this handbook and respective PVE programming in the context of MSEs, “youth” refers to individuals between the ages of 18 to 35.<sup>46</sup>

---

<sup>45</sup> United Nations Department of Economic and Social Affairs, *Definition of Youth*.

<sup>46</sup> See [www.unaoc.org/what-we-do/grants-and-competitions/youth-solidarity-fund/](http://www.unaoc.org/what-we-do/grants-and-competitions/youth-solidarity-fund/). According to the United Nations Convention on the Rights of the Child, a “child” is an individual below the age of 18. “Youth” is defined by different UN entities, international organizations, and Member States in different ways. With respect to the definition of a child, and with the intention to include all “youth” ages suggested by UN entities and international organizations, the handbook follows the UNAOC’s approach, which defines “youth” as “individuals between 18 and 35”.





## 2. PREPARATION

- **Describing the characteristics and drivers of violent extremism.**
- **Advocating for a holistic approach to PVE.**
- **Presenting the potential of MSEs, relevant actors, and limitations.**
- **Introducing human rights, community engagement, youth participation, and gender equality.**

Although incidents of violent extremism are not a recent phenomenon, the term itself is relatively new – as is the framework for preventing and countering violent extremism. Given the complexity of the issue and the different forms of violent extremism, it is crucial to understand its local characteristics and drivers to create a clear picture of how an MSE, and the actors involved, can contribute to PVE.

The following chapter outlines the preparatory work necessary for planning and designing effective PVE measures.

The preparation phase should lead to a common understanding of violent extremism; this includes recognizing how it develops, its local and regional characteristics and drivers, as well as the importance of a holistic approach to its prevention (2.1). Additionally, this phase should help clarify the potential of an MSE to address the drivers of violent extremism, the capacities of actors involved, the values to be promoted, and the limitations of MSEs (2.2). Chapter 2 concludes with the four focus areas which make up the foundation of any PVE programme at MSEs: human rights, community engagement, youth participation, and gender equality (2.3).

**Regarding the MSE lifecycle illustrated above,** preparation for actions aimed at PVE should comprise a central part of the exploratory phase, which includes creating a vision and concept for the MSE. Preparation ends after bidding and before making agreements with stakeholders during the planning and construction phase.

## 2.1. Understanding Violent Extremism

The past two decades have seen a dramatic rise in violent extremism around the globe.<sup>47</sup> Countering and preventing this threat calls for a new, holistic approach and the close collaboration of governments, civil society, and other non-governmental actors.<sup>48</sup>

PVE measures taken at MSEs must be adapted to local and regional environments to counter localized drivers. This involves all relevant stakeholders working towards the same goal.

The following sub-chapters describe the current realities of violent extremism (2.1.1), explain its drivers (2.1.2), and introduce a holistic approach to preventing and countering violent extremism (2.1.3).

### 2.1.1. Developments and Characteristics

As stated by former UN Secretary-General Ban Ki-moon in his *Plan of Action to Prevent Violent Extremism*, “violent extremism undermines our collective efforts towards maintaining peace and security, fostering sustainable development, protecting human rights, promoting the rule of law and taking humanitarian action.”<sup>49</sup> According to the UNDP, “the ability of violent extremist groups to expand and project themselves beyond their national points of origin has grown exponentially over the last decade with the increased movement of people, goods and ideas across borders.”<sup>50</sup> This is facilitated by the technological revolution.<sup>51</sup>

Daesh<sup>52</sup> and al-Qaeda have not only expanded in their regions of origin but also worldwide; Boko Haram and al-Shabaab have likewise broadened their operations into multiple countries; similarly, right-wing hate groups have been adept at mobilizing and recruiting both online and across national borders.<sup>53</sup> As a result, thousands of lives have been lost, millions displaced internally and/or forced into migration.<sup>54</sup>

---

<sup>47</sup> UNDP, [Preventing Violent Extremism through Promoting Inclusive Development, Tolerance and Respect for Diversity. A development response to addressing radicalization and violent extremism](#) (New York, June, 2016).

<sup>48</sup> OSCE, [A Whole-of-Society Approach to Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism. A Guidebook for Central Asia](#) (Vienna, March, 2020).

<sup>49</sup> [A/70/674](#), para. 12.

<sup>50</sup> UNDP, [Preventing Violent Extremism through Promoting Inclusive Development, Tolerance and Respect for Diversity](#), p. 12.

<sup>51</sup> [Plan of Action to Prevent Violent Extremism](#) (A/70/674), para. 59.

<sup>52</sup> Also known as Islamic State (IS), Islamic State of Iraq and Syria (ISIS), or Islamic State of Iraq and the Levant (ISIL).

<sup>53</sup> UNDP, [Preventing Violent Extremism through Promoting Inclusive Development, Tolerance and Respect for Diversity](#), p. 12.

<sup>54</sup> UNDP, [Preventing Violent Extremism through Promoting Inclusive Development, Tolerance and Respect for Diversity](#), pp. 12-13.

Violent extremism is not a recent phenomenon; genocide, ethnic cleansing, as well as national and international armed conflicts have taken place throughout human history. Four crucial developments, however, are new today:<sup>55</sup>

### **New developments**

- a) An increase in the spread of violent extremism across borders and regions.
- b) The use of modern communication technology, explicitly social media, to seduce groups and individuals into carrying out acts of violent extremism.
- c) The unpredictability of violent extremist attacks due to random selections of targets, as well as an increase in lone-actor attacks.
- d) Unprecedented access to small arms and light weapons.

While often associated with fundamentalist religious beliefs, terrorism and violent extremism can also be driven by xenophobia, racism, and other forms of intolerance.<sup>56</sup>

While there are differences in ideology, approaches, and targets, violent extremists share a number of characteristics.<sup>57</sup>

### **Shared characteristics**

- Lack of tolerance towards narratives that challenge their fundamentalist beliefs.
- Disregard for civic discourse, scientific or rational thought, and human rights.
- In some cases, a rejection of the concept of nation. In others, glorification of the same.
- Individual or group objectives in nihilistic or apocalyptic terms.
- Gender discrimination and gender-based violence.

In the context of MSEs, terrorist and violent extremist acts have been carried out on a number of occasions, including at the 1972 Summer Olympics in Munich, Germany<sup>58</sup>, and the Ghazi Stadium in Afghanistan.<sup>59</sup> In addition to these serious attacks, extremist behaviour at MSEs occurs in various forms, including violent acts against rival fan groups, expressions of hatred towards people from different ethnic, national, or religious backgrounds, as well as towards people of a different gender or sexual orientation. Some events are even misused by violent extremist groups for recruitment purposes.<sup>60</sup>

---

<sup>55</sup> UNDP, [Preventing Violent Extremism through Promoting Inclusive Development, Tolerance and Respect for Diversity](#), p. 12.

<sup>56</sup> The UN Special Rapporteur on counter-terrorism and human rights warned against overemphasizing religious ideology as the driver of violent extremism at the expense of considering other potential political, social or economic factors. [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism: Report of the United Nations High Commissioner for Human Rights \(A/HRC/33/29\)](#).

<sup>57</sup> UNDP, [Preventing Violent Extremism through Promoting Inclusive Development, Tolerance and Respect for Diversity](#), pp. 12-13.

<sup>58</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide on the Security of Major Sporting Events](#), p. 29.

<sup>59</sup> DIPNOTE, U.S. Department of State Official Blog, ["Afghanistan's Ghazi Stadium Enjoys Renaissance"](#) (Archive).

<sup>60</sup> Radicalisation Awareness Network (RAN), [The role of sports in violent right-wing extremist radicalisation and P/CVE](#) (Luxembourg, Publication Office of the European Union, 2021), pp. 9-11.

### Action points

- **Collect information on violent extremism** within the local, national and regional context in which the MSE is taking place.
- **Identify existing forms of violent extremism** within the local, national and regional context in which the MSE occurs.
- **Collect information about previously occurring violent extremist behaviour** in the local, national and regional sports context.
- **Map the actors involved** locally, nationally, regionally, and internationally.
- **Map the stakeholders** using first-hand information, first locally, then nationally, regionally, and internationally.
- **Consult with experts** to obtain information.

## 2.1.2. Drivers of Violent Extremism

This chapter outlines the diverse and multi-layered causes of radicalization which act as drivers of violent extremism.<sup>61</sup> There is typically no single cause but rather a set of circumstances that create an environment conducive to radicalization and recruitment.

Two categories of factors drive people into terrorism. “Push factors” include structural conditions that “push” individuals towards violent extremism. “Pull factors” are personal motivations which attract individuals and “pull” them into violent extremist groups. Examples of both categories are mentioned in the *Plan of Action to PVE*:<sup>62</sup>

### Structural conditions (“push factors”)

#### Lack of socioeconomic opportunities

Countries which fail to generate sustainable levels of growth, create decent jobs for youth, and reduce poverty and inequality are more prone to violent extremism.

#### Marginalisation and discrimination

Experiences of exclusion, injustice, stigmatisation, and humiliation may incite those who feel disenfranchised to embrace violent extremism as a vehicle to advance their goals.

#### Poor governance, violations of human rights, and the rule of law

Violent extremism tends to thrive in an environment of poor governance, deficits of democracy, corruption, and a culture of impunity for unlawful behaviour.

<sup>61</sup> UNESCO, [Preventing violent extremism through education](#), p. 20.

<sup>62</sup> [A/70/674](#), paras. 24–37; UNESCO, [Preventing violent extremism through education](#), p. 21.

### **Prolonged and unresolved conflicts**

These can provide fertile ground for violent extremism due to suffering and a lack of governance resulting from these conflicts. Such conflicts also allow violent extremists to exploit deep-rooted grievances.

### **Radicalization in prisons**

Harsh treatment in detention facilities can play a crucial role in recruiting large numbers of individuals who join violent extremist groups and terrorist organizations.

## **Individual motivations and processes (“pull factors”)**

### **Individual backgrounds and motivations**

Individual motivations for embracing violent extremism vary from serious to routine. They can encompass experiences such as suffering or witnessing torture, the death of a relative or friend by security forces, trials perceived as unfair, the loss of property, or the humiliation of a parent.

### **Collective grievances and victimization**

Enduring domination or subjugation can provoke powerful emotional reactions, which may be exploited by charismatic leaders.

### **Distortion and misuse of beliefs, political ideologies, and ethnic and cultural differences**

Distortion and misuse of beliefs, political ideologies, and ethnic differences are utilized to divide nations, cultures, and people, dividing the world into “us versus them.”

### **Leadership and social networks**

While all the above-mentioned aspects can contribute to violent extremism, a social element must also exist which provides some form of organization. This is often established through charismatic leaders or informal family and social networks.

Extremist groups employ a range of strategies to recruit individuals to their causes. These techniques may sometimes vary from community to community within the same ideology.<sup>63</sup> In some cases, groups may promise employment and, thereby, a means for recruits to provide for their families.<sup>64</sup> In others, becoming part of such a group may strengthen an individual’s self-esteem by offering a feeling of “usefulness” and belonging.

---

<sup>63</sup> UNESCO, Mahatma Gandhi Institute of Education for Peace and Sustainable Development, [Youth Led Guide on Prevention of Violent Extremism through Education](#) (New Delhi, Mahatma Gandhi Institute of Education for Peace and Sustainable Development, 2017), p. 73.

<sup>64</sup> UNDP, [Preventing Violent Extremism through Promoting Inclusive Development, Tolerance and Respect for Diversity](#), p. 18.

Some groups operate within educational systems and universities, while others use violent acts to spread their ideology. Extremists may abduct or smuggle young people and coerce them into participating in violent acts, or they may offer financial and/or educational opportunities and/or recruit them via social media and the internet.<sup>65</sup>

The above-mentioned motives, drivers, and recruitment strategies must be effectively targeted through PVE programmes as follows:

#### Action points<sup>66</sup>

- **Determine the drivers** of violent extremism in local, national, and regional contexts.
- **Identify those most vulnerable** to recruitment.
- **Identify actors** involved in the recruitment.
- **Distinguish the incentives, objectives, and capacities** of both recruiters and recruits.
- Learn more about the **relationships between these actors**.
- **Analyse the roles of men and women** in recruitment.
- **Assess local needs** concerning preventing violent extremism.
- **Map the stakeholders with** first-hand information, first locally, then nationally, regionally, and internationally.
- **Consult experts** to obtain necessary information.

### 2.1.3. A Holistic Approach to Preventing Violent Extremism

In order to respond adequately to the various forms and drivers of violent extremism, it is vital to take a comprehensive approach, which encompasses ongoing security-based counter-terrorism measures, in tandem with systematic preventive measures directly addressing the structural and individual drivers of extremism.<sup>67</sup>

The planning and implementation of security-based counter-terrorism measures in the context of MSEs is described in the *Global Sports Programme's* security guide. This handbook provides guidance on measures that can be taken to prevent such violent extremism from occurring.

→ For more information about security measures at MSEs, please see the [Guide on the Security of Major Sporting Events: Promoting Sustainable Security and Legacies](#).

A broad and holistic approach to PVE requires the concerted and collective efforts of the below-mentioned **actors at the international, regional, national, and local levels**.

---

<sup>65</sup> UNESCO, Mahatma Gandhi Institute of Education for Peace and Sustainable Development, [Youth Led Guide](#), pp. 92-93.

<sup>66</sup> UNDP, [Frontlines](#), p. 45.

<sup>67</sup> [Plan of Action to Prevent Violent Extremism](#) (A/70/674), para. 6.

**International:** UN agencies, entities, and programmes that are members of the UN Global Counter-Terrorism Coordination Compact, with UNOCT as the coordinating office;<sup>68</sup> global civil society organizations (CSOs) and research centers such as the Global Center on Cooperative Security (United States), the Hedayah Center (United Arab Emirates), the Institute for Security Studies (Republic of South Africa), and the International Centre for Counter-Terrorism (The Netherlands).

**Regional:** International organizations such as the African Union (AU) and its Citizens and Diaspora Directorate (CIDO), the Association of Southeast Asian States (ASEAN), the European Union (EU) and its Radicalisation Awareness Network (RAN), the Organization for Security and Co-operation in Europe (OSCE) and its Action against Terrorism Unit, the League of Arab States, the Organization of American States (OAS) and its Inter-American Committee against Terrorism (CICTE), the Pacific Island Forum (PIF) and its working group on counter-terrorism.

**National:** States and their respective ministries and departments, including the military and the police, religious organizations, prisons, schools, NGOs offering de-radicalization and reintegration programmes, hotlines and information centers, etc.

**Local:** municipal actors, schools, and community stakeholders such as NGOs, youth centers, cultural and sporting institutions, including individuals such as teachers, parents, coaches, youth workers, youth, religious leaders, and prisoners.

→ For contact information for the actors listed, see the Annex below.

Methods and approaches to PVE programming vary depending on the field and level at which the respective actors operate. While UN entities and regional organizations provide global and regional frameworks, as well as tools for guidance and support, states are responsible for developing National Action Plans (NAPs) on PVE; these include the development of policies and provision of funds for programmes and initiatives that are, in turn, implemented by schools, NGOs, youth and service centers, along with cultural and sporting institutions.

**Common elements of PVE** include the strengthening of good governance, human rights, and the rule of law,<sup>69</sup> in addition to behavioural tools such as education, skills development, inclusion, youth empowerment, community engagement, employment facilitation, gender equality, dialogue and conflict resolution, rehabilitation, and strategic communication.<sup>70</sup>

---

<sup>68</sup> See [www.un.org/counterterrorism/global-ct-compact/entities](http://www.un.org/counterterrorism/global-ct-compact/entities).

<sup>69</sup> *Plan of Action to Prevent Violent Extremism* (A/70/674), para. 50.

<sup>70</sup> UNOCT, “[International Hub on Behavioural Insights to Counter Terrorism](#)”, video, 24 June 2021.

A combination of these approaches – along with coordination by the above-mentioned actors – enables the effective and successful prevention of violent extremism. MSEs themselves play a central role in PVE and should be regarded as a promising platform for the three pillars of (1) Promotion, (2) as a medium for Prevention, and (3) as a model for Leading by Example.

PVE measures at MSEs should be aligned with these three pillars. A step-by-step description of how to plan, design, and implement these measures is given in Chapters 3 and 4. The following recommendations guarantee a holistic approach to PVE in the context of MSEs:

#### **Action points**

- **Map stakeholders relevant to PVE** in the local, national, regional, and international contexts.
- **Identify stakeholders** for local, regional, national, and international cooperation.
- **Identify prevalent themes** with respect to the above-mentioned forms and drivers.
- **Consult** with government actors, municipalities, sport actors, schools, prisons, the media, and CSOs, including youth centers, youth-led organizations, women, and human rights groups.



## 2.2. The Potential for Major Sporting Events to Prevent Violent Extremism

Sport has the power to convey the essential human values of mutual respect, inclusion, solidarity, courage, and ethics. When applied within wider strategies of PVE, and in tandem with the involvement of local communities, encouragement of these values can work against the push and pull factors that can lead to violent extremism.

MSEs hold a unique position; they typically involve athletes from around the globe, reach huge audiences across regional, national, ethnic, religious, and economic divides, and simultaneously offer an opportunity for sustainable investment in infrastructure. MSEs thus have the potential to connect with vulnerable and marginalized groups at risk of radicalization and involve them as employees, workers, spectators, participants, or volunteers.

The following sub-chapters outline ways in which MSEs can address the drivers of violent extremism (2.2.1), present the actors involved in organizational roles, including target groups and multipliers of PVE programming (2.2.2), outline relevant values and competencies (2.2.3), and discuss the limitations of MSEs concerning PVE (2.2.4).

### 2.2.1. Addressing the Drivers

First and foremost, PVE measures at MSEs must address the main drivers of violent extremism, including the structural conditions, which push, and the personal motivations which pull individuals towards carrying out such acts. A brief introduction to potential ways MSEs can achieve this is given in the table below.<sup>71</sup>

Recommended actions for exploiting the potential of MSEs to contribute to PVE are described in detail in Chapter 4.

#### Structural conditions

#### Potential of MSEs

<b>Lack of socioeconomic opportunities</b>	MSEs can boost the local economy via investments, provide job opportunities in construction, tourism, media, security, and at the event itself. <sup>72</sup>
<b>Marginalization and discrimination</b>	MSEs can foster social inclusion and engage marginalized communities through the promotion of urban development and leaving a positive legacy in these neighbourhoods; thus they can also provide a platform for anti-discriminatory

<sup>71</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide for Policymakers](#), chap. 1.3; UNODC, [Technical Guide](#), p. 16.

<sup>72</sup> International Olympic Committee (IOC), ["Barcelona 1992: A model of Olympic Legacy"](#), 14 June 2019. Also highlighted in the Annex.

	messages and lead by example. <sup>73</sup>
<b>Poor governance, violations of human rights and the rule of law</b>	Although not always the case in the past, MSEs can promote and fulfill their obligations to human rights and thereby set positive examples of good governance. <sup>74</sup>
<b>Prolonged and unresolved conflicts</b>	MSEs can build bridges at local, regional, and national levels and help create a sense of shared identity. <sup>75</sup>
<b>Radicalization in prisons</b>	MSEs can reach prisoners, and, when combined with appropriate programmes, even supporting their reintegration into society. <sup>76</sup>

**Individual motivations**

**Potential of MSEs**

<b>Individual backgrounds and motivations</b>	MSEs can break down ethnic barriers, generate excitement, and create new role models who may motivate and inspire individuals to practice sport and join social spaces such as sports clubs. <sup>77</sup>
<b>Collective grievances and victimization</b>	If combined with targeted programmes and appropriate measures, MSEs can provide safe spaces for youth engagement, contribute to resilience, and positively empower young people. <sup>78</sup>
<b>Distortion and misuse of beliefs, political ideologies, and ethnic and cultural differences</b>	MSEs can be celebrations of unity and provide a platform to strengthen respect for diversity and intercultural and interreligious understanding. <sup>79</sup>
<b>Leadership and social networks</b>	MSEs can produce “new leaders” and create good role models who spread positive messages and encourage people to join sports clubs, which could give them a sense of belonging. <sup>80</sup>

<sup>73</sup> IOC, “[Economic impact](#)”, 22 October 2020; for the 1995 Rugby World Cup in South Africa, see Kristine Höglund, Ralph Sundberg, “Reconciliation through Sport? The case of South Africa”, *Third World Quarterly*, vol. 29, No. 4 (2008), pp. 805-818; see [www.farenet.org/campaigns/footballpeople-action-weeks/](http://www.farenet.org/campaigns/footballpeople-action-weeks/). All examples are listed in the Annex.

<sup>74</sup> Glasgow 2014, [Approach to Human Rights](#) (Glasgow, 2014); see [www.paris2024.org/en/a-social-charter-for-responsible-games/](http://www.paris2024.org/en/a-social-charter-for-responsible-games/). Both examples are described in the Annex.

<sup>75</sup> See the case of South Africa 1995 highlighted in the Annex: Höglund and Sundberg, “Reconciliation through Sport?”.

<sup>76</sup> See Creative Skills for Peace initiative in Cameroon highlighted in the Annex.

<sup>77</sup> See 1995 Rugby World Cup in South Africa, Basketball Without Borders or the German Association of Martial Arts Schools against Violent Extremism, all described in the Annex.

<sup>78</sup> See FIFA Football for Hope South Africa 2010, Basketball Without Borders, Parivartan Programme in India, Sabaoon Rehabilitation Centre, and others described in the Annex below.

<sup>79</sup> See FARE’s Football People Action Weeks and the 1995 Rugby World Cup, among others listed in the Annex.

<sup>80</sup> See Leicester Prevent and The German Association of Martial Arts Schools against Violent Extremism, both highlighted in the Annex.

### Action points

- **Identify drivers of violent extremism** specific to the local context, which the MSE can address.
- **Assess possible actions which could address these drivers** (see Chapters 3 and 4).

## 2.2.2. Actors

MSEs involve multiple actors, such as organizers, governing bodies at various levels, commercial partners, suppliers, media, spectators, and civil society. For PVE programming, it is necessary to distinguish between actors directly involved in MSEs, target groups for PVE measures, and the multipliers and partners.

**Directly involved actors** are those who are involved in staging the event.

**Target groups** are groups and individuals to be addressed and should benefit from PVE measures.

**Multipliers and partners** are organizations and individuals who support the implementation and share the message of PVE measures.

### Actors directly involved in MSEs

<b>International and regional level</b>	<b>National and local level</b>	<b>Both levels</b>
Sport governing bodies	Local organizing committees	Contractors (construction, transport, technology, event management, tourism)
	Sport governing bodies	
<b>Individuals at both levels</b>	Sport federations	Suppliers
Athletes	Sport leagues	Sponsors
Officials	State actors (ministries, offices, regions, municipalities)	Media
Employees	Police	
Volunteers	Security	
Supporters		
Spectators		
Neighbours		

Directly involved actors can include some target groups, as well as multipliers and partners in PVE. The following overview will help MSE planners conduct a thorough mapping of both groups.

### Target groups for PVE measures

Individuals of all genders and backgrounds, including those often excluded from MSEs, such as individuals from communities that may be marginalized and/or vulnerable.

## Multipliers and partners

### Institutions

UN  
Regional organizations (AU, EU, OAS, etc.)  
Sport federations, leagues, and clubs  
Companies  
Sponsors  
Police  
Prisons  
Schools  
Civil Society Organizations  
Youth Centres  
Media

### Individuals

Athletes  
Coaches  
Teachers  
Parents and Relatives  
Counsellors  
Social and youth workers  
Psychologists  
Politicians  
Employees  
Supporters  
Spectators

### Action points

- **Map public, private and individual actors** involved in the MSE.
- **Identify who should and can take an active role** in PVE intervention(s).
- **Identify target group(s)** for PVE intervention(s).
- **Identify multipliers and partners** that can support PVE intervention(s).

## 2.2.3. Values and Competencies

MSEs have the potential to convey essential human values and competencies. The following core values can be leveraged and even strengthened through targeted and holistic PVE programming at MSEs.

### On an individual level:

- Confidence
- Empowerment
- Intercultural competencies
- Leadership
- Resilience
- Self-esteem
- Self-worth
- Sense of belonging
- Social and emotional skills

### On a societal level:

- Democracy
- Transparency
- Accountability
- Respect for Diversity
- Equality
- Integrity
- Inclusion
- Social cohesion
- Solidarity
- Teamwork
- Tolerance

→ For further information about how sport generally contributes to PVE, see the [Guide for Policymakers for the Use of Sport for the Prevention of Violent Extremism](#); and Chapter 3 (Sport for Preventing Violent Extremism).

### Action Point

→ **Identify values and competencies** that should and can be specifically promoted through the MSE.

## 2.2.4. Limitations

While MSEs offer promise and complement other approaches, including wider regional, national, and international strategies, they have their limitations. The following factors must be considered in order to develop successful PVE programmes:

- **Division through competition:** Sports build on performance but also on competition. This is true for both individual and team sports. Competition among athletes and teams may sow division among spectators and viewers, which can lead to hostility, including expressions of violence against other athletes, teams, and their supporters.<sup>81</sup>
- **Discrimination:** As in society, discrimination can also surface in sports and MSEs. Hostility and expressions of violence against athletes, teams, and supporters may occur, along with devaluation and discrimination based on race, religion, belief, gender, sexual orientation, and gender identity, nationality, and ethnic background.<sup>82</sup>
- **Threats to human rights:** Mass events such as MSEs can pose threats to human rights on various levels; these can include workers' and children's rights, rights of minorities, rights of local communities affected by MSEs, as well as the rights to freedom of speech and assembly.<sup>83</sup>
- **Exclusion:** MSEs can be exclusive to women, LGBTQIA+, disabled people facing accessibility barriers at MSE venues, and those unable to afford tickets.<sup>84</sup>
- **Instrumentalization:** Some sports and MSEs are instrumentalized by violent extremists. Football and hate groups are one such example. Other groups use martial arts to spread

<sup>81</sup> UNOCT, UNAOC, UNICRI and ICSS, [Report: Online Youth Consultation on Preventing Violent Extremism through Sport](#) (2021), p. 4.

<sup>82</sup> FARE network, [Global guide to discriminatory practices in football](#) (London, June, 2018).

<sup>83</sup> IHRB, [Striving for Excellence: Mega-Sporting Events and Human Rights](#) (October, 2013); IHRB, [Human Rights Challenges in the Hosting of MSEs](#) (May, 2014); CSHR, [Risks to Children in Relation to Mega-Sport Events](#) (2020); CSHR, [Games Time. Planning and Acting to Respect Human Rights in Mega-Sporting Events](#) (April, 2020), pp. 10-11.

<sup>84</sup> Stands for lesbian, gay, bisexual, transgender, queer, intersex, asexual and more.

extremist ideology and unite members through comradeship, loyalty, and a sense of brotherhood.<sup>85</sup>

- **Resistance by extremists:** The potential exists for extremists to respond with resistance to PVE measures in sports in general, as well as in the context of MSEs.
- **Sustainability:** Services and jobs, social programmes, and infrastructure investments initiated by MSEs often lack sustainability and frequently cease at the conclusion of the event.
- **Need for more practice and results:** While various examples showcase the positive effects of sport and MSEs on PVE (see Annex), more experience is required, along with a detailed analysis of the long-term effects of PVE programming in general,<sup>86</sup> and in the context of sport and MSEs in particular.<sup>87</sup>

These limitations deserve special attention when planning and designing measures contributing to PVE (Chapter 3) and should be addressed specifically within the measures outlined in Pillar 3 of Chapter 4, Leading by Example.

If these limitations are acknowledged and dealt with appropriately, MSEs can provide a powerful tool for promoting peace and inclusivity, fostering dialogue, mutual respect, and equality, and hence living up to their values by helping to prevent violent extremism.

#### Action points

- **Identify limitations** present in the context of the MSE.
- **Evaluate the necessity of addressing these limitations** in order to put effective and credible PVE measures into place.
- **Find ways to address these limitations** where required.

---

<sup>85</sup> See Chapter 2.1.1; RAN, [The role of sports in violent right-wing extremist radicalisation and P/CVE](#), pp. 9-11; UNOCT, UNAOC, UNICRI and ICSS, [Report: Virtual High-Level Meeting on Sport for Preventing and Countering Violent Extremism Conducive to Terrorism & Virtual International Expert Group Meeting on Sport for Preventing and Countering Violent Extremism Conducive to Terrorism](#) (2020), p. 14.

<sup>86</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 7.

<sup>87</sup> UNODC, [Technical Guide](#), p. 15.

## 2.3. Focus Areas

To adequately respond to the threat of violent extremism at an MSE, the baselines concerning PVE must be enshrined and guaranteed before planning any targeted actions.

The following four areas have been proven to contribute to PVE: the protection and respect of human rights (2.3.1), community engagement (2.3.2), the meaningful participation of youth (2.3.3), and the empowerment of women and girls (2.3.4).

While the protection and respect for human rights is the most powerful tool against the drivers of violent extremism,<sup>88</sup> the meaningful participation of youth, women, and girls in programming, implementation and evaluation can also be a potent force against their exploitation by violent extremist and terrorist groups.<sup>89</sup>

### 2.3.1. Human Rights

Following the *UN Plan of Action*, preventing violent extremism is both a commitment and an obligation under the principles and values enshrined in the *Charter of the United Nations*, the *Universal Declaration of Human Rights*, and other international human rights instruments<sup>90</sup>, including the *International Covenant on Civil and Political Rights* and the *International Covenant on Economic, Social and Cultural Rights*. Furthermore, when preventing and countering violent extremism, it is obligatory to protect and respect human rights.<sup>91</sup> Violent extremism does not evolve in a vacuum, and the aforementioned drivers frequently stem from human rights violations.<sup>92</sup>

As stated by the Centre for Sport and Human Rights, delivering major events almost inevitably includes some form of risk to human rights.<sup>93</sup> Thus, independently of PVE, human rights must be at the core of any MSE. If they are fully realized, the breeding ground for violent extremism will also diminish.

As highlighted by former UN Secretary-General Ban Ki-moon in his *Plan of Action to PVE*, “[t]he creation of open, equitable, inclusive, and pluralist societies, based on the full respect of human rights and with economic opportunities for all, represents the most tangible and meaningful alternative to violent extremism and the most promising strategy for rendering it unattractive.”<sup>94</sup>

---

<sup>88</sup> [Plan of Action to Prevent Violent Extremism](#) (A/70/674), para. 7.

<sup>89</sup> UN Secretary-General, [“Opening remarks at High-level Conference on Counter-Terrorism”](#), 28 June 2018.

<sup>90</sup> [A/70/674](#), para. 40.

<sup>91</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 9.

<sup>92</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 14.

<sup>93</sup> CSHR, [Games Time](#), p. 13.

<sup>94</sup> [A/70/674](#), para. 7.

In 2011, the UN adopted the *Guiding Principles on Business and Human Rights* (UN Guiding Principles),<sup>95</sup> which outlines the human rights obligations of both states and non-state actors (businesses). These principles are also valid for actors in sport as they apply at an entrepreneurial level, particularly in the context of MSEs.<sup>96</sup>

The following actors have an obligation to protect and respect human rights and to remedy violations:

<p><b>Protect</b> State Actors</p>	<p><b>Respect</b> State and non-state actors</p>	<p><b>Remedy</b> State and non-state actors</p>
--	--	---

**Protecting** human rights is the duty of states, and to guarantee these rights, proactive measures must be taken. **Respecting** human rights means creating a climate where these rights are fully valued and not infringed upon. If violations occur in spite of this, it is the duty of both state and non-state actors to **remedy** this situation.

In the context of MSEs, there is a distinction between state and non-state actors, as well as the groups affected. While state and non-state actors are the so-called duty-bearers – defined as legal persons who have responsibilities with respect to human rights – those affected and whose rights must be guaranteed are described as the right-holders.

<p><b>State actors</b> Ministries, their offices and institutions, including police, social security etc. Regional and local administrations, including municipalities</p>	<p><b>Non-state actors</b> Sport governing bodies Sport federations Sport leagues and clubs Companies Sponsors Private security agencies Caterers Media</p>	<p><b>Affected groups</b> Nearby residents Workers Volunteers Athletes Marginalised and vulnerable people All other individuals whose rights could be infringed upon by the MSE</p>
--	---	---

<sup>95</sup> United Nations, [Guiding Principles on Business and Human Rights. Implementing the United Nations “Protect, Respect and Remedy” Framework](#) (2011).

<sup>96</sup> John G. Ruggie, [“For the Game. For the World. FIFA and Human Rights”](#), *Corporate Responsibility Initiative Report*, No. 68 (Cambridge, MA, Harvard Kennedy School, 2016).



## Human rights at particular risk by MSEs:<sup>97</sup>

- **Workers' rights and the right to health** can be affected at construction sites, which often involve migrant workers with less protection than locals.
- **Children's rights** around the event could be affected by forced evictions due to the construction of stadiums and other venues; they may also be adversely affected by factors such as child labour in the sporting goods industry supply chain.
- **Right to housing and the right to education** can occur in connection with forced evictions, where children may lose access to schools and their usual social environment.
- **Freedom of expression and the right to assembly** can be affected if protests are suppressed, and certain groups are unable to express their views without being threatened.
- **Non-discrimination** can be affected if LGBTQIA+ people are not given equal access to sports venues and public spaces and/or if men and women do not have equal access to stadia, jobs, and equal pay.
- **Rights of people with disabilities** can be affected concerning infrastructural and visual barriers.

MSEs should be organized in such a way that human rights are respected, and all precautions are taken to prevent infringements and violations; this should be based on the *UN Guiding Principles* and take into account internationally binding standards, as well as national legal frameworks.

### Guidance

- **Identify risks** through a human rights impact assessment in consultation with human rights experts, responsible state departments, CSOs, and affected groups.
- **Embed human rights into all stages of event planning** by adopting a human rights strategy, clarifying the responsibilities of involved actors, and including human rights in contracts with stakeholders, including contractors, sponsors, etc.
- **Mitigate risks** through integrating risk assessment results into internal and external processes, along with setting respective measures within the lead federation and organizing committee in the context of the event and supply chain.
- **Cooperate with stakeholders** by establishing a human rights complaints mechanism and **remedying violations** in cooperation with actors responsible for violations.
- **Monitor, evaluate and share knowledge** with former and future hosts.

→ For more information about **human rights** in the context of MSEs, see the Centre for Sport and Human Rights (CSHR) [website](#) and the materials and contacts in the Annex.

---

<sup>97</sup> IHRB, *Striving for Excellence*; IHRB, *Human Rights Challenges in the Hosting of MSEs* (May, 2014); CSHR, *Risks to Children*; CSHR, *Games Time*, pp. 10-11.

## 2.3.2. Community engagement

MSEs involve large numbers of athletes from around the world, as well as coaches, national and international staff, and huge numbers of spectators. Thus, MSEs require the construction and/or renewal of infrastructure, which inevitably affects surrounding communities. This can be positive – through urban renewal or improved housing conditions – however, due to their proximity to event venues, these areas can also be negatively impacted through forced evictions and/or disturbances through noise and traffic.

The *Plan of Action to Prevent Violent Extremism* emphasizes that one of its priorities is the engagement of local communities.<sup>98</sup> In addition, the *Seventh Review of the UN Global Counter-Terrorism Strategy* encourages Member States to “engage with local communities (...) in tailored strategies to counter violent extremist narratives that can incite recruitment to terrorist groups.”<sup>99</sup> UN Secretary-General António Guterres has also repeatedly stressed the importance of the involvement and support of local communities in preventing violent extremism and countering terrorism. “Local communities are at the front line of efforts to protect vulnerable people from succumbing to pernicious ideologies,”<sup>100</sup> and “building critical thinking within communities can make them more resilient and less vulnerable to hate speech, which has fuelled many atrocities.”<sup>101</sup>

With respect to MSEs, the involvement of local communities can lead to a greater sense of ownership among the local population and more targeted and positive outcomes for employment opportunities and/or improvements to infrastructure.

Local communities should therefore be involved in MSE and PVE planning right from the outset. Their active engagement can ensure that MSEs are cautiously and duly embedded into the local environment and that MSEs meet local needs and challenges with respect to PVE.

### Guidance

- **Identify communities that will be affected** by the MSE.
- **Identify vulnerable and deprived communities that** could greatly benefit from PVE.
- **Identify community and religious leaders, civil society, and other actors** in the above-mentioned communities with relevant influence and expertise.
- **Consult with the above-mentioned actors** regarding local needs and challenges, specifically with respect to PVE.
- **Develop joint approaches and strategies** to leverage the event to prevent the emergence of violent extremism and contribute to community based PVE.
- **Utilise the influence of the above-mentioned actors** to develop trust and promote the approaches and strategies aiming at PVE in the respective communities.

---

<sup>98</sup> [A/70/674](#), para. 51.

<sup>99</sup> [A/RES/75/291](#), para. 16.

<sup>100</sup> UN Secretary General, “[Opening Remarks at High-Level Conference on Counter-Terrorism](#)”, 28 June 2018.

<sup>101</sup> UN Secretary General, “[Remarks to Group of Friends on Preventing Violent Extremism](#)”, 1 March 2019.

→ For more information about **community engagement** in the context of sport, MSEs, and PVE, see the *Global Sports Programme's [Compendium of existing policies, projects, and initiatives aimed at making use of sport and its values as a tool to prevent violent extremism](#)*, and the material and best practices in the Annex.

### 2.3.3. Meaningful Youth Participation

Statistics show that one in four young people aged 15-29 is affected by violence and/or armed conflict.<sup>102</sup> According to former UN High Commissioner for Human Rights Zeid Raad Al Hussein, “many young people experience a sense of disenfranchisement and marginalization, which may leave them vulnerable to violent extremism. In addition to being potential perpetrators and victims of violent extremism, young people are also crucial players in prevention efforts and thus an important part of any solution.”<sup>103</sup>

UN Secretary-General António Guterres also stated: “[y]outh are our hope and future. We need to harness the positive energy of young people by increasing investment in education and employment opportunities. We also need to empower them by giving them the tools they need to combat oppressive extremist narratives, xenophobia, and hate speech. And our counter-terrorism measures must also reflect their views and concerns.”<sup>104</sup>

In his *Resolution on Youth, Peace, and Security*, Secretary-General António Guterres “recognizes the role of youth in promoting a culture of peace, tolerance, intercultural and interreligious dialogue.”<sup>105</sup> Youth involvement must therefore play a central role in PVE programming, from effective communication strategies and connecting with CSOs to organize events to providing alternative narratives and encouraging youth leadership.<sup>106</sup>

Evidence shows that **young people bring strengths and attitudes** that may constitute a strong resource for PVE:<sup>107</sup>

---

<sup>102</sup> UNODC, *Practical Guide*, p. 11.

<sup>103</sup> *Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism* (A/HRC/33/29), para. 42.

<sup>104</sup> “Secretary-General, at Opening of Counter-Terrorism Conference, Says Response to Scourge Must Be as Agile, Multifaceted as Threat”, 28 June 2018.

<sup>105</sup> Security Council [resolution 2419](#) (2018), p. 9.

<sup>106</sup> UNOCT, UNAOC, UNICRI and ICSS, *Report of the First National Focal Points Virtual Meeting on the Prevention of Violent Extremism workstream* (2020). Within the framework of the *UN Global Programme on Security of Major Sporting Events, and Promotion of Sport and Its Values as a Tool to Prevent Violent Extremism*.

<sup>107</sup> UNOCT, UNAOC, UNICRI and ICSS, *Report of the First National Focal Points Virtual Meeting*, p. 25; UNICEF, “[Landmark intergenerational poll shows young people are 50% more likely than older generations to believe the world is becoming a better place – yet impatient for action on mounting crisis](#)”, 16. November 2021.

- Youth have **on-the-ground knowledge and connections**. They are in close contact with their peers and can also access hard-to-reach youth groups.
- Though typically working with limited support, it is young people who are often **at the forefront of activism** and addressing challenges in their communities.
- Young people are twice as likely to **identify as part of the world and global citizens** than older generations.
- Young people are twice as likely as older generations to **believe that the world is becoming a better place**.
- Youth tend to be **more inclusive and open to change and diversity** than older generations.

Meaningful youth involvement should go beyond mere tokenism; they must be given a voice in decision-making processes and an active role in planning and implementation. Youth participation is examined in greater detail in Chapter 4. However, the following are some key principles that will ensure equal participation and help break down barriers to inclusion:<sup>108</sup>

#### Guidance

- **Include youth at all stages of PVE**, from preparation and planning to implementation, monitoring, and evaluation of programmes.
- **Integrate young people of all genders** into decision-making processes.
- **Foster trust** between decision-makers and young people.
- **Involve difficult-to-reach youth**, such as those from underrepresented groups.
- **Specifically include young leaders in marginalized areas** to ensure all voices are heard.
- **Actively involve youth-led organizations** and consult with local, as well as regional, and international youth groups.

→ For more information about **meaningful youth participation** in the context of sport and PVE, see the *Global Sports Programme's Report: Online Youth Consultation on Preventing Violent Extremism through Sport*, and materials from UNESCO, UNDP, and UNICEF listed in the Annex below.

### 2.3.4. Gender Sensitivity and the Empowerment of Women and Girls

As stated by former UN Secretary-General Ban Ki-moon, “[w]omen’s empowerment is a critical force for sustainable peace. While women sometimes play an active role in violent extremist organizations, it is also no coincidence that societies for which gender equality indicators are higher

<sup>108</sup> *Plan of Action to Prevent Violent Extremism* (A/70/674), para. 52. UNDP, *Frontlines*, p. 70; UNOCT, UNAOC, UNICRI and ICSS, *Report: Online Youth Consultation*; Security Council [resolution 2419](#) (2018), p. 4.

are less vulnerable to violent extremism. We must therefore ask ourselves how we can better promote women’s participation, leadership and empowerment across society”.<sup>109</sup>

When contextualizing the role of women in violent extremism, they are often seen merely as victims. In many respects, this is accurate, as it is typically women who are targeted for slavery and sex trafficking and oppressed into subordinate roles.<sup>110</sup> Women can play an important role in recruitment and are often recruited by violent extremists.<sup>111</sup>

According to the UNODC, “it is important to recognize agency and counter the stereotype that women are simply passive and submissive ‘followers’ as portrayed in their relationship to men (...), as opposed to being equally vulnerable to exploitation and recruitment within violent extremist networks and groups”.<sup>112</sup>

We must therefore be aware of the various ways women and girls are involved in order to address the drivers that lead them to violent extremism, in addition to adequately preventing them from becoming victims.

Organizers of MSEs are encouraged to take a gender-sensitive perspective on PVE programming and seize the potential of sport and MSEs to empower women and include them equally as target groups of PVE efforts, as well as in decision-making, planning, and implementing PVE measures.

Strategies to empower women include ensuring equal access to sports venues and MSE-affiliated jobs, equal pay, targeted training and skills development, as well as attention to women’s rights and/or resilience.

The empowerment of women and girls is covered in greater detail in Chapter 4. Following are some key issues to consider in the designing and planning phase.<sup>113</sup>

## Guidance

- **Adopt a gender-sensitive perspective** on the drivers of violent extremism.<sup>114</sup>
- **Understand gender as a category that incorporates all people**, including women, men, and boys, as well as those who identify as neither or both.<sup>115</sup>
- **Understand the various roles of women** in violent extremism.
- **Consult with women’s organizations** affected by violent extremism.
- **Mainstream gender perspectives** across PVE efforts.
- **Adopt a non-discriminatory approach** to PVE.
- **Actively engage and promote the participation of women** and their civil society groups in PVE.

<sup>109</sup> [Plan of Action to Prevent Violent Extremism](#) (A/70/674), para. 53.

<sup>110</sup> UNODC, [Technical Guide](#), p. 90.

<sup>111</sup> UNODC, [Technical Guide](#), p. 90.

<sup>112</sup> UNODC, [Technical Guide](#), p. 90.

<sup>113</sup> [Plan of Action to Prevent Violent Extremism](#) (A/70/674), para. 53; Security Council [resolution 2242](#) (2015).

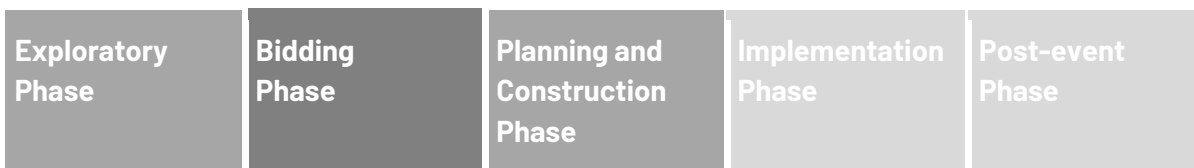
<sup>114</sup> [The United Nations Global Counter-Terrorism Strategy: seventh review](#) (A/RES/75/291), para 11.

<sup>115</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 21.

→ **Make women and girls visible** in PVE.

→ **Promote women's leadership.**

→ For more information about the **empowerment of women and girls** in the context of sport, see the materials and contacts in the Annex below.



### 3. DESIGN AND PLANNING

- **Introducing a theory of change approach as the foundation of a clear and targeted project design.**
- **Describing how to measure change.**
- **Illustrating key planning principles required prior to implementation.**

Before implementing measures aimed at PVE in the context of MSEs, a clear programme design is vital. This must factor in the local and regional setting, the needs of the target groups, and the characteristics of the event.

**Design and Planning in the MSE lifecycle:** The vision and concept for the event (Exploratory Phase) should already include action plans that contribute to PVE. Planning and design are integral to the bidding phase and, where applicable, should be part of the bid itself. This will be adapted and put into action as arrangements with partners and stakeholders evolve, and contracts are confirmed (Planning Phase).

This chapter illustrates techniques to develop a Theory of Change (ToC) as the foundation for an MSE that contributes to PVE (3.1). It also provides an introduction on how to measure this change (3.2), paving the way for the process of monitoring and evaluation (Chapter 5), and highlights key principles essential for effective and targeted measures (3.3).

## 3.1. Planning for Change

For an MSE to contribute to PVE, it is strongly recommended to plan and design the event in accordance with a Theory of Change (ToC). This method explains how and why a given event or measure or set of measures (as exemplified in Chapter 4), will lead to a specific change according to causal analysis based on available evidence.<sup>116</sup> The context in which a ToC is developed – including locality, region, and the specific challenges regarding violent extremism and type of MSE – determines the unique ToC of each event.<sup>117</sup>

**Developing a ToC should adhere to the following five steps:**<sup>118</sup>

### (1) Identify the focus and target groups

The first step is defining how the MSE will contribute to PVE. **The focus** should be on addressing the situation that needs to be changed. Awareness and identification of local and regional **challenges and requirements** with respect to violent extremism are essential to setting the focus. Once a focus is decided upon, target groups can be defined.

**Target groups** refer to the individuals who should benefit from the change.

→ For more about setting the focus and identifying challenges, needs, and target groups, refer to Chapters 2.1 and 2.2.

### (2) Identify the objective(s) and measures

Once the programme focus is set, the next step is to identify objective(s) and define the measures required to bring about the changes(s).

**The objective(s)** are the desired changes. **The measures** are the actions to be taken to achieve the change(s).

**The impact** is the ultimate benefit delivered to the target groups. **Outcomes** are short- to medium-term changes brought about by implementing the measures. For example, some outcomes of constructing sports facilities for an MSE could be that local sports clubs have more training opportunities once the event is over, and that more youth join sports clubs, improving their well-being and sense of belonging. An **output** is a product or service delivered or provided due to the measures taken. In the example above, the output resulting from the construction of sustainable sport infrastructure is the facility itself.

<sup>116</sup> United Nations Development Group (UNDG), [UNDAF Companion Guidance: Theory of Change](#) (2017), p. 4.

<sup>117</sup> UNODC, [Technical Guide](#), p. 103.

<sup>118</sup> UNGD, [Theory of Change](#), p. 5; UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), pp. 48-52.



→ For more about identifying adequate measures and achieving the desired impact, see Chapter 2.2 and Chapter 4. For defining outcome and impact, see chapter 3.2.

### **(3) Identify partners and key actors**

Partners and key actors are essential for interventions to successfully contribute to PVE and are central to planning, implementing, monitoring and evaluation. In order to guarantee the legitimacy of the interventions and ensure they find local acceptance and ownership, choices for specific actions, underlying assumptions, and potential risks should be assessed and validated by partners in the planning stage.

→ For an overview of potential partners, see Chapters 2.1.3 and 2.2.2.

### **(4) Articulate assumptions**

It is important to articulate assumptions in order to clarify the aim of the measures to be implemented.

**Assumptions** are outcomes taken for granted and accepted as certain to happen when implementing specific measures.

→ Assumptions will be illustrated for all measures highlighted in Chapter 4.

### **(5) Assess the risks**

For positive assumptions to be realized, it is essential to carry out assessments of potential risks that may affect assumptions.

**Risks** are internal and external factors that may hinder the success of the planned measures. **Risk assessments** involve understanding the risks and knowing how and when to mitigate or avoid them in order to maximize the probability of a positive outcome.<sup>119</sup>

→ Potential risks will be thematized under the headline “Attention” for all measures highlighted in Chapter 4.

---

<sup>119</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 18.

## 3.2. How to Measure Change

**Monitoring and evaluation** (M&E) are integral to the design, ongoing programming, and success of a project and aim to both oversee and measure the expected change. When planning MSEs in terms of PVE, it is important to create a culture of reflection and learning, as well as to allocate sufficient time, personnel, and financial resources to build capacity in M&E.

### Monitoring

Monitoring progress and assessing situations as they arise throughout the event cycle is essential to PVE programming, as operational settings may change rapidly.<sup>120</sup>

### Evaluation

Evaluating the outcomes and impacts of the event assists future PVE efforts at MSEs by adding evidence about challenges faced, as well as success factors.<sup>121</sup>

→ The monitoring and evaluation process is described in detail in Chapter 5.

During monitoring and evaluation, clear outputs and outcomes for measuring change must be defined. Before taking any action, **indicators** should be set, **baseline assessments** made, and **benchmarks** decided upon.

### Indicators

Indicators measure the types and processes of change, including a programme's performance against stated objectives, outputs, outcomes, and, ultimately, impacts. Indicators tell us the type of data to collect and how and when it should be collected.<sup>122</sup>

Indicators can be quantitative or qualitative. An example of a quantitative indicator in the context of MSEs and PVE may be the number of youth enrolling in sport clubs, while qualitative indicators could include changes in behaviour and relationships of youth.<sup>123</sup>

---

<sup>120</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 86.

<sup>121</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 67.

<sup>122</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 17.

<sup>123</sup> UNHCR, IOC and Terre des hommes organization, [Sport for Protection Toolkit: Programming with Young People in Forced Displacement Settings](#) (2018), p. 57.

### **Baseline assessments**

“Baseline assessments help to build an understanding of the environment in which the intervention is taking place as it stands prior to the intervention.”<sup>124</sup> Baseline data enables us to establish a starting point from which to measure change. Using the renewal or construction of sport infrastructure as an example, a baseline assessment would involve determining the number of pre-existing sporting facilities, and/or the extent of youth participation in sports clubs prior to the MSE.

Although indicators should be defined prior to baseline assessments, assessments may lead to refinements, removal, or addition of indicators.<sup>125</sup>

### **Benchmarks**

Benchmarks are target values that a measure aims to achieve. In the sport infrastructure example, an indicator is the number of facilities constructed. The baseline assessment shows the number of facilities prior to the intervention, the benchmark states the anticipated number after the intervention, and the end-line assessment (part of the evaluation) states the actual number constructed or renewed.

→ Indicators will be exemplified for every measure highlighted in Chapter 4. This will help conduct baseline assessments and set benchmarks.

---

<sup>124</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 59.

<sup>125</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 64.

### 3.3. Key Principles

While planning and designing actions contributing to PVE at MSEs in accordance with the focus areas mentioned in Chapter 2.3, the following key principles are recommended for a successful, thorough, and rights-based intervention:

→ **Accountable management:** Guarantee accountable, transparent, and ethical management of each phase of the event and surrounding activities, from exploratory to post-event, including legacy, as well as social and environmental sustainability.

→ **Vision:** Define the event's vision from the outset of its lifecycle and its proposed benefits to the country and the local community in terms of quality of life, PVE, safety, and security, as well as its image and legacy.<sup>126</sup>

→ **Embedment in wider frameworks:** Consult and coordinate with regional, national, and international institutions to embed PVE measures into wider regional, national, and international strategies and, where possible, establish synergies and cooperation.<sup>127</sup>

→ **Partners and key actors:** Guarantee the engagement of multiple partners and actors, including state actors, companies, sponsors, the media, CSOs, youth-led organizations, and affected groups. Joint ownership and a programme supported by input from all actors will help guarantee a widely-supported programme and correspondingly broad impact.<sup>128</sup>

→ **Human rights-based approach:** MSEs must always protect, respect, and ideally also promote, human rights. MSEs must be planned in accordance with human rights standards, and PVE measures must follow a human rights-based approach (HRBA). Not only are responses to violent extremism that respect and protect human rights more effective and sustainable; a HRBA also advocates the inclusion of the most marginalised and vulnerable, leaving no one behind.<sup>129</sup>

→ **Do no Harm:** Prevent and mitigate any negative impact that actions and initiatives taken throughout the lifecycle of the event may have on target groups and any other involved individuals.<sup>130</sup>

<sup>126</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide on the Security of Major Sporting Events](#), pp. 38-39.

<sup>127</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide for Policymakers](#), chap. 4.2.

<sup>128</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide for Policymakers](#), chap. 4.2.

<sup>129</sup> As emphasised by the Deputy United Nations High Commission for Human Rights, responses to violent extremism that respect and protect human rights are more effective and sustainable.

[Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#), para. 25.

<sup>130</sup> UNOCT, [Reference Guide Developing National and Regional Action Plans to Prevent Violent Extremism](#) (2018); see <https://emergency.unhcr.org/entry/44765/humanitarian-principles>.

→ **Funding:** PVE measures at MSEs require adequate resources. Sponsors and companies should publicly commit to providing financial resources to support PVE, as should governments, international and regional institutions, along with private and public foundations.<sup>131</sup> Funds from states and investors may be acquired through targeted measures contributing to PVE within wider investments into infrastructure, tourism, and employment.

→ **Security:** PVE should be considered in conjunction with the security planning for MSEs whenever possible.

---

<sup>131</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide for Policymakers](#), chap. 3.1.

Exploratory Phase	Bidding Phase	Planning and Construction Phase	Implementation Phase	Post-event Phase
-------------------	---------------	---------------------------------	----------------------	------------------

## 4. TAKING ACTION

→ **Introducing PVE measures at MSEs along the pillars of promotion, prevention, and leading by example.**

→ **Illustrating key elements of implementation and aspects to consider for each measure.**

After an assessment of the local environment with respect to PVE is completed – which includes comparing assumptions of likely outcomes of specific measures with potential risks involved, and planning and designing the PVE strategy accordingly – implementation of the intervention can begin, in close cooperation with partners.

Given the specific landscape and reach of an MSE, it is recommended that the PVE programme be implemented according to three pillars.<sup>132</sup>

<b>Promotion</b>	<b>Prevention</b>	<b>Leading by Example</b>
------------------	-------------------	---------------------------

The Promotion pillar focuses on strategic communication and raising awareness. The Prevention pillar focuses on measures designed to sustainably address drivers of violent extremism. The third

<sup>132</sup> The logic of the selected pillars is borrowed from the four-pillar approach used in the sport and human rights field: “commit and embed”, “risk analysis”, “taking action” and “communicate”, along with the three pillars used in the promotion of mental health: “promotion”, “prevention” and “targeted intervention” (PPI). Mega-Sporting Events Platform for Human Rights, [Championing Human Rights in the Governance of Sports Bodies](#) (March, 2018); UNOCT, UNAOC, UNICRI and ICSS, [Report: Virtual High-Level Meeting](#), p. 23.

pillar, Leading by Example, comprises measures aimed at countering and preventing tendencies toward violent extremism.

The notes in the following colour-coded boxes detail how each pillar links to the security component of MSEs in order to illustrate the connection between PVE and security.

**Taking Action in the MSE lifecycle:** Selecting and adapting measures to the local and regional context begins at the bidding phase. Then comes further planning and preparation in cooperation with partners leading up to the event. Depending on the nature of the respective measures, these can be implemented at different stages of the event lifecycle. Certain activities, for example, those in Pillar 1, commence during the income generation phase (Planning Phase), while those in Pillar 3 only begin with the competition itself (Implementation Phase). “Taking action” ends in the Post-Event Phase, when certain outcomes leave a positive legacy and remain in place after the event. In contrast, others must be monitored in order to leave a positive and sustainable footprint.

The measures outlined in the following chapters will be followed by underlying assumptions, aspects to consider – including risks that may interfere with assumptions – actions to implement, and indicators for monitoring and evaluation.

The suggested measures and activities are not a blueprint. Instead, they should be adjusted to the challenges, drivers, and needs in the particular country and/or region and adapted to the respective event and its local and regional context.<sup>133</sup>

→ The actions are complementary and, in most cases, can also function independently of each other. The ultimate selection of measures for any given MSE depends on the nature of the event, the local and regional challenges, and the available resources.

→ With respect to language, caution should be exercised when using the terms “violent extremism”, “terrorism”, or “prevention of violent extremism” for the measures described. The sensitivity of the term can make people hesitant to engage, stigmatize participants and target groups, and even trigger violent extremist actions.<sup>134</sup>

Messages of peace, respect, tolerance, pluralism, and mutual understanding should be promoted instead.

---

<sup>133</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 8.

<sup>134</sup> UNOCT, UNAOC, UNICRI and ICSS, [Report: Online Youth Consultation](#), p. 5.

## 4.1. Promotion

MSEs attract a mass audience and receive broad coverage locally, nationally, regionally, and globally. With the general ethos of sporting competitions being one of fairness and respectful, friendly interaction among athletes, it is this aspect that has the potential to be leveraged to promote the prevention of violent extremism at MSEs.<sup>135</sup>

Pillar 1 shows how to promote values such as tolerance, mutual respect, integrity, solidarity, and equality, as well as suggesting methods to communicate plans and actions aimed at raising awareness towards PVE at MSEs.

The measures outlined below include internal and external communication strategies targeting different stakeholders and the public, including the use of campaigns and role models. Within the promotion pillar, in particular, suggested activities should use messages of respect and mutual understanding rather than overtly referring to PVE.

**Links between PVE and the security component of MSEs** are created when setting up community relations groups for communicating security-related content to local actors (see 4.1.1), as well as when communicating PVE-informed security approaches to the public (4.1.2).

### 4.1.1. Internal Communication

According to the UN General Secretary's PVE Plan of Action, strategic communication is a central tactic in taking action against violent extremism.<sup>136</sup>

In order to secure widespread commitment, it is critical that all stakeholders – including organizers, partners, sponsors, suppliers, organization staff members, teams, and athletes – understand the purpose, objectives, and measures of the PVE programme. A concise and thorough strategy outlining the main aspects of the programme, developed and agreed upon in the planning and design phase, is useful here.

Stakeholders should be kept informed and updated on plans and progress; this encourages further support and enables negotiation about funding for the implementation of PVE measures.<sup>137</sup>

---

<sup>135</sup> Vienna Institute for International Dialogue and Cooperation, [Human Rights and Mega-Sport Events. Human Rights Risks in the Context of Mega-Sporting Events and how to Prevent Them](#) (Vienna, 2017), p. 6.

<sup>136</sup> [A/70/674](#), para. 55.

<sup>137</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide for Policymakers](#), chap. 3.1.



## Assumptions

- A clear PVE strategy simplifies communication to partners.
- Embedding the PVE strategy into the organizational culture helps guarantee broad support for PVE efforts.
- Internal communication, as well as communication with/to stakeholders, builds a strong foundation for a committed, widely-supported, and well-implemented PVE programme.

## Actions<sup>138</sup>

- (1) Develop and communicate a PVE strategy illustrating key aspects and the vision for the programme.
- (2) Embed the strategy into the organizational culture.
- (3) Build skills, experience, and knowledge about PVE at operational and management levels
- (4) Appoint staff who are specifically responsible for PVE actions, as well as officers who liaise between stakeholders, such as sporting bodies, ministries, and other actors.<sup>139</sup>
- (5) Communicate the purpose, objectives, and measures of the PVE programme to MSE staff members, officials, participating sports teams, and athletes.
- (6) Communicate with sponsors, companies, and contracting partners, potentially requesting additional financial support for the programme.
- (7) Encourage sponsors and partnering companies to incorporate PVE into their corporate social responsibility commitments and communication strategies.<sup>140</sup>
- (8) Invite sponsors and partnering companies to add a PVE component to their MSE sponsorship and marketing agreements.<sup>141</sup>
- (9) Communicate to police and security officials.
- (10) Communicate to companies in the supply chain.
- (11) If possible, include a commitment to PVE within contracts with sponsors, companies, and media partners.
- (12) Communicate to media partners, local communities, and youth organizations.
- (13) Install a community relations group to communicate key contents regarding the MSE, activities aimed at PVE, security approaches, and areas of engagement to all stakeholders who may be directly or indirectly affected by the preparations and implementation of the event, including business operators and residents.<sup>142</sup>
- (14) Aim for the communication of a joint PVE and security approach.

---

<sup>138</sup> Mega-Sporting Events Platform for Human Rights, [The Mega-Sporting Event Lifecycle](#).

<sup>139</sup> UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives](#), p. 17.

<sup>140</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide for Policymakers](#), chap. 3.1.

<sup>141</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide for Policymakers](#), chap. 3.1.

<sup>142</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide on the Security of Major Sporting Events](#), p. 116.

### Attention<sup>143</sup>

- The strategy should be adopted at the highest organizational level (board and/or constitutional) and should express the organizer's expectations from personnel, partners, and participants.
- Ensure appropriate division of responsibility for the PVE programme.
- The strategy and programme may not receive unilateral support from internal actors and stakeholders; allow for feedback and engagement.
- Provide regular progress updates on the programme both internally and to stakeholders.

### Indicators

Quality of the strategy and its embedment; PVE communications to all relevant stakeholders and partners; quality and level of support from partners and stakeholders; additional funds raised; reactions of stakeholders and partners.

### Good Practice

→ The local organizing committee for the **Paris 2024 Olympic and Paralympic Games** set a benchmark with respect to human rights by including human rights clauses as part of the host city contract. Additionally, in 2019, the LOC and trade unions published a *Social Charter for Responsible Games*.

For more information and examples, including references to Paris 2024, see the Good Practice section in the Annex.

## 4.1.2. Public Communication

As stated by former UN Secretary-General Ban Ki-moon, “[w]hile violent extremists have demonstrated some sophistication in their use of old and new media tools, it is equally true that we who reject their message have largely failed to communicate to those who are disillusioned and disenfranchised a vision of the future that captures their imagination and offers the prospect of tangible change.”<sup>144</sup>

Public communication should thus not only reach wider audiences of MSEs with messages of tolerance, pluralism, and understanding, but, to adequately address PVE, these messages must also be spread to deprived communities, vulnerable and marginalized groups, as well as those who are at risk of radicalization, or are already radicalized. Detailed information about actions contributing to

---

<sup>143</sup> Mega-Sporting Events Platform for Human Rights, [Championing Human Rights](#), pp. 15-16.

<sup>144</sup> [Plan of Action to Prevent Violent Extremism](#) (A/70/674), para. 55; UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives](#), p. 17.

PVE should be communicated to the public throughout the MSE lifecycle without referring directly to PVE.

Public communication includes print media, TV, radio, internet, and social media. Although the internet can be used to spread extremist ideology and recruitment, it is also an essential tool for challenging the narratives of violent extremist groups<sup>145</sup> and entering into dialogue where possible.<sup>146</sup>

### Assumptions

- A public commitment to the vision at the outset ensures that PVE is a key part of the MSE.
- Frequent communication about PVE objectives, measures, and outcomes leads to greater awareness of PVE and promotes tolerance, pluralism, and understanding among athletes, teams, spectators, and, most importantly, vulnerable, and marginalized groups and communities.

### Actions

- (1) Publicly communicate the vision of the MSE with respect to PVE at the outset and throughout the MSE.
- (2) Establish a communication strategy that covers planned PVE measures throughout the event lifecycle and that is accorded and shared with partners, including sponsors.<sup>147</sup>
- (3) Set up an online platform that is either stand-alone, part of the event website, or the website of the event's organizing body.
- (4) Set up social media channels (Facebook, Instagram, TikTok, etc.) that stand on their own and/or incorporate PVE content into existing channels on a regular basis.
- (5) Include PVE content in the event's and/or organizer's newsletter.
- (6) Create online spaces and content on partner's websites and social media channels, and provide regular information about PVE measures in newsletters.
- (7) Provide frequent reports on the programme's progress and outcomes via these platforms.
- (8) Deliver regular content to partners to share publicly.
- (9) Aim for frequent inclusion of PVE-informed security content into communication (see Pillar 3).
- (10) Provide direct updates to the media about the programme's progress and outcomes.

### Attention<sup>148</sup>

- Public commitment should be developed in consultation with internal and external stakeholders, MSE and PVE stakeholders, as well as community representatives.
- If affordable, develop the communication strategy in cooperation with public relations and/or social media companies.
- Tailor the communication strategy to local contexts; it should appeal to youth, be gender-

<sup>145</sup> [Plan of Action to Prevent Violent Extremism](#) (A/70/674), para. 55.

<sup>146</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 52.

<sup>147</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide on the Security of Major Sporting Events](#), pp. 15-16.

<sup>148</sup> [Plan of Action to Prevent Violent Extremism](#) (A/70/674), para. 55; UNOCT, UNAOC, UNICRI and ICSS, [Guide for Policymakers](#), chap. 3.5.

sensitive, and be based on international human rights standards.

→ Publicly communicate in appropriate languages and use linguistically-appropriate spokespeople.<sup>149</sup>

→ Enhance networking and knowledge exchange by adopting a user-friendly interface for communication tools relatable to young people.

→ Promote grass-roots efforts to advance the values of tolerance, pluralism, and understanding.

→ Where possible, empower and enable victims to transform their loss and suffering into a constructive force for PVE by providing them with safe online and offline forums to tell their stories.

→ Be aware of potentially negative consequences of frequent public mention of PVE, as this may also encourage spoilers or even violent extremist activities around the MSE; mitigate through appropriate language, frequency, and awareness of triggers.

→ With regards to social media, engage with potentially negative/hostile comments with caution and establish a system to deal with negative/hostile comments; engaging in dialogue can trigger (more) online hate speech.

### Indicators

Reactions to public commitment; quality of communication strategy; communication platforms established; number and frequency of reports; number and frequency of responses; frequency and quality of discussions; extent to which communication tools reach vulnerable and marginalized groups and communities; media coverage.

### Good Practice

→ For the **Glasgow 2014 Commonwealth Games**, a human rights policy that outlined the key aspects of content and strategy was communicated well in advance.

For more detail on Glasgow 2014 and ongoing public communication, see the Annex.

## 4.1.3. Campaign

In addition to ongoing public and strategic communication, campaigns involving athletes, teams, fans, and spectators are a highly promising tool for reaching broad audiences, in particular to those often considered out of reach, such as individuals from vulnerable and marginalized communities.

With regards to PVE, MSEs provide a great platform for public campaigns aimed at strengthening mutual respect, as well as intercultural and interreligious understanding. It is recommended that

---

<sup>149</sup> CSHR, [Games Time](#), p. 36.

such campaigns focus on highlighting youth leadership and inclusion, thus connecting local youth to other activities aiming at PVE.

According to the UN High Commissioner for Human Rights, “online and offline ‘counter-narrative’ campaigns aimed at reaching a large group of young people may be ‘of great value as means of general education, designed to raise the population’s awareness and building a resilient society.’<sup>150/151</sup> At the same time, “direct engagement in small groups has shown the highest effectiveness, particularly with youth at imminent risk of joining violent extremist groups.”<sup>152</sup>

### Assumptions

- A campaign accompanying PVE measures at an MSE will raise the wider population’s awareness of the importance of building a resilient society.
- If appropriately targeted, a campaign in the context of an MSE will extend to those often out of reach of PVE programmes and encourage their active involvement.
- A campaign highlighting youth leadership will promote inclusion.

### Actions<sup>153</sup>

- (1) Design a campaign that is sensitive to local needs yet reaches a wide audience, as well as groups and individuals who are often hard to access.
- (2) Involve teams, athletes, and coaches in sharing messages during the event.
- (3) Create campaign materials and visuals to make the information identifiable, including banners, flyers, posters, or t-shirts.
- (4) Engage fan groups and channel their passion into positive social action.<sup>154</sup>
- (5) Enable the active participation of youth and identify and accompany youth leaders supporting the cause to create their own content.
- (6) Engage with youth-led organizations to assist in engaging youth and spreading campaign messages.
- (7) Create youth ambassador/influencer networks and indicate opportunities and platforms for engagement.
- (8) Maximise the potential of digital and social media.
- (9) Spread messages in public transport by placing athletes’ advertisements on the sides of buses and/or bus stops for example.

---

<sup>150</sup> Harald Weilnböck, [Confronting the counter-narrative ideology. Embedded face-to-face prevention and youth \(media\) work](#) (2015).

<sup>151</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 44.

<sup>152</sup> RAN, RAN Collection: *Preventing Radicalisation to Terrorism and Violent Extremism*; Weilnböck, [Confronting the counter-narrative ideology](#), in [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 44.

<sup>153</sup> UNOCT, UNAOC, UNICRI and ICSS, [Report: Online Youth Consultation](#), pp. 7-8.

<sup>154</sup> RAN, [EX POST PAPER: The role of sports and leisure activities in preventing and countering violent extremism](#) (March, 2019), p. 6.

## Attention<sup>155</sup>

- If possible, cooperate with public relations and social media companies.
- Find the correct language to raise awareness of PVE and create counter-narratives based on peace, respect, tolerance, pluralism, and mutual understanding.
- Provide short, clear, precise, and contextual messages which aim to build credibility and trust.
- Campaign slogans should avoid terms like “violent extremism,” “radicalization,” or “terrorism”; strengthening inclusiveness and fostering dialogue requires messages of empowerment, together with intercultural and interreligious understanding.
- Athletes and coaches may have legal contracts with sponsors involving clauses forbidding them to promote other causes in order to avoid controversy; engage with sponsors to allow athletes and coaches to spread these messages.
- Work alongside grass-roots organizations to ensure messages reach the widest possible audience.
- Find ways to spread messages among individuals and communities that may be vulnerable and/or marginalized.
- Take (digital) illiteracy into account, as well as the fact that not everyone has internet access, and adopt strategies that convey messages to all.
- Value the importance and influence of word of mouth.

## Indicators

Means used (print media, radio, TV, internet); material produced; messages delivered; quality of content; people and actors involved; people reached (age, gender, background); reactions received; media coverage.

## Good Practice

→ In the lead-up to the 2010 FIFA World Cup in South Africa, FIFA launched the **Football for Hope** campaign, which supported CSOs using football as a tool for social development. Another example of best campaign practice is the **Football People action weeks** organized by the FARE network to promote anti-discrimination in and through football. See the Annex.

### 4.1.4. Role Models

Professional athletes and coaches are individuals with particular influence who are often revered by people around the world. A well-planned and sensitive campaign aimed at raising awareness, highlighting youth leadership, and reaching vulnerable and marginalized communities can benefit

---

<sup>155</sup> UNOCT, UNAOC, UNICRI and ICSS, [Report: Virtual High-Level Meeting](#), p. 15.

from testimonials from both within and outside the world of sport. When presented in the language of the target audience, these testimonials are well-positioned to empower youth, promote mutual understanding across ethnic and cultural differences, offer hope, and disseminate positive, alternative narratives to violent extremist dogma.<sup>156</sup>

Role models can be selected to intensively promote messages of empowerment and inclusion; they can also be involved as ambassadors and mentors for youth, in particular for vulnerable and marginalized youth (see Pillar 2).

### **Assumptions**

→ The involvement of role models from various demographics, both within and outside the field of sport, increases awareness of tolerance, pluralism, and understanding among the wider audience of MSEs.

→ The involvement of role models from various demographics, both within and outside of sport, increases the chances of reaching those who are often inaccessible.

### **Actions**<sup>157</sup>

(1) Involve role models from inside and outside of the world of sport, to whom young people look up, especially at a local and community level.

(2) Develop messages together with role models, PVE experts, community-level and youth-led organizations.

(3) If possible, involve a public relations and social media company.

(4) Actively seek the involvement of athletes and find an appropriate framework to support and benefit from the rise of athlete activism.

(5) Engage intensively with selected role models and seek to involve them as youth ambassadors and mentors.

(6) Establish platforms where role models and youth can engage with each other and potentially create their own content.

(7) Potentially pair role models with community-based activities local to the MSEs.

(8) If deemed supportive and attractive, offer training in PVE communication to role models (see Pillar 2).

(9) Update role models on campaign developments and programme progress.

---

<sup>156</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide for Policymakers](#), chap. 3.2.

<sup>157</sup> UNOCT, UNAOC, UNICRI and ICSS, [Report: Virtual High-Level Meeting](#), p. 15; [Plan of Action to Prevent Violent Extremism \(A/70/674\)](#), para. 49.

## Attention<sup>158</sup>

- Do not focus exclusively on winners; only a small number of athletes can be winners, and the way a role model deals with losses, frustration, and doubt can be highly relevant for target groups.
- Engage athletes from minority groups and at-risk communities; youth from vulnerable communities may be more likely to look up to and empathize with them.
- Include athletes who are connected to or have an interest in the campaign, as opposed to athletes who are active in other campaigns or commercials, which could detract from the credibility of their messages.
- Engage sport and government officials as well as local authorities.
- Engage religious leaders to promote understanding between communities.
- Engage young role models from inside and outside the world of sport.
- Engage men as well as women and people of other genders.
- Engage people with disabilities.
- Engage role models with migrant and refugee backgrounds.
- When engaging athletes or coaches, ensure their participation is in accordance with their sponsorship agreements and potentially engage with sponsors from the outset.
- Establish spaces and events where role models can engage with youth and guide their exchanges.
- Seek out activities where role models and local communities can connect and exchange.

## Indicators

Number of role models engaged; information on their gender, age, and background; quality of their messages; number and type of responses on social media and other platforms; quality of engagement with youth; quality of engagement with local communities.

## Good Practice

- The Annex lists good practice examples involving role models from the **UEFA No to Racism Campaign** and the **Football People action weeks** coordinated by the FARE Network.

---

<sup>158</sup> RAN, [EX POST PAPER](#), p. 8; UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives](#), p. 36; UNOCT, UNAOC, UNICRI and ICSS, [Report: Online Youth Consultation](#), p. 7.



## 4.2. Prevention

Along with promoting a culture of respect, tolerance, and mutual understanding to a wider audience, it is equally important to put measures in place which regard youth as active agents of change, and which aim to empower marginalized and vulnerable youth.

Sport and MSEs alone cannot eliminate the causes of social exclusion conducive to violent extremism. Sport clubs, however, together with schools, families, and community services, play a central role in making an effective and positive impact. The diverse range of possibilities accompanying an MSE should be seized upon to take action at the local level that reaches those in need of support and equal opportunities.

The Prevention pillar comprises measures for engaging communities and empowering youth; it is geared at cooperation with schools, youth organizations, sport clubs, and prisons, along with offering skills development for target groups and training for multipliers.

**Links to security component:** when setting up a community relations group, when actively involving local communities in security planning, when establishing a community policing scheme (all 4.2.1), when offering workshops and training on security to local youth, volunteers and MSE staff, as well as offering training on PVE to police and security personnel (all 4.2.5).

### 4.2.1. Community Empowerment

Experience and knowledge acquired on human rights-compliant programming demonstrates that participatory measures, which include the active engagement and empowerment of communities, were among the most successful at PVE.<sup>159</sup>

MSEs affect the environment in which they are held; if integrated diligently, both socially and in terms of infrastructure, MSEs can exert a positive effect on communities. They can improve local infrastructure and public transport connections, involve local businesses, generate revenue, create jobs (see Pillar 3), and provide for better integration, participation, and education of marginalized and vulnerable youth.

Meaningful and sustainable engagement of local communities can lead to improved access to socioeconomic opportunities and the inclusion of marginalized people. It can help build bridges

---

<sup>159</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 28.

between disparate groups and create a sense of shared identity, thus directly targeting the drivers of violent extremism.

### **Assumptions**

- Actively engaging local communities in MSE preparation and planning guarantees more connection between the MSE, organizers, and communities, along with creating local ownership and self-worth for the latter.
- When the MSE is sustainably and carefully embedded in the local environment, communities will be willing to support the event and engage in related activities.
- PVE measures that engage local communities contribute to better infrastructure, greater revenues, and job creation, as well as empowering individuals through educational initiatives.
- PVE measures engaging local communities can give youth, in particular, a sense of belonging, strengthen their resilience, provide opportunities for their futures, and enable local actors and relatives to support their social development.
- Involving local communities in security planning can lead to sustainable upgrades in security standards and practices at the local level.

### **Actions**

- (1) Engage local communities from the outset of planning and guarantee their active engagement when preparing and implementing the MSE.
- (2) Engage with local communities by setting up a community relations group (see also 4.1.1)
- (3) Establish a trust-based relationship between communities and authorities, including security forces, as well as social and educational services.<sup>160</sup>
- (4) Involve relevant stakeholders and affected groups in PVE programming, as well as civil society actors, community leaders and religious leaders.<sup>161</sup>
- (5) Enable local ownership, thereby strengthening commitment and sustainability.<sup>162</sup>
- (6) Support the establishment of community-based sporting organizations and clubs (see 4.2.3)
- (7) Increase access to sport for local youth (see also 4.2.3).
- (8) Initiate community-driven side events, such as local tournaments and cultural festivals which encourage community cohesion and participation (with regards to sporting activities, see also 4.2.3).
- (9) Offer employment programmes and vocational training to vulnerable and marginalised youth (see 4.2.4, 4.2.6 and 4.3.2).
- (10) Include local youth in skills development training (see 4.2.4).

---

<sup>160</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 29.

<sup>161</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 30.

<sup>162</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 30.

- (11) Offer training on radicalization to families<sup>163</sup> (see 4.2.6).
- (12) Initiate programmes that emphasize clean neighbourhoods and community care, and encourage youth engagement and volunteering (see 4.1.2).
- (13) Establish a community policing scheme to actively engage communities in public safety and security<sup>164</sup> (see also 4.3.3).
- (14) Involve grassroots organizations as they are closest to the affected groups and benefit greatly from cooperation and increased visibility.<sup>165</sup>

## Attention

- Potentially-affected communities must be included in planning, preparing, and implementing the MSE from the outset.
- Measures are more successful if there is a pre-existing relationship with the communities.<sup>166</sup>
- Investing in community engagement provides benefits beyond preventing violent extremism.<sup>167</sup>
- Engagement with communities with a long history of distrust of the government can pose a challenge that requires well-considered strategies to overcome.<sup>168</sup>
- Sustainable and effective community outreach requires long-term engagement tailored to the specific context.<sup>169</sup>
- Comprehensive engagement of women at all levels is crucial for guaranteeing equal participation of women, making their voices heard, and achieving gender equality.<sup>170</sup>
- CSOs, in partnership with relevant authorities, may be best equipped for implementing measures aiming at PVE.<sup>171</sup>
- When implementing measures, they should have no direct or incidental effects that would result in discrimination, stigmatisation and/or racial or religious profiling.<sup>172</sup>
- Targeting specific groups and communities can be discriminatory, as it may lead to further stigmatisation and/or grievances.<sup>173</sup>
- It may be preferable to work with whole communities in identified areas, not only with the most vulnerable.<sup>174</sup>

<sup>163</sup> UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives](#), p. 18. (National Action Plan on PVE of the Philippines).

<sup>164</sup> See [www.osce.org/secretariat/107820](http://www.osce.org/secretariat/107820).

<sup>165</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 41.

<sup>166</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 41.

<sup>167</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 41.

<sup>168</sup> [Plan of Action to Prevent Violent Extremism](#) (A/70/674), para. 50.

<sup>169</sup> [Plan of Action to Prevent Violent Extremism](#) (A/70/674), para. 34.

<sup>170</sup> [Plan of Action to Prevent Violent Extremism](#) (A/70/674), para. 34.

<sup>171</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 38.

<sup>172</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 38.

<sup>173</sup> [Plan of Action to Prevent Violent Extremism](#) (A/70/674), para. 31.

<sup>174</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 23.

## Indicators

Number of local actors; individuals and relatives involved in PVE measures; number and quality of community-led measures; community-level events; integration of youth as employees, workers, and volunteers at the MSE; youth receiving vocational training; long-term effects of the usage of local sports facilities; the existence of local sports clubs; employment rates.

## Good Practice Examples

→ The **1995 Rugby World Cup in South Africa** offers a good example of building social cohesion after centuries of division. In the United Kingdom, **Leicester Prevent** empowers local communities to develop resilience to violent extremism. **Fútbol con Corazón** in South America and the **Mathare Youth and Sport Association (MYSA)** in Kenya carry out intensive work in development and community cohesion.

More detail of these examples can be found in the Annex.

## 4.2.2. Youth Empowerment

Empowering youth is one of the most critical aspects of PVE. States are responsible for providing youth with equal opportunities, ensuring their human rights are respected, and that their environment fosters a sense of belonging and strengthens their resilience.

Some youth however, especially those who are socially and economically marginalised, may be influenced and weakened by the drivers mentioned in Chapter 2, and thus more vulnerable to violent extremism.

Through dedicated and targeted PVE measures, MSEs have tremendous power and potential to reach, engage, and empower even the most vulnerable and marginalized youth.

## Assumptions

→ Engaging vulnerable and marginalized youth in PVE measures and the organization of MSEs strengthens their self-esteem and creates positive opportunities.

→ The engagement and active participation of at-risk-individuals strengthens their resilience and sense of belonging.

→ If established in an open, inclusive, and attractive way, a considerable number of youths of all genders will actively participate in platforms and activities.

## Actions

- (1) When planning and implementing PVE measures, enable and support cooperation with and between schools, youth centers, and youth-led organizations.
- (2) Engage vulnerable and marginalized youth as volunteers and staff at the MSE and encourage participation in skills development training (see 4.3.2).
- (3) Engage youth from all backgrounds as volunteers in programmes contributing to clean communities and community care (see 4.1.1).
- (4) Establish side events in local communities, such as sports tournaments (see below) and/or intercultural music and arts festivals, organized separately or in combination.<sup>175</sup>
- (5) Combine side events with workshops for the target groups (see skills development, 4.2.4) and training for multipliers (see 4.2.5).
- (6) Actively seek to engage refugees in youth activities and cooperate with NGOs and agencies working with refugees.<sup>176</sup>
- (7) Offer mentorship programmes to marginalized and vulnerable youth and, if possible, establish a relationship with role models (athletes, see also 4.1.4).<sup>177</sup>
- (8) Offer mentorship programmes to parents and relatives.<sup>178</sup>
- (9) Establish a referral mechanism for individuals “who display observable behaviours indicating they might be at risk of or vulnerable to engagement in violent extremism and radicalization that lead to terrorism.”<sup>179</sup>

## Attention

- According to UNESCO, peer-driven programmes are the most effective and should be aimed at developing life skills such as conflict management, teamwork, tolerance, and empathy.<sup>180</sup>
- Direct engagement in small groups has proven to be highly effective, in particular when engaging with youth at significant risk of joining violent extremist groups.<sup>181</sup>
- Participation in PVE programmes aimed at youth should be on a voluntary basis.<sup>182</sup>
- Ensure that initiatives are neither divisive nor discriminatory and include youth from all backgrounds.<sup>183</sup>
- Precautions must be taken to prevent the involvement of vulnerable and other youth in PVE

<sup>175</sup> UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives](#), pp. 34-35.

<sup>176</sup> UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives](#), p. 38.

<sup>177</sup> [Plan of Action to Prevent Violent Extremism \(A/70/674\)](#), para. 52; UNOCT, UNAOC, UNICRI and ICSS, [Report: Virtual High-Level Meeting](#), pp. 6 and 13-14; UNOCT, UNAOC, UNICRI and ICSS, [Report: Online Youth Consultation](#).

<sup>178</sup> [Plan of Action to Prevent Violent Extremism \(A/70/674\)](#), para. 50.

<sup>179</sup> OSCE, [Understanding Referral Mechanisms in Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism](#) (Vienna, April, 2019).

<sup>180</sup> UNESCO, [A Teacher's Guide on the Prevention of Violent Extremism](#) (Paris, 2016); RAN, RAN Collection: [Preventing Radicalization to Terrorism and Violent Extremism](#), in [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism \(A/HRC/33/29\)](#), para. 44.

<sup>181</sup> Weillböck, [Confronting the counter-narrative ideology](#), in [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism \(A/HRC/33/29\)](#), para 44.

<sup>182</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism \(A/HRC/33/29\)](#), para. 45.

<sup>183</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism \(A/HRC/33/29\)](#), para. 45.

programming from backfiring and thus increasing their sense of marginalization.

→ Institutions engaging with youth must provide safe spaces where young people can freely express their views with total respect for their human rights.<sup>184</sup>

→ When engaging with youth, educators and social workers must keep information about the individuals they work with confidential, unless the information is of a criminal nature or sharing is in the best interests of the child.<sup>185</sup>

→ With regards to mentorship programmes, engage female athletes equally as a positive influence for girls and young women.<sup>186</sup>

### Indicators

Number of youth – particularly vulnerable, marginalized and at-risk youth – participating in PVE measures and the MSE itself; their age; gender; social, ethnic, and religious background; extent of involvement of parents and relatives; the number of mentors and role models involved; number, type, and quality of side events; participation in these events; workshops and training offered; participation in same.

### Good Practice Examples and References

→ For more information on youth engagement and empowerment, along with detailed descriptions of planning and implementation, see the other measures in Pillars 2 and 3, as well as the materials highlighted in the Annex.

→ Youth empowerment was one of the main targets of FIFA's **Football for Hope** programme in South Africa. Another good example of youth-run activities is the aforementioned **MYSA**. See the Annex for more details about these and other examples of youth engagement and empowerment.

## 4.2.3. Sport Clubs and Sport Activities

As stated by the UNODC, sport can be an ideal tool for engaging and empowering youth and at-risk individuals in activities contributing to PVE. Involving young people in decision-making and leadership processes via sporting activities allows them to communicate safely and engage meaningfully in contextually appropriate dialogue about attitudes toward violence and extremism. Youth can take on diverse roles in sport programmes; as coaches, referees, captains,

---

<sup>184</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 46.

<sup>185</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 48.

<sup>186</sup> UNOCT, UNAOC, UNICRI and ICSS, [Report: Virtual High-Level Meeting](#), p. 14.

administrators, and team managers. Sport can also aid in establishing and supporting youth mentoring and peer-to-peer exchange about PVE.<sup>187</sup>

Thus, PVE measures in the context of MSEs should strengthen the foundations of sport clubs and establish sporting activities that continue after the event.

### **Assumptions**

- Establishing and supporting open and diverse sport clubs incentivizes youth to join, including the vulnerable and marginalized, and helps them gain a sense of belonging.
- When club sports or other sporting activities are combined with skills development and training for multipliers, youth develop leadership and other skills, strengthening their self-esteem and resilience.
- If sporting activities within or outside sport clubs are set up in an open, inclusive and attractive way, a greater number of young people of all genders will participate.

### **Actions**

- (1) Create incentives and offer resources for the establishment of sport clubs for youth of all genders; trained personnel should aim to create a sense of belonging and strengthen resilience.
- (2) Provide guidance for establishing sports clubs and activities open to youth of all genders and backgrounds, including refugees.
- (3) Organize tournaments with and for youth of all genders and from different ethnic backgrounds.<sup>188</sup>
- (4) Enable and support cooperation between sport clubs, schools, and youth centers.
- (5) Establish awards for exceptional achievement.
- (7) Combine sporting activities with skills development for youth, as well as training for coaches and tournament organizers (see 4.2.4 and 4.2.6).
- (8) Establish mentorship programmes for parents and relatives where possible (see 4.1.4).
- (9) Ensure local grass-roots sport clubs benefit from, and have access to, sport infrastructure renovated or constructed for the MSE (see also 4.3.1).

### **Attention**

- When supporting sport clubs, these should be incentivized to include youth of all genders and ethnic groups equally.
- Access to sport should address local needs and context and include a range of sports.<sup>189</sup>
- Certain sports may appeal to boys and men, others more to girls and women. Try to level the playing field to ensure girls and women have the same opportunities as boys and men.
- With regard to tournaments, awards should focus on aspects such as fair play, teamwork, and community development rather than on athletic performance.

<sup>187</sup> UNODC, [Technical Guide](#), pp. 20-21.

<sup>188</sup> UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives](#), pp. 34-35.

<sup>189</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide for Policymakers](#), chap. 3.2.

→ Try to include parents and relatives in sporting events; they should be part of the experience and benefit equally from skills development and training.  
→ Mentor-mentee or coach-athlete relationships can help counter feelings of loneliness and exclusion.<sup>190</sup>

### Indicators

Sport clubs established; sports activities and tournaments organized; enrolments and participants; openness of sports clubs and activities to all genders and backgrounds; participation levels in workshops and training, the extent of inclusion into the MSE; mentorship programmes established and used by the target group.

### Good Practice and References

→ The UNODC has defined five zones through which sport can support PVE and are particularly important when working with youth: safe spaces, social inclusion, education, resilience, and empowerment. Find more information in UNODC's [Preventing Violent Extremism through Sport: Technical Guide](#) (pages 20 & 27).

→ With regard to sports activities and clubs, the Annex lists several good practice examples. These include **Women Win**, established in the context of the Rio de Janeiro 2016 Olympics and Paralympics, the NBA and FIBA's **Basketball Without Borders**, and the aforementioned **Football for Hope** programme.

## 4.2.4. Skills Development

Everyone has the right to education. As stated in the *International Covenant on Economic, Social and Cultural Rights*, "education shall enable all persons to participate effectively in a free society, promote understanding, tolerance, and friendship among all nations and all racial, ethnic or religious groups."<sup>191</sup>

Vulnerable and marginalized individuals frequently lack access to education. Sports activities and clubs, if set up inclusively, have the capacity to reach these people. This opens the unique potential of combining involvement in an MSE and/or PVE actions in the context of MSEs with skills development, thereby offering additional educational programmes to underprivileged youth.

In line with the competencies covered in Chapter 2, the aims of skills development for vulnerable and marginalized youth include:

---

<sup>190</sup> UNOCT, UNAOC, UNICRI and ICSS, [Report: Virtual High-Level Meeting](#), p. 14.

<sup>191</sup> United Nations, [Treaty Series, vol. 993](#), art. 13.1.



- Strengthening self-esteem and self-worth
- Strengthening the ability to avoid conflict
- Strengthening resilience
- Creating a sense of belonging
- Conveying practical and vocational skills

Training options with a variety of content should be offered, but they must always address the needs of the target groups. In line with the values outlined in Chapter 2, training sessions may include one or more of the following:<sup>192</sup>

- Global citizenship
- Leadership
- Teamwork
- Diversity and equality
- Conflict management
- Problem-solving
- Critical thinking
- Digital literacy
- Vocational training
- Social and emotional competencies
- Security and safety

### **Assumptions**

- Skills development for youth strengthens self-esteem, self-worth, the ability to avoid conflict, a sense of belonging, and thus resilience against the pull towards violent extremism.
- Strengthening of practical and vocational skills for youth leads to better employment opportunities.
- A large number of youths from all genders will take part in training sessions if they are implemented in cooperation with local actors such as schools, youth centers and/or sport clubs.

### **Actions**

- (1) Adapt training content to the needs of the target group.
- (2) Offer training via social media and local CSOs, youth centers, sport clubs, schools, etc.
- (3) Implement training in person.
- (4) Create accompanying training materials (leaflets, handbooks, etc.) and provide links and contacts for further information.
- (5) For unemployed youth, conclude training with further external assistance to find jobs and/or, where possible, provide job opportunities directly through the MSE or otherwise.

---

<sup>192</sup> [Plan of Action to Prevent Violent Extremism \(A/70/674\)](#), para. 54.

## Attention

- Include national human rights institutions and CSOs in developing human rights education and training tailored to youth.<sup>193</sup>
- For certain target groups, it may be beneficial to offer more than one training session/course and/or a combination of various modules.
- Certain modules require more detailed training and may have to be spread over several days
- Training must be practical and align with the reality of participants.
- Training programmes must be tested before being offered to target groups.
- Participation in training must be voluntary.
- Ensure youth workers themselves benefit from the training<sup>194</sup> (see also 4.2.6).

## Indicators

Number of training sessions held; number of participants (age, gender); feedback of participants; incorporation into daily work; change in perceptions; job and volunteering positions acquired.

## Good Practice and References

- For supporting material about the creation of training content and implementation, see the Annex.
- Examples of good skills development efforts include the aforementioned **Leicester Prevent, Football for Hope and MYSA**, as well as the **German Association of Martial Arts Schools against Violent Extremism** and the **National Taekwondo and Kickboxing Federation of Tajikistan (NTKF)**, as outlined in the Annex.

## 4.2.5. Training for Multipliers

To carry out activities aimed at efficient, targeted, and human rights-compliant PVE, training programmes must be developed and offered both to actors directly involved in the implementation of the MSE and related PVE activities, as well as to those who can act as multipliers. They will share their new skills directly with the target groups.<sup>195</sup>

---

<sup>193</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 47.

<sup>194</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 47.

<sup>195</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 47.

Training modules that can be combined according to their relevance to respective multipliers are recommended:

- Raising awareness about PVE<sup>196</sup>
- Drivers and process of radicalization
- Empowerment and resilience
- Inclusion of and outreach to vulnerable and marginalized groups
- Working with youth in the process of radicalization
- Working with prisoners and ex-offenders
- Response in emergencies
- Human rights education<sup>197</sup>
- Security and safety (community policing, improving security and safety)
- Communication and use of language in PVE (see 4.1)
- Observer scheme and complaints mechanism (see 4.3.3)

Training can be offered to any target audience that can support PVE efforts at MSEs, in particular to:

- Youth
- Club officials, coaches, and club members
- Athletes and role models
- Local authorities
- Youth workers and teachers
- Prison personnel
- Parents and relatives
- Volunteers supporting PVE measures
- Fans
- Police officers
- Security personnel
- Referees
- Press officers
- Media

### **Assumptions**

→ Specific training enables multipliers to purposefully support the implementation of actions contributing to PVE (and security) measures and take action themselves, thus leading to more inclusion, empowerment, and resilience among the target group.

→ If shared across partners, stakeholders, and local actors' networks, considerable interest in these training sessions can potentially be raised.

---

<sup>196</sup> RAN, [EX POST PAPER](#), p. 5.

<sup>197</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 47.

## Actions

- (1) Involve local, national, and/or regional, and/or international NGOs and experts in PVE, security, and the local environment in creating training content.
- (2) Create training content adapted to the needs and capacities of the respective multipliers and target groups.
- (3) Distribute information about training offers online and via social media.
- (4) Spread the word through communication to partners, stakeholders, and local actors already affiliated with the MSE and PVE programme.
- (5) Implement training in person.
- (6) Where possible, offer online training (webinars with lasting and sustainable effects).
- (7) Where practicable, create accompanying training materials (leaflets, handbooks, etc.) and provide links and contacts for further information.

## Attention

- For certain multipliers, it may be beneficial to offer more than one training session or course and/or a combination of various modules.
- Certain modules require more detailed training (for example, those on radicalization processes and emergencies) and may have to be held over several days.
- Training must be practical and support the day-to-day work with the vulnerable and marginalized, as well as with radicalized groups.
- Training sessions should be tested before being offered to multipliers.
- Multipliers such as coaches should not be encouraged to openly identify individuals who display troublesome behaviour or attitudes but rather encouraged to enter into dialogue and offer support.

## Indicators

Number of training sessions held; number of participants (age, gender); feedback of participants; incorporation into daily work; change in perceptions; outcomes of the training sessions.

## Good Practice

→ Good examples of organizations offering multiplier training on PVE and gender-based violence are the **German Association of Martial Arts Schools against Violent Extremism**, **Media Cultured** in the United Kingdom, and the **Parivartan Programme** in India, which is run by the International Centre for Research on Women. See the Annex.

## 4.2.6. Engaging with Prisoners

The exact number of violent extremist prisoners currently incarcerated worldwide is unknown. However, some countries hold hundreds or even thousands in detention. Thus, it is clear that prisons must play a significant role in tackling violent extremism.<sup>198</sup> The heightened risk of recruitment in prisons also necessitates preventative measures in order to keep other prisoners from becoming indoctrinated and radicalized to violence.<sup>199</sup>

The fact that MSEs have been demonstrated to exert a positive influence, as well as having the potential to include the marginalized, suggests that MSEs could also help redirect prisoners away from the lure of violent extremism. While the leverage effect of MSEs in prisons should not be overestimated, sport-related measures have proven to be supportive in building the self-esteem of current prisoners and easing the reintegration of former prisoners and ex-offenders into the community.

### Assumptions

- Sport-related PVE programmes may help divert prisoners away from violent extremism and violent extremist groups in prisons.
- Inclusion and active engagement in sport clubs can assist former prisoners' reintegration into the community.
- In both cases, MSEs may motivate current and former prisoners to participate in sport and PVE-related activities which have the potential to offer counter-narratives and give meaning to their lives.

### Actions

- (1) Create an action or case management plan for PVE through sport in prisons.<sup>200</sup>
- (2) Offer sporting activities in prisons related to the respective MSE.
- (3) Ensure all sporting activities are conducted according to the rules of fair play and mutual respect.
- (4) Include sporting activities into interventions addressing disengagement from violent extremist groups.
- (5) If possible, provide a mentor for prisoners participating in PVE activities.
- (6) Offer skills development workshops and training to prisoners and/or cognitive behavioural therapy (see 4.2.4).
- (7) Train prison staff in implementing PVE measures with prisoners (see 4.2.5).
- (8) Conduct regular assessments of risks posed by violent extremist prisoners.
- (9) Find sport clubs willing to include former prisoners in their activities and, if possible, in their administration.

---

<sup>198</sup> UNODC, [Handbook on the Management of Violent Extremist Prisoners and the Prevention of Radicalization to Violence in Prisons](#) (New York, United Nations, October, 2016), p. 5.

<sup>199</sup> UNODC, [Handbook on the Management of Violent Extremist Prisoners](#), p. 6.

<sup>200</sup> UNODC, [Handbook on the Management of Violent Extremist Prisoners](#), p. 118.

(10) Provide former prisoners with contacts to sport clubs.

(11) Where practicable, provide former prisoners with jobs and volunteering opportunities in sport clubs, and/or at the MSE itself.

### Attention

→ The types of activities around PVE in prisons depend on the level of vulnerability to recruitment, the risk of further radicalization, as well as on available resources.<sup>201</sup>

→ Take care of the language used when promoting preventive activities in prisons, as well as with former prisoners.

→ Involvement in activities may stigmatize participants in prisons and put them at risk of being “punished” by other prisoners.

→ When implementing activities in prisons, the human rights of prisoners must be protected and respected at all times.

→ Provide opportunities for regular engagement with former prisoners through a social worker, and, where applicable, maintain contact with cooperating sport clubs and potential employers.

### Indicators

Number of prisoners participating in activities; level of acceptance and denial; number of participants in skills development training; number of prison personnel participating in multiplier training sessions; change in behaviour and attitudes; rate of recidivism with regards to former violent extremist prisoners; former prisoners’ participation in sport clubs and acquired jobs or related activities.

### Good Practice and References

→ PVE activities in prisons require a high level of diligence. For appropriate planning and implementation, consult experts and refer to UNODC’s [\*\*Handbook on the Management of Violent Extremist Prisoners and the Prevention of Radicalisation to Violence in Prisons\*\*](#).

→ There are several examples of projects which use sports for de-radicalization in prisons and social reintegration. Information about two such projects – the youth-led **Creative Skills for Peace** project in Cameroon, which works with prisoners, and the **Sabaon Rehabilitation Centre** in Pakistan, which works with former Taliban fighters – can be found in the Annex.

---

<sup>201</sup> UNODC, [\*\*Handbook on the Management of Violent Extremist Prisoners\*\*](#), p. 118.

## 4.3. Leading by Example

While MSEs can function as platforms to help prevent violent extremism, they can also become targets of violent extremist incidents. Leading by Example is the foundation of a meaningful and successful PVE programme; this pillar is an essential component of P/CVE at the event itself and complements the other pillars to increase credibility among target groups, spectators, and partners.

As outlined in Chapter 2.3, the core of Leading by Example in the context of PVE at MSEs is the protection, respect, and guarantee of human rights. Only events endorsing diversity and gender equality, which reject all forms of discrimination, protect the rights of children and workers, along with providing social security and other rights, can effectively and sustainably prevent violent extremism.<sup>202</sup>

This pillar includes infrastructure measures, employment, and job creation initiatives, the establishment of an observer scheme and complaints mechanism, and PVE through engagement with fans and spectators.

**Links to security component:** when encouraging the creation of safer urban spaces (see 4.3.1), when providing job opportunities to local youth (4.3.2), and providing training to police and security personnel (4.2.5, 4.3.3), when guaranteeing a PVE-informed, transparent, and accountable security and policing approach (4.3.3), and when working in cooperation with event observers and fan liaison officers (4.3.4-5).

### 4.3.1. Infrastructure and Urban Renewal

Hosting and/or organizing an MSE brings many opportunities for local development, including improved infrastructure for and around the event, as well as urban renewal in general.<sup>203</sup> With respect to human rights, the IHRB's Mega-Sporting Event Platform, now known as the Centre for Sport and Human Rights (CSHR), states that "to maximize the positive human rights potential of mega-sporting events, the vision for the long-term use of facilities and infrastructure and community benefits of staging these events needs to be properly planned from the bid concept phase and realized across the event lifecycle."<sup>204</sup> The same goes for infrastructure measures with the potential for PVE.

<sup>202</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide for Policymakers](#), chap. 3.2.

<sup>203</sup> Mega-Sporting Events Platform for Human Rights, [The Mega-Sporting Event Lifecycle](#), p. 17.

<sup>204</sup> Mega-Sporting Events Platform for Human Rights, [The Mega-Sporting Event Lifecycle](#), p. 35.

## Assumptions

- If PVE is taken into consideration during planning, new or renewed sporting facilities will also benefit vulnerable and marginalized youth after the event.
- If PVE is taken into consideration during planning, urban development parallel to the event will also include and connect deprived areas and establish safer urban spaces.

## Actions

- (1) Ensure infrastructure built for an MSE will add value to local communities after the event.<sup>205</sup>
- (2) Ensure local professional and grass-roots sport clubs, and, where possible, schools and youth centers, have access to sporting facilities built for the MSE.
- (3) Guarantee access to sport infrastructure for youth and marginalized groups.
- (4) Dismantle temporary facilities and, when possible, reassemble to provide community sporting and cultural venues.<sup>206</sup>
- (5) Ensure event-related urban development, including accessible public transport, and recreational areas, as well as safer urban spaces and neighbourhoods benefits youth and people from marginalized communities.
- (6) Follow a “crime prevention through environmental design” (CPTED) approach when building new infrastructure and regenerating urban spaces.
- (7) Improve security planning capacities in and around event venues, including optimizing the use of available resources (see also 4.3.3 and 4.3.4).

## Attention<sup>207</sup>

- Plans for the sustainable operation and maintenance of any permanent venues to be constructed should be put in place as early as possible.<sup>208</sup>
- Agreements about post-event usage and maintenance of newly-constructed sporting infrastructure should be made in advance, together with sport clubs, sport federations, and event management organizations, such as those staging cultural and community events.
- Host actors should ensure that strategic planners from the government and/or municipality are involved in the process of venue and infrastructure legacy.
- When investing in urban development, ensure marginalized communities are included and connected to town centers, and/or sporting facilities, and/or newly built infrastructure.
- Enable international cooperation and exchange of best practices in order to improve security planning capacities.

<sup>205</sup> UNOCT, UNAOC, UNICRI and ICSS, [Report: Online Youth Consultation](#), p. 6.

<sup>206</sup> Mega-Sporting Events Platform for Human Rights, [The Mega-Sporting Event Lifecycle](#), p. 35.

<sup>207</sup> Mega-Sporting Events Platform for Human Rights, [The Mega-Sporting Event Lifecycle](#), p. 35.

<sup>208</sup> Mega-Sporting Events Platform for Human Rights, [The Mega-Sporting Event Lifecycle](#), p. 35.



## Indicators

Sporting facilities are in use post-event by grass-roots sports clubs; facilities are accessible to schools and youth centers as well as to vulnerable and marginalized youth; improved public transport connections between urban centers and marginalized communities; safer urban spaces and CPTED measures through infrastructure renewal.

## Good Practice Examples

→ The most prominent examples of urban renewal and regeneration are the **Barcelona 1992 Olympic Games**, followed by the **London 2012 Olympic and Paralympic Games**. Both are listed in the Annex.

### 4.3.2. Employment and Job Creation

Staging an MSE draws great attention to the host city and/or country, attracting sponsors, suppliers, service providers, and contractors at national and international levels.<sup>209</sup> This creates jobs, which, when offered to the vulnerable and those at risk of radicalization, provide an opportunity for PVE. Jobs can be generated within and throughout the lifecycle of the event.

## Assumptions

- Hosting an MSE creates jobs and contributes to PVE if implemented conscientiously and sustainably.
- Some jobs will be short-term, as certain services are no longer required after the event, yet MSEs have the power to boost local economies through the creation of sustainable long-term jobs and urban development.

## Actions

- (1) Use local contractors, suppliers, and service providers wherever possible.<sup>210</sup>
- (2) Achieve sustainability within the local community by engaging local businesses in event services<sup>211</sup>, including construction, venue setup, catering, cleaning, and transport.<sup>212</sup>
- (3) Advocate among partners for the use of local labour, including contractors, suppliers, and service providers (tourism, security, etc.).
- (4) Advocate among event sponsors and other involved actors for the employment of vulnerable and marginalized youth.
- (5) Ensure workers' rights are guaranteed in jobs created as a result of the MSE.<sup>213</sup>

<sup>209</sup> Mega-Sporting Events Platform for Human Rights, [The Mega-Sporting Event Lifecycle](#), p. 17.

<sup>210</sup> Mega-Sporting Events Platform for Human Rights, [The Mega-Sporting Event Lifecycle](#), p. 35.

<sup>211</sup> UNOCT, UNAOC, UNICRI and ICSS, [Report: Online Youth Consultation](#), p. 5.

<sup>212</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide on the Security of Major Sporting Events](#), p. 80.

<sup>213</sup> CSHR, [Games Time](#), p. 27.

- (6) Ensure equal job opportunities for women and men.
- (7) Support the employment of former prisoners and ex-offenders.
- (8) Create and maintain a positive health and safety culture for employees, workers, contractors and volunteers at the event, and advocate for the same in the supply chain.<sup>214</sup>
- (9) Promote workers' and children's rights, non-discrimination, gender equality, and the inclusion of vulnerable and marginalized groups throughout the supply chain.

### Attention

- Temporary jobs may increase dissatisfaction among local employees and the local population, so take measures to preserve jobs through sustainable urban development.
- Ensure transparent communication with the local population from the outset of event planning.
- Cooperate with local communities and actively seek to engage underprivileged youth.
- Foster domestic employability and skills development through vocational training.<sup>215</sup>
- When advocating for the employment of former prisoners and ex-offenders, take measures to break down barriers and engage with their concerns.
- Encourage diverse workforces and ensure a harm-free environment.<sup>216</sup>

### Indicators

Number of jobs created inside the event; number of jobs created outside and through the event; number of ongoing jobs after the event; gender of employees/workers/contractors; age of employees/workers/contractors; employees/workers/contractors from marginalized and vulnerable backgrounds; inclusion of former prisoners and ex-offenders.

### Good Practice

→ Several Olympic Games have proven successful at creating jobs and stimulating economic growth, particularly in the lead-up to the events; **Barcelona 1992** was effective at sustainably boosting tourism in the city, while **Salt Lake City 2002** helped to create temporary jobs in a time of recession.

## 4.3.3. Security Planning

Guaranteeing reliable security and policing arrangements is key to delivering a safe and successful MSE. Protecting MSEs against potential threats requires complex planning concerning securing

---

<sup>214</sup> Glasgow 2014, [Procurement Sustainability Policy](#) (February, 2013), p. 3.

<sup>215</sup> Mega-Sporting Events Platform for Human Rights, [The Mega-Sporting Event Lifecycle](#), p. 17.

<sup>216</sup> Mega-Sporting Events Platform for Human Rights, [The Mega-Sporting Event Lifecycle](#), p. 29.

locations, cybersecurity, managing responses to possible attacks, communication, crowd management, and emergency operations, as well as coordination with national, international, public, and private stakeholders.

A security and policing approach that is informed by – and planned in conjunction with – the prevention of violent extremism is recommended.

Heightened international visibility and vulnerability surrounding the event, along with increased available resources, including technology, should be used as an opportunity to revise and upgrade local and national security standards and practices. This has the potential to lead to improved and more effective relationships with the community, along with increased accountability for law enforcement and security personnel in their policing practices.

### **Assumptions**

- A PVE-informed approach to security requires a coordinated and inclusive planning and implementation process, honours international standards and human rights, and contributes to safer and more accessible urban spaces.
- An accountable and transparent policing and security approach strengthens the credibility of PVE measures and will withstand external and international scrutiny.
- International cooperation regarding security at MSEs leads to sustainable upgrading of security standards and practices at a local and national level.

### **Actions**

- (1) Adopt a PVE-informed approach to event security.
- (2) Establish a community relations group to engage with host communities on security matters (see 4.2.1).
- (3) Establish a community policing scheme to actively engage communities in public safety and security<sup>217</sup> (see 4.2.1).
- (4) Support the inclusion of vulnerable and marginalized youth when recruiting personnel for security services (see 4.1.2 and 4.3.2).
- (5) Enable cooperation between PVE-oriented event observers and security spotters when monitoring extremist behaviour at MSEs (see 4.3.4).
- (6) Enable cooperation between fan liaison officers and security personnel to engage fans and spectators (see 4.3.5).
- (7) Offer training to police officers and security personnel on the prevention of violent extremism and respond when tendencies towards, or expressions of, violent extremism occur (see 4.2.5).
- (8) Follow a “crime prevention through environmental design” (CPTED) approach when building new infrastructure and regenerating urban spaces (see 4.3.1).

---

<sup>217</sup> See [www.osce.org/secretariat/107820](http://www.osce.org/secretariat/107820).

## Attention

- Guarantee a transparent and accountable security and policing approach.
- Security planning cannot be conducted in isolation from the local context and circumstances; it is crucial to frame these efforts in the broader context of national and international security in which the event is taking place.
- Security planners must ensure the security of the MSE is their primary goal; at the same time, security measures applied for the event should improve the overall national security framework in the longer term.
- Enable international cooperation and exchange of best practices to improve security planning capacities.
- MSE security measures can cause dissatisfaction in some groups of citizens (for example, as an effect of imposing traffic restrictions).
- Actively seek input from and exchange with local communities to shape the security and policing approach at a community level, as well as to strengthen understanding of security measures imposed.
- With regards to monitoring and fan liaison, cooperation between PVE and security personnel assists the latter in adopting a more sensitive and preventive approach, as well as enabling PVE personnel to respond more efficiently in emergency situations.
- Adopt a human-rights-based approach to security planning, and exchange best practices on security planning with regard to PVE.
- Seek cooperation and coordination between the security and the PVE components of MSE planning whenever possible.

## Indicators

Quality of local community involvement; quality of cooperation between PVE and security components; job opportunities for local youth in security services; security and police personnel are trained in PVE; quality of international cooperation and exchange of practices, CPTED measures for infrastructure renewal.

## Good Practice and References

- For detailed information on security at MSEs, see the *Global Sports Programme's* publication [\*\*\*Guide on the Security of Major Sporting Events: Promoting Sustainable Security and Legacies\*\*\*](#).
- With regards to safety and security at MSEs, refer to the **National Football Information Point (NFIP) Network**, a group of experts in 38 European states seeking to enhance police cooperation to prevent and tackle football-related safety and security risks. Also, see **INTERPOL's Project Stadia**; its Centre for Excellence supports member countries in planning and executing safety and security arrangements at MSEs. Both are described in the Annex.

#### 4.3.4. Observer Scheme and Complaints Mechanism

MSEs may have global reach and bring together people from all nations, backgrounds, and communities, yet, at the same time, stadiums and event venues have become sites of discrimination and forms of extremism against athletes, coaches, or spectators.<sup>218</sup>

Discrimination based on race, gender, ethnic background, language, religion, or social origin constitutes a violation of human rights.<sup>219</sup> MSE organizers are obliged to put mechanisms in place to remedy human rights violations and prevent recurrences.

It is crucial to prevent and detect discriminatory and extremist behaviour at a very early stage and respond appropriately in the case of violations. MSE organizers should adopt a zero-tolerance policy via an event observer scheme and complaints mechanism to be set up for victims and witnesses of violent or discriminatory incidents.

##### Assumptions

- A zero-tolerance policy for spectators, athletes, coaches, and other MSE actors sets a code of ethics and discourages discrimination and forms of extremism.<sup>220</sup>
- An observer scheme discourages discriminatory and extremist behaviour, helps detect incidents and guarantees adequate remedies will be taken.
- A complaints mechanism enables the reporting of discriminatory and extremist behaviour and guarantees adequate remedy.
- All these measures contribute to the effective prevention of violent extremism and enable a culture of respect and mutual understanding that reflects on the overall event, other PVE actions, and ultimately, the target group.

##### Actions<sup>221</sup>

- (1) Develop a zero-tolerance policy and define signs of violent extremist behaviour that fall under the scope of the observer scheme and complaints mechanism.
- (2) Establish an observer scheme that includes a complaints and incident reporting mechanism.
- (3) Define for whom the complaints mechanism is available (spectators, athletes, communities, etc.).
- (4) Ensure event observers work in close collaboration with police and security personnel (see 4.3.3).
- (5) Monitor events in coordination with police and security personnel (see 4.3.3).
- (6) Provide opportunities to improve security planning capacity in and around event venues and enhance international cooperation with respect to PVE (see also 4.3.1 and 4.3.3).

<sup>218</sup> FARE network, [Global guide](#), p. 4.

<sup>219</sup> United Nations, [Treaty Series, vol. 993](#), art. 2.2; United Nations, [Treaty Series, vol. 999](#), art. 2.1.

<sup>220</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide for Policymakers](#), chap. 3.2.

<sup>221</sup> FIFA, [FIFA Good Practice Guide on Diversity and Anti-Discrimination](#) (Zurich, 2018); FARE network, [Global guide](#); CSHR, [Games Time](#), pp. 41-43; [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 56; RAN, [EX POST PAPER](#), p. 5.

- (7) Conduct an initial risk analysis and identify high-risk competitions which require specific attention from a security perspective.
- (8) Inform fans that competitions and matches are discrimination-free zones.
- (9) Monitor event and partner websites, as well as relevant online platforms and forums.
- (10) Set up a procedure for referees to define appropriate responses in cases of discrimination and violence during competitions and matches.
- (11) Duly respond to observed and reported incidents and remedy human rights violations and any forms of discrimination.
- (12) Offer training to police officers and security personnel on prevention and appropriate responses to tendencies towards or expressions of violent extremism (see 4.2.5).
- (13) Develop training on observer schemes and complaints mechanisms for staff, security personnel, and referees (see 4.2.5).

### **Attention**

- A zero-tolerance policy takes local and environmental specifics into account and does not violate human rights.
- An observer scheme requires processes to respond to cases of discriminatory and extremist behaviour.
- Adopt a human rights-based approach to security planning, ensure international cooperation, and exchange best practices on security planning with regard to PVE.
- Event observers, as well as security personnel and police, must be duly trained to correctly interpret spectators' behaviour and not to violate their human rights.
- A complaints mechanism must guarantee the confidential processing of complaints, appropriate investigation, and adequate response in the case of proven violations.
- Collection, storage, and use of data can infringe on human rights; this includes the right to privacy, freedom of peaceful assembly and association, and freedom of movement. It may also undermine the right to form an opinion, as fear of online disclosure may deter individuals from accessing information.<sup>222</sup>

### **Indicators**

Quality of zero-tolerance policy and actors involved in development; quality of observer scheme and ability to detect and remedy violations; quality of complaints mechanism; ability to remedy violations; referees able to respond to incidents; quality of training and number of participants; number of observers; quality of cooperation with security component.

---

<sup>222</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 56.

### Good Practice and References

→ For more information on setting up an observer scheme and complaints mechanism, see the [FIFA Good Practice Guide on Diversity and Anti-Discrimination](#), the [Global Guide to Discriminatory Practices in Football](#) of the FARE Network, as well as FIFA's complaints mechanism for human rights defenders and journalists at the World Cup in Russia 2018 in the Annex.

→ Monitoring schemes and complaints mechanisms must also comply with **human rights** in general, including honouring workers' and children's rights at construction venues and in the supply chain, ensuring the right to education, in addition to ensuring rights to freedom of assembly and freedom of speech. For more information, see the Material and Good Practice sections in the Annex.

→ The **FARE Observer Scheme** provides a good model for tackling discrimination and challenging far-right extremism in football stadia. The complaints mechanism established to deal with human rights violations in the supply chain for the **London 2012 Olympic and Paralympic Games** also offers a positive template. See the Annex below.

### 4.3.5. Engaging with Fans and Spectators

According to the Radicalisation Awareness Network (RAN), sports have many pull factors; they can provide a sense of belonging to a particular group, as well as offer structure and social support.<sup>223</sup> Sometimes, fan groups offer the only opportunity for young people to experience a sense of brotherhood/sisterhood and can become a substitute for family bonds.<sup>224</sup>

Violent extremists also utilize these pull factors for recruitment in sport stadiums and other venues; this happens, for example, in football and/or mixed martial arts. Here, close engagement by clubs and federations with fans and spectators can be particularly constructive. However, entering a dialogue with these groups requires great caution and expertise. The challenge is to direct "their need for action away from unwanted behaviour in the stadium by providing an alternative opportunity to express their needs."<sup>225</sup>

Engaging with fans requires extensive relationship-building, as well as targeting the wider audience and motivating them to promote actions that counter violent extremism.

### Assumptions

→ Engaging fans and spectators both in stadiums and at home in PVE measures raises their awareness and thus supports PVE messages.

→ Working closely with fans either at risk or already radicalized provides an opportunity to alter their views and change their behaviour accordingly.

---

<sup>223</sup> RAN, [EX POST PAPER](#), p. 3.

<sup>224</sup> RAN, [EX POST PAPER](#), p. 3.

<sup>225</sup> RAN, [EX POST PAPER](#), p. 6.

## Actions

- (1) Engage fan liaison officers and social workers to connect with fans.
- (2) Offer campaign tools to fans and spectators, provide spaces for fan interaction outside the stadia, as well as specific areas in the stadia during matches or games, and support positive fan action in the name of PVE.
- (3) Reward fans for good behaviour, for example, by increasing the level of support and engaging them in positive actions expressed through choreography, banners, etc.<sup>226</sup>
- (4) Offer training in PVE to individuals, fan groups, and spectators (see 4.2.4 and 4.2.5)
- (6) Offer training in PVE to police and security personnel (see 4.2.5).
- (7) Establish a referral mechanism for individuals who display behaviours indicating they might be at risk of engaging in violent extremism (see also 4.2.2).
- (8) Establish a system of cooperation between PVE and security officials.
- (9) Guarantee a transparent and accountable policing and security approach.

## Attention

- Fans are not a homogenous group; they come from diverse social backgrounds and hold a range of political and/or ideological opinions.
- Fans cannot be treated as a unified group, and different groups require different approaches
- Some members of discriminatory and violent fan groups may openly demonstrate violent extremist behaviour and be reluctant to enter into dialogue, while other members of the same group may be more willing.
- Regarding referral to other experts and stakeholders, adopt a public health and/or educational approach rather than a law enforcement approach (see above).
- Cooperation between fan liaison officers and police and security personnel may decrease fans' trust in fan liaison officers. Maintain trust between fans and liaison officers by ensuring a transparent and accountable policing and security approach.

## Indicators

Liaison officers and social workers installed; space provided; fans rewarded; fans engaging in PVE actions; fans taking part in training; quality of cooperation with security component.

## Good Practice

→ For good practice and further guidance, refer to the **UEFA Practical Guide to Supporter Liaison**, developed by UEFA and Supporters Direct (SD) Europe, as well as to the outputs (national action plans) to enhance dialogue between supporter liaison officers and public authorities developed within the **LIAISE project**, and also to the **SD Europe** and **Football Supporters Europe (FSE)** websites.

---

<sup>226</sup> RAN, [EXPOST PAPER](#), p. 6.





## 5. MONITORING, EVALUATION AND TRANSFER OF KNOWLEDGE

- **Describing preparation for the monitoring and evaluation process.**
- **Introducing methods and approaches to monitoring, along with phases and categories of evaluation.**
- **Emphasising the importance of knowledge transfer.**

Monitoring and evaluating the effects of PVE activities is challenging, as behavioural and ideological changes are typical of a mid- to long-term nature. The relative inaccessibility of target groups and the temporary duration of projects make such changes difficult to quantify. In addition, impacts are not easily attributable to singular actions; instead, they are achieved via a combination of measures. Accordingly, information about the effectiveness of PVE programming remains limited.

This makes it all the more important to plan the M&E process assiduously and determine the best ways to collect and analyze information in order to meaningfully evaluate the success of the programme within the respective contexts.

Diligently planned and implemented M&E assesses the impact and effectiveness of PVE programming on the target group in order to generate data that builds on currently available evidence. Publishing the results of evaluations also fosters trust and ensures transparency.<sup>227</sup>

---

<sup>227</sup> [Report on best practices and lessons learned on how protecting and promoting human rights contribute to preventing and countering violent extremism](#) (A/HRC/33/29), para. 27.

**MSE lifecycle:** The M&E process aimed at PVE must be designed during the bidding and planning phases of the MSE. Monitoring is an ongoing process throughout the event lifecycle, while evaluation and transfer of knowledge occur in the post-event phase.

Methods for carrying out effective M&E should be determined for each step and pillar. Before beginning the process, it is important to refer back to the expected impact of the MSE, along with the objectives, anticipated outcomes, and outputs of PVE activities, as well as the indicators and benchmarks derived from the baseline assessment.<sup>228</sup> These measures should have been set when designing and planning the PVE programme.

→ For more information on these measures, see Chapters 3.1 and 3.2.

In order to support the positive impact of PVE programming at MSEs, several **fundamental principles of conduct** should be incorporated into the M&E framework.<sup>229</sup>

→ **Allocate adequate resources** for M&E in terms of time, personnel, and budget.

→ **Take a conflict-sensitive approach** that analyses the situation in the local environment and causes no harm to the target or other groups.

→ When engaging participants, **consider safeguarding principles** such as privacy and confidentiality, empathy and trust, respect for individual opinions, power dynamics in an interview situation, appropriateness of evaluation tools with respect to age, gender and vulnerability, parental and/or guardian consent when including children, and voluntariness of engagement.

→ **Understand local gender dynamics** to ensure a sensitive approach that includes people of all genders and integrates difficult-to-access groups.

→ Ensure **partners and relevant stakeholders** of PVE measures are aware of the M&E framework and actively support the gathering and provision of data.

→ **Academic feedback and contributions** can greatly benefit the M&E process and support intergovernmental, governmental, civil society, and sport federations.<sup>230</sup>

---

<sup>228</sup> [Plan of Action to Prevent Violent Extremism \(A/70/674\)](#), para. 38.

<sup>229</sup> UNODC, [Technical Guide](#), pp. 98-100.

<sup>230</sup> UNOCT, UNAOC, UNICRI and ICSS, [Report: Virtual High-Level Meeting](#), p. 25.

## 5.1. Monitoring

Monitoring is used to collect the data necessary to determine both the impact a programme has on the target group and the impact the environment has on the programme.<sup>231</sup> MSE organizers can thereby respond to any adverse effects potentially generated by the programme, and/or to any outside influences which negatively affect measures taken by the programme.

Monitoring provides regular information which can be used to evaluate and address objectives and implementation issues; thus, monitoring and evaluation should be seen as complementary measures.<sup>232</sup>

Data should be collected using both qualitative and quantitative methods; the former being more open-ended, with scope for detailed explanations, the latter having fixed categories and the potential to reach a wider sample.<sup>233</sup>

In order to compensate for strengths and weaknesses in terms of reliability and availability of data and/or inaccessibility of target groups, a mixed-methods approach is recommended. Triangulation – a combination of qualitative and quantitative methods and measures – can mitigate challenges and biases.<sup>234/235</sup>

With regard to the context of PVE, the UNDP highlights the **following methods**:<sup>236</sup>

### Surveys

These are a series of predefined questions given to a sample, ranging from questionnaires to structured interviews.

Surveys can be conducted in many different ways: face to face, by phone, or online. In-person data collection – one-on-one or in groups – allows for more complex questions, whereas online surveys may reduce the safety risks for respondents or researchers.

An **example** of a survey in the context of PVE at MSEs could be interviews with youth participating in skills development workshops, asking them about their experience and opinions before and after the workshop.

---

<sup>231</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 86.

<sup>232</sup> UNODC, [Technical Guide](#), p. 110.

<sup>233</sup> A sample is a randomly or carefully-selected group of people representing the population from which information is expected.

<sup>234</sup> A bias can occur on the interviewee side, as well as on the side of the interviewer or researcher, sometimes due to the monitoring method itself. Biases hinder individuals or methods from being neutral and objective, and may occur when, for example, an interviewer feels more comfortable interviewing women than men, or when a method excludes certain groups for reasons such as illiteracy.

<sup>235</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 104.

<sup>236</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), pp. 109-117.

### **Participatory methods**

These are methods in which the group itself shapes the research process and generates data. Participatory methods typically seek or expect to change participants' perceptions and/or build knowledge.

They can promote and empower local perspectives by allowing communities to comment directly on measures and/or services; thus, they are particularly useful when stakeholders need to understand the opinions of others regarding the process of a programme.

An **example** of a participatory method is the "most significant change." Typically, this involves a group discussion about changes that occurred as the result of an event, then deciding which of these was the most significant. The aim is to share stories and initiate discussions around values, as well as to enable learning for participants.

### **Counterfactual methods**

These methods seek to quantify a programme's impact by comparing it to the counterfactual, in other words, what the situation would have been had the programme not taken place. Comparisons between individual and group responses, as well as over time, are an essential part of these methods.

Counterfactual methods are effective tools for measuring changes that occurred during an intervention; constructing viable counterfactuals, however, requires significant planning, expertise and can be costly. At times, they may also be constrained by the types of data able to be collected as they rely mostly on quantitative data for an impact estimate.

**Example:** In an evaluation design using counterfactual methods, two separate groups of respondents – one of whom participated in skills development workshops, and the other did not – share their opinions on aspects such as diversity, tolerance, and pluralism. Other differences between the groups should be minimal. This helps to show if the first group's behaviour changed as a result of the workshops, as the non-participating group models what *would have happened* in the absence of the programme.

### **Data analyses**

While all the aforementioned methods include data analysis immediately on the collection, other forms of data analyses are also worth noting and can enable timely and adequate responses to external effects.

**Examples** include "media content monitoring and discourse analysis" of different media sources or "contribution analysis," which assesses the extent to which planned outcomes of an activity, such as infrastructure renewal or job creation, are being achieved.

The methods described above are summaries from a selection of a wide range of qualitative and quantitative data collection approaches. Thorough monitoring of project processes and the effect they have on the environment is crucial; in order to have a good M&E framework, one should refer to guides or experts for step-by-step instructions.

→ For more about data collection methods, see the Annex below.

Methods used must be chosen carefully based on the **following considerations**.<sup>237</sup>

→ Tools must be **contextually appropriate**. For example, questionnaires are only helpful in settings where reading and writing skills are well developed. In other situations, especially for youth, photo and video tools can be promising alternatives.

→ Methods must be **culturally sensitive**. For example, in settings where oral forms of communication are highly valued, and participants are older, qualitative methods focusing on narration and storytelling might be the best option.

→ **Risks to participants and the project itself must be mitigated** – this is essential when, for example, women in unsafe settings who are unable to respond openly are involved, in which case options could include creating safe spaces or conducting surveys in alternative settings, such as coupled with visits to the doctor.

→ Methods must be **inclusive** in terms of the aspects mentioned above, as well as in terms of language – using interpreters who support conversations in local dialects avoids excluding those who might otherwise be crucial voices.

→ The **sampling strategy** should be chosen early in the survey process and take into account characteristics of the sample population, along with potential biases, which may include some groups being more willing to engage than others.

→ It is crucial to be aware of **response biases** deriving from power relations between interviewers and respondents and/or respondents saying what they think interviewers want to hear (social desirability bias). Online or anonymous surveys could mitigate this problem.

→ **Triangulating data collection methods and data sources** is recommended, especially when data collection is challenging, and available data is scarce – this helps guarantee that data is contextualized and validated.

---

<sup>237</sup> UNODC, [Technical Guide](#), p. 112; UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), pp. 118-119.

## 5.2. Evaluation

Evaluations enable MSE organizers to assess the degree to which the various measures taken produced an outcome and/or made an impact. The evaluation process should take place in conjunction with monitoring – including during, at the conclusion, and most importantly, at selected period(s) after the event, in order to measure the mid- and long-term impacts and sustainability of actions taken.<sup>238</sup>

While monitoring is an ongoing process that begins in the planning phase and ends with the legacy of an event's PVE activities, evaluations make conclusive assessments at certain points in the event lifecycle, integrating the results and analyses from monitoring with a thorough and holistic perspective on the programme and its impacts in terms of the predetermined ToC.

→ Revisit the central aspects of the ToC, including setting outputs and outcomes in Chapter 3.1.

In the context of PVE, it is recommended to distinguish between **two types of evaluations**:<sup>239</sup>

**Process evaluation:** Determine the degree to which the programme followed the measures and outputs as planned.

**Impact evaluation:** Assess whether the overall goal was attained, to what extent outcomes were achieved as planned, and make a concluding assessment as to whether the ToC successfully translated into practice.

UNDP highlights **three stages of evaluation management** for use in the PVE context:<sup>240</sup>

### Stage 1: Evaluation preparation

- Assess the feasibility of evaluation within a given context.
- Prepare a scope of work or terms of reference (TOR) highlighting the requirements of the evaluation, challenges, risks, and ethical considerations.
- Select a suitable evaluation team.

### Stage 2: Evaluation design and implementation

- Tailor broad evaluation questions for the specific context (see evaluation criteria of the Development Assistance Committee of the Organizations of Economic Co-operation and Development (OECD DAC) below).

<sup>238</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 127.

<sup>239</sup> UNHCR, IOC and Terre des hommes organization, [Sport for Protection Toolkit](#), pp. 76-77.

<sup>240</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#).

→ Select evaluation tools and methods deriving from the broad evaluation questions.

### Stage 3: Evaluation utilisation

→ Define reporting methods and evaluation audience.

→ Present evaluation findings back to participants.

OECD DAC has developed six **evaluation criteria** deriving from DAC guidance on evaluating conflict prevention and peacebuilding activities,<sup>241</sup> providing a framework that can be adapted for the PVE context.<sup>242</sup>

**Relevance:** Considering whether the intervention is/was enacting appropriate measures.

**Coherence:** Analysing how well the intervention suits/suited the circumstances.

**Effectiveness:** Evaluating the accuracy of assumptions behind the measures.

**Efficiency:** Analysing the effectiveness of using financial, human, social, and/or cultural resources.

**Impact:** Considering the extent of changes brought about as a result of the intervention.

**Sustainability:** Considering the life-span of any benefits and whether they will endure beyond the programme period and funding.

Impact evaluations relate to effectiveness and impact, whereas process evaluations refer to efficiency and sustainability. The relevance of actions taken relates to both.

Concerning the above-listed criteria, the following selection of **guiding questions** that support the design and characteristics of the evaluation are recommended. They may also prove relevant to the wider project preparation and planning phase.

### Relevance

→ To what extent do communities acknowledge tendencies of violent extremism and prioritize it as a problem?

→ What was the rationale for the PVE programme?

→ How does the programme identify and address different vulnerabilities, risk factors, and impacts?

---

<sup>241</sup> OECD, *Evaluating Peacebuilding Activities in Settings of Conflict and Fragility – Improving Learning for Results* (2012); UNHCR, IOC and Terre des hommes organization, *Sport for Protection Toolkit*, p. 76.

<sup>242</sup> See [www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm](http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm).

## **Coherence**

- Is the programme appropriately adapted to the respective MSE context and adequately embedded in the MSE lifecycle?
- How well does the programme fit alongside other projects, initiatives, or programmes dealing with PVE in the same country or region?
- Is the programme consistent with international frameworks and in line with or complementary to international initiatives on PVE?

## **Effectiveness**

- To what extent were stated objectives achieved?
- What major external and internal factors influenced whether or not the objectives were achieved?
- Are the measures suitable for future efforts within the same context or elsewhere?
- What changes can be identified in attitudes, behaviours, relationships, and practices in the target communities and others?
- Which measures were most effective in raising awareness and increasing resilience to violent extremism?
- What were the positive and negative, immediate and long-term results of the project?

## **Efficiency**

- Were the activities cost-efficient?
- Were objectives achieved in a timely manner?
- Was the PVE programme implemented efficiently in comparison to alternatives?

## **Impact**

- Did the interventions achieve the desired impact?
- How did the measures strengthen PVE actors and reduce the influence of violent extremist actors?
- How did people of all ages and genders experience and perceive the impact of projects in terms of PVE outcomes?
- In what way were youth engaged, and how did they experience and perceive the impact of activities in terms of PVE outcomes?

## **Sustainability**

- What lessons were learned which can inform future PVE programmes at MSEs, as well as wider regional and global future PVE practices?
- Which measures were the most and least effective?
- Have the measures demonstrated potential for sustainability? If so, in what way?



→ Was there a correlation between PVE outcomes and gender? Were outcomes more sustainable for men and boys, women and girls, and/or those with other gender identities?

The methods chosen depend on the context of the PVE programme, the purpose of the evaluation, the needs of relevant stakeholders, as well as data availability, resource constraints, and timing.<sup>243</sup>

As PVE programmes at MSEs are highly context-specific, a **triangulation of evaluation methods** can help determine the degree to which measures are transferable to other settings.<sup>244</sup>

→ For more on appropriate evaluation methods, see data collection methods in Chapter 5.1 and the material and resources in the Annex.

---

<sup>243</sup> UNDP, [Improving the Impact of Preventing Violent Extremism Programming](#), p. 8.

<sup>244</sup> UNHCR, IOC and Terre des hommes organization, [Sport for Protection Toolkit](#), p. 77.

## 5.3. Transfer of Knowledge

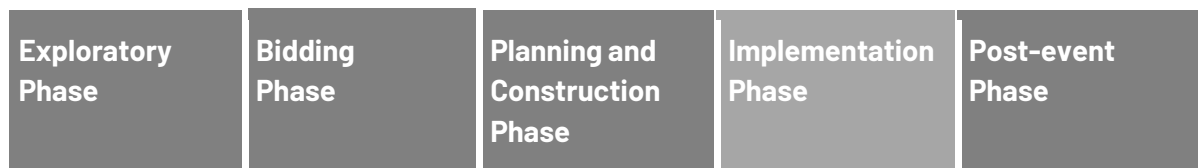
The final and most important part of the monitoring and evaluation process is the extrapolation and compilation of lessons learned. This includes the presentation of knowledge acquired about the project's relevance, coherence, effectiveness, efficiency, impact, and sustainability with regard to the phases and pillars outlined in this handbook, specifically within the following areas:

- Knowledge gained during all phases of PVE programming, including preparation, implementation, monitoring, and evaluation.
- Lessons learned regarding human rights, youth engagement, gender equality, and the empowerment of women and girls.
- Lessons learned concerning exchange with target groups.
- Knowledge acquired through cooperation between multiple partners.
- The effectiveness and impact of measures implemented.
- The financial planning and timing throughout the MSE lifecycle.
- Knowledge regarding security planning and international cooperation.

Sharing these experiences and outcomes with future MSE organizers in the same country and region, as well as with organizers in other countries, regions, and sports, will undoubtedly assist in planning future MSEs.

This knowledge helps future programmes to refine their targets and thus be more successful; ultimately, it also produces more evidence of the effectiveness of sports and MSEs in the wider PVE context.

- Share the results of the M&E process with the **MSE, programme, and funding partners**, including state actors, sponsors, contractors, CSOs, and the media.
- Publicise results online and print them if more appropriate in the local context.
- Share results with **regional and international organizations**, especially those committed to PVE (sports and MSEs).
- Share results with other **sport federations at national, regional, and international levels**.
- **Exchange and discuss success factors and challenges** with other sporting federations at national, regional, and international levels.
- **Incorporate lessons learned into future MSEs** at national, regional and international levels.
- **Install a focal point** (an individual or team) who can be contacted for information, advice, and expertise by future MSE organizers.



## 6. LEGACY AND SUSTAINABILITY

- **Highlighting the potential of a positive legacy in terms of PVE.**
- **Summary of measures aimed at leaving a positive legacy and guaranteeing sustainability of enacted measures.**

Although MSEs only last for days or weeks, they often boost sports participation at a local, regional and even international level. These developments however have frequently proven short-lived, with numbers falling to pre-event levels over time.<sup>245</sup> The same should be expected for the effects of activities contributing to PVE if they are not explicitly planned with the mid- to long-term impact in mind.

The legacy of the MSE, along with clear and realistic plans for the sustainability of measures taken, must therefore be an integral part of the planning and design phase of the event and its PVE programme. Only if these are thoroughly embedded and well-considered will events make a positive resonance and the measures taken leave a lasting effect.

**MSE lifecycle:** Planning measures contributing to PVE at MSEs begin with the vision for the event (Exploratory Phase) and must comprise an integral part of MSE bidding and planning. During the post-event phase, the effects and sustainability of the measures taken need to be monitored and supported, where necessary and possible.

---

<sup>245</sup> Mega-Sporting Events Platform for Human Rights, [The Mega-Sporting Event Lifecycle](#), p. 35.

Referring back to the measures and activities described in Pillars 1 to 3, when leveraging MSEs to contribute to PVE, the following aspects have the greatest potential to guarantee positive and long-lasting legacies.<sup>246</sup>

**Infrastructure and urban development:** MSEs may contribute to urban infrastructure development, including the regeneration of deprived areas, connecting marginalized communities to city centers, establishing recreational areas, construction or renewal of sporting facilities, and installing new security technologies.

**Local economies, jobs, and employability:** If embedded within wider government-sponsored programmes and investments, MSEs may boost local businesses in sustainable ways. This may also create job opportunities for youth and members of disadvantaged communities, ideally combined with skills development and targeted training to enhance employability.

**Views and behaviours:** Promoting human rights, gender equality, and youth participation may bring about lasting change in societal attitudes and may reduce prejudices, foster mutual respect, and reduce tendencies towards radicalization in those specifically at risk.

**Social cohesion:** National and regional celebrations like MSEs have shown great potential for fostering mutual respect, appreciating pluralism, and enhancing social cohesion, especially in multi-ethnic neighbourhoods, countries, and regions.

**Sport and sense of belonging:** MSEs can encourage the creation of sport clubs, as well as promote sporting activities and healthy lifestyles. Combined with targeted programmes, clubs and institutionalized sporting activities may include vulnerable and marginalized youth, providing opportunities for self-development and generating a sense of belonging.

**New policies and legislation:** MSEs serve as a platform for introducing new policies and legislation, along with adherence to international standards and frameworks with respect to PVE, security, and human rights.

**International and inter-agency cooperation:** The organization of an MSE fosters national, regional and international partnerships between states, organizations, federations, and companies, thus enhancing international dialogue and sharing of information, experience, and practices.

---

<sup>246</sup> See also UNOCT, UNAOC, UNICRI and ICSS, [Guide on the Security of Major Sporting Events](#), pp. 67 and 126-130; CSHR, [Games Time](#), pp. 6 and 46-47.

**Security:** Through international cooperation, major events can improve security planning capacities in a city and/or country, strengthen transparency and accountability, and enhance safety through CPTED, new technologies, training, and a PVE approach to security.

Following is a summary of points requiring consideration when committing to the creation of a positive and enduring legacy with sustainable measures:

- Create a **legacy and sustainability management plan** with regard to PVE during the planning and design phase.
- **Coordinate the plan with relevant government departments**, including those committed to PVE and, where existing, those responsible for the National Action Plan (NAP) on PVE.
- **Integrate the plan into the monitoring process** of activities aimed at PVE.
- **Allocate time and budget** for the post-event phase of monitoring, evaluation, and transfer of knowledge, along with legacy and sustainability management of PVE measures.
- Plan for **outcomes of PVE measures** (workshops, training, etc.) and cooperation with communities, schools, youth centers, sports clubs, and youth-led organizations **to make a long-term effect.**
- **Measure the impact** of MSEs and their legacies in terms of PVE at particular intervals after the event, according to the descriptions in Chapter 5.
- **Adjust ongoing initiatives** whenever possible should change be required in order to achieve a positive or intended outcome.
- **Transfer knowledge** and disseminate good practice to MSE, programme, and funding partners, as well as to future MSE organizers at global, regional, national, and local levels.

## Annex

The Annex contains relevant **Materials** from the fields of preventing and countering violent extremism, crime prevention, inclusion, human rights and development in peace, both within and outside the context of MSEs.

The Annex also contains **Contacts** for relevant institutions, organizations and initiatives, and an overview of selected **Good Practices** for the pillars of Promotion, Prevention and Leading by Example.

## Materials

### Global Sports Programme

UNOCT, UNAOC, UNICRI and ICSS, [Report: Virtual High-Level Meeting on Sport for Preventing and Countering Violent Extremism Conducive to Terrorism & Virtual International Expert Group Meeting on Sport for Preventing and Countering Violent Extremism Conducive to Terrorism](#). 2020.

UNOCT, UNAOC, UNICRI and ICSS, [Report: Online Youth Consultation on Preventing Violent Extremism Through Sport](#). 2021.

UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives aimed at making use of sport and its values as a tool to prevent violent extremism](#). April, 2021.

UNOCT, UNAOC, UNICRI and ICSS, [Collection of operating procedures, mechanisms, and best practices to enhance the protection of vulnerable targets in the context of major sporting events](#). June, 2020.

UNOCT, UNAOC, UNICRI and ICSS, [Guide on the Security of Major Sporting Events: Promoting Sustainable Security and Legacies](#). October, 2021.

UNOCT, UNAOC, UNICRI and ICSS, [Guide for Policymakers for the Use of Sport for the Prevention of Violent Extremism](#). 2020.

UNOCT, UNAOC, UNICRI and ICSS, [Preventing Violent Extremism through Major Sporting Events: A Handbook for Organizers](#). 2022.

### Preventing Violent Extremism and Sport

RAN, [The role of sports in violent right-wing extremist radicalisation and P/CVE](#). Luxembourg: Publication Office of the European Union, 2021.

RAN, [EX POST PAPER: The role of sports and leisure activities in preventing and countering violent extremism](#). March, 2019.

UNODC, [Preventing Violent Extremism through Sport – Technical Guide](#). Vienna, 2020.

UNODC, [Preventing Violent Extremism through Sport – Practical Guide](#). Vienna, 2021.

UNODC, [Desk Review on Sport as a Tool for the Prevention of Violent Extremism](#). December, 2018.

UNODC, [Live Skills Training through Sport to Prevent Crime, Violence and Drug Abuse](#). United Nations, August, 2017.

## **Preventing Violent Extremism (outside of sports)**

OSCE, [Non-custodial Rehabilitation and Reintegration in Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism](#). Vienna, January, 2020.

UNDP, [Frontlines – Young people at the forefront of preventing and responding to violent extremism](#). May, 2019.

UN Women, [Gender Mainstreaming Principles, Dimensions, and Priorities for PVE](#). New York, September, 2019.

UNESCO, Mahatma Gandhi Institute of Education for Peace and Sustainable Development, [Action: guidelines for prevention of violent extremism](#).

UNESCO, Mahatma Gandhi Institute of Education for Peace and Sustainable Development, [Youth-led guide on prevention of violent extremism through education](#). New Delhi, March, 2018.

UNESCO, [Preventing violent extremism through education: A guide for policy-makers](#). Paris, 2017.

UNESCO, [Terrorism and the media: a handbook for journalists](#). Paris, 2017.

European Committee of the Regions, [The Role of the Sub-National Authorities from the Mediterranean Region in Addressing Radicalisation and Violent Extremism of Young People](#). European Union, 2017.

UNODC, [Handbook on the Management of Violent Extremist Prisoners and the Prevention of Radicalization to Violence in Prisons](#). New York: United Nations, 2016.

UNESCO, [A Teacher's Guide on the Prevention of Violent Extremism](#). Paris, 2016.

OSCE, [Preventing Terrorism and Countering Violent Extremism and Radicalization that Leads to Terrorism: A Community-Policing Approach](#). Vienna, February, 2014.

OSCE, [Youth Engagement to Counter Violent Extremism and Radicalization that Lead to Terrorism: Report on Findings and Recommendations](#). Vienna, July, 2013.

## **Human Rights and Major Sporting Events**

CSHR, [Games Time: Planning and Acting to Respect Human Rights in Mega-Sporting Events](#). April, 2020.

Mega-Sporting Events Platform for Human Rights, [Championing Human Rights in the Governance of Sports Bodies](#). March, 2018.

Mega-Sporting Events Platform for Human Rights, [The Mega-Sporting Event Lifecycle: Embedding Human Rights from Vision to Legacy](#). April, 2018.



Mega-Sporting Events Platform for Human Rights, [Sport, Broadcasting and Human Rights – Guiding Questions](#). June, 2018.

John G. Ruggie, [“For the Game. For the World: FIFA and Human Rights”](#). *Corporate Responsibility Initiative Report*, No. 68. Cambridge, MA: Harvard Kennedy School, 2016.

### **Anti-Discrimination and Major Sporting Events**

FIFA, [FIFA Good Practice Guide on Diversity and Anti-Discrimination](#). Zurich, 2018.

FARE network, [Global guide to discriminatory practices in football](#). London, June, 2018.

FARE network, [Monitoring discriminatory signs and symbols in European football](#). London, June, 2016.

### **Supporter Liaison**

UEFA, Supporters Direct Europe, [UEFA Practical Guide to Supporter Liaison](#). 2021.

### **Sport (other)**

UNHCR, IOC and Terre des hommes organization, [Sport for Protection Toolkit: Programming with Young People in Forced Displacement Settings](#). 2018.

UNESCO, World Anti-Doping Agency, Olympic Foundation for Culture and Heritage, International Council of Sport Science and Physical Education, Agitos Foundation, [Sport values in every classroom: teaching respect, equity, and inclusion to 8-12 year old students](#). 2019.

Graeme Simpson, United Nations Population Fund, United Nations Peacebuilding Support Office, [The Missing Peace: independent progress study on youth and peace and security](#). 2 March 2018. A/72/761-S/2018/86.

UN Women, [“Women’s Empowerment Principles”](#).

### **Planning, Monitoring, and Evaluation**

UNDP, [Improving the impact of preventing violent extremism programming. A toolkit for design, monitoring, and evaluation](#). Oslo, May, 2018.

UNDG, [Theory of Change. UNDAF Companion Guide](#). 2017.

OECD, [“Evaluation Criteria”](#).

## **Contacts**

### **Global Sports Programme**

[Global Programme on Security of Major Sporting Events, and Promotion of Sport and Its Values as a Tool to Prevent Violent Extremism](#) (UNOCT)

[United Nations Office of Counter-Terrorism](#) (UNOCT), New York, USA

[United Nations Alliance of Civilizations](#) (UNAOC), New York, USA

[United Nations Interregional Crime and Justice Research Institute](#) (UNICRI), Turin, Italy

[International Centre for Sport Security](#) (ICSS), Doha, Qatar

### **Sport and the Prevention of Violent Extremism (other)**

[Youth Crime Prevention through Sport initiative](#) (UNODC)

[United Nations Office on Drugs and Crime](#) (UNODC), Vienna, Austria

### **Sport and Human Rights**

[Centre for Sport and Human Rights](#) (CSHR), Geneva, Switzerland

[Sport and Rights Alliance](#) (coordinated by UNI Global Union), Nyon, Switzerland

### **Sport for Development and Peace**

[sportanddev.org](#) (hosted by Swiss Academy for Development – SAD), Bienne, Switzerland

### **Sport and Anti-Discrimination**

[FARE Network](#), London, United Kingdom

### **Sport and Refugees**

[UNHCR's Sport for Protection Programme](#)

## **Preventing Violent Extremism**

### International

[UN Security Council's Counter-Terrorism Committee \(CTC\) and Counter-Terrorism Committee Executive Directorate \(CTED\)](#), New York, United States of America

[International Hub on Behavioural Insights to Counter Terrorism](#), (UNOCT), Doha, Qatar

[International Center for the Study of Violent Extremism \(ICSVE\)](#), United States of America

[International Centre for Counter-Terrorism \(ICCT\)](#), The Hague, The Netherlands

### Regional

[Citizens and Diaspora Directorate \(CIDO\)](#), project iDove, African Union (AU)

[Association of Southeast Asian States \(ASEAN\)](#)

[Radicalisation Awareness Network \(RAN\)](#), European Union (EU)

[League of Arab States](#)

[Inter-American Committee against Terrorism \(CICTE\)](#), Organization of American States (OAS)

[Working Group on Counter-Terrorism](#), Pacific Island Forum (PIF)

## Good Practices

The following are examples of good practices from MSEs, comprising policies, campaigns, training, tournaments, and urban development, along with monitoring and complaints mechanisms regarding human rights, anti-discrimination, and social inclusion, and thus exemplary for the field of PVE. Some examples of PVE unconnected to MSEs are also included, which serve as models that can potentially be combined with MSEs. The examples are categorized according to the three pillars of Promotion, Prevention, and Leading by Example, as well as Monitoring, Evaluation, and the Transfer of Knowledge, and also Legacy and Sustainability.

### Promotion

#### 2010 FIFA World Cup South Africa

In the run-up to the FIFA World Cup in South Africa, the local organizing committee (LOC) launched a campaign entitled **Football for Hope – 20 Centres for 2010**.<sup>247</sup> The concept involved the construction of 20 *Football for Hope* Centres between 2008–2010, five in South Africa and fifteen in other African countries, which would benefit twenty disadvantaged African communities. These centers would also provide the project partners – Architecture for Humanity and streetfootballworld – with infrastructure, including football pitches on artificial turf, as well as education and health care facilities, which would enable them to expand their work in the area of football for development. The campaign highlight was a *Football for Hope* Festival in 2010, which showcased best practices in football for development and encouraged exchange and intercultural dialogue between participating delegations and local grassroots organizations. The festival was accompanied by a tournament for boys and girls aged 15–18 years in which 32 teams competed, two South African and thirty from around the world.<sup>248</sup> See more about *Football for Hope* below.

#### Glasgow 2014 Commonwealth Games

At the [Glasgow 2014 Commonwealth Games](#), the organizing committee developed its own **policy on human rights** – the first of its kind.<sup>249</sup> This policy was communicated publicly well in advance and covered labour rights, employment and living wages, health and safety, including in the supply chain, procurement, and sustainability, safety and security in conjunction with Police Scotland, freedom of peaceful protest, and the provision of multi-faith facilities, in addition to equality with respect to age, gender, sexuality, race, ethnicity, disability and/or socioeconomic background. The organizing committee put young people at the heart of the games and developed its own strategy for respecting and protecting children’s rights in collaboration with UNICEF UK.<sup>250</sup> To ensure the effectiveness of the programmes and actions, the organizing committee installed a monitoring and reporting system.

---

<sup>247</sup> FIFA, [Football for Hope – 20 Centers for 2010. Official Campaign of the 2010 World Cup South Africa](#).

<sup>248</sup> FIFA, [Football for Hope Festival 2010. Celebrating the Power of Football](#).

<sup>249</sup> Glasgow 2014, [Approach to Human Rights](#) (2014).

<sup>250</sup> UNICEF, [The Glasgow 2014 Commonwealth Games and UNICEF. Put Children First](#).

## UEFA No to Racism Campaign

Within their wider policies against discrimination in football, both FIFA and UEFA run frequent **campaigns against discrimination and for respect and diversity** in and through football. In 2016, well-known players and clubs supported UEFA's *No to Racism* campaign at 60 matches across Europe. The campaign included the UEFA Champions League, the UEFA Europa League, and the UEFA Women's Champions League and took place during the *Football People* action weeks organized by UEFA's social responsibility partner, FARE (see below).<sup>251</sup>

## Football People action weeks

Every October, the [FARE network](#) joins with UEFA, local NGOs, and national female and male football leagues and federations to organize the **Football People action weeks campaign**. #FootballPeople weeks unite supporters, clubs, players, minority groups, and communities affected by discrimination to stand up for equality and inclusion. For a fortnight, over 150,000 people in over fifty countries organize and participate in more than 2,000 events against racism, xenophobia, homophobia, social exclusion, etc. Events take place both at major football matches and at a grassroots level. With the support of UEFA, FARE provides small grants to implement grassroots football-related activities, such as matches to welcome refugees, events against homophobia, workshops on women's football, and/or team/fan choreography for the matches.<sup>252</sup>

## Paris 2024 Olympic and Paralympic Games

The [Paris 2024](#) Summer Olympics are the first Olympic Games in which the contract signed by the host city, the National Olympic Committee, and the IOC included human rights clauses.<sup>253</sup> Additionally, in June 2019, the **local organizing committee (LOC), trade unions, and employer organizations signed a Social Charter for Responsible Games**, which seeks to guarantee responsible and sustainable access to labour law.<sup>254</sup> Three goals have been set for the time during and after the event: firstly, to work primarily with small and innovative companies committed to social dimensions and environmental issues; secondly, to include vulnerable groups, especially those affected by long-term unemployment; thirdly, to guarantee decent working conditions which will be closely monitored, and in particular to combat illegal employment, competitive practices and discrimination.

---

<sup>251</sup> UEFA, "[No to Racism, say UEFA Champions League, UEFA Europa League and UEFA Women's Champions League teams](#)", 17 October 2016.

<sup>252</sup> See [www.farenet.org/en-term-slug/campaigns/footballpeople-action-weeks/](http://www.farenet.org/en-term-slug/campaigns/footballpeople-action-weeks/).

<sup>253</sup> Vienna Institute for International Dialogue and Cooperation, [Internationale Sportereignisse und Menschenrechte. Ein Handbuch zur Umsetzung in Österreich](#) (Vienna, 2021), p. 46.

<sup>254</sup> See [www.paris2024.org/en/a-social-charter-for-responsible-games/](http://www.paris2024.org/en/a-social-charter-for-responsible-games/).

## Prevention

### 1995 Rugby World Cup in South Africa

On June 24, 1995, South Africa won the World Cup final against New Zealand. This was a symbolic day in the history of South Africa; not only did they win the tournament trophy, but it was also the first time they had ever participated. It was also the first MSE hosted by South Africa since apartheid ended in 1991. While the country remained torn by its past, the event was a symbol of **social cohesion and unity**, bringing people of all backgrounds together to support their team. The highlight was president Nelson Mandela in a team jersey presenting the trophy to South African captain Francois Pienaar. To unite the whole country behind the Springbok squad, the national rugby federation created the slogan “One Team, One Country.”

### Leicester Prevent

In the United Kingdom, the Home Office works with local authorities to deliver *Prevent*, the government’s counter-terrorism strategy. In Leicester, *Prevent* is led by the St Philip’s Centre, which works in partnership with other agencies and groups, including the Federation of Muslim Organizations (FMO). [Leicester Prevent](#) is supported by the **Leicester City Football Club** and aims to empower local communities to develop resilience and counter violent extremism **through sport**. Activities include offering young people opportunities to participate in sport, promoting teamwork, and sharing successes, irrespective of faith, nationality, or background, along with encouraging ‘natural leaders’ to become positive role models. Workshops are held on exploitation, coercion, radicalization, gang culture, knife crime, antisocial behaviour, leadership, identity, self-esteem, life skills, and employment. The club also offers opportunities for participants to learn coaching skills and work towards obtaining qualifications.<sup>255</sup>

### 2010 FIFA World Cup South Africa

As part of its *Football for Hope* programme (see below), FIFA organized a **football tournament** during the World Cup in South Africa, **where local youth could experience the atmosphere of an MSE** in a safe, fun-filled environment of goodwill and fair play. CSOs supported the event by offering free HIV tests and other community services. These types of experiences can produce positive, long-lasting outcomes for young people, including some who may be vulnerable to radicalization or criminal influence.<sup>256</sup>

---

<sup>255</sup> UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives](#), p. 49; see [www.leicesterprevent.co.uk](http://www.leicesterprevent.co.uk).

<sup>256</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide on the Security of Major Sporting Events](#), p. 129.

## **FIFA Football for Hope**

In 2005, FIFA, together with sponsors and support from the United Nations, launched the *Football for Hope* programme. The initiative provided **support to selected CSO programmes using football as a tool for social development**. Some objectives included HIV/AIDS education, conflict resolution, peacebuilding, and gender equality, as well as capacity building, youth leadership, and life skills training. FIFA supported programmes worldwide: 38 in Europe, 19 in Asia, 8 in Oceania, 93 in Africa, 15 in North America, and 60 in South America. *Football for Hope* used FIFA World Cups as a platform to raise awareness of social issues and develop legacy projects.<sup>257</sup> In the context of the World Cup in South Africa, FIFA opened 20 centers throughout Africa.

## **Mathare Youth Sports Association (MYSA), Kenya**

Though not connected to MSEs, [MYSA](#) is an excellent example of a sports initiative involving thousands of youths; operating in a deprived area of Nairobi it connects a football league with **community outreach and development activities**.<sup>258</sup> Founded in 1987 and twice nominated for the Nobel Peace Prize, MYSA is run by and for the youth who take part in its activities. The association runs several programmes which encourage cooperation, raise awareness and promote physical and environmental health; MYSA teams also clean up garbage and plant trees, for which they earn points for the MYSA league standings; another programme teaches young people about HIV/AIDS, drug abuse, sexual reproductive health, and other related social issues.

## **Fútbol con Corazón, South America**

[Fútbol con Corazón \(FCC\)](#) is a *Football for Development* platform which leverages football as a tool to strengthen **community cohesion in order to decrease violence** and improve young people's life prospects. Through sport, participants learn life skills such as peaceful conflict resolution, assertive communication, and teamwork. The platform also promotes the fourteen social, emotional, and cognitive skills promoted by the World Health Organization and has shown positive results across six countries in South and Central America over the past decade. An online course is available to coaches to empower them to incorporate the programme's vision and methodology in their everyday training.<sup>259</sup>

---

<sup>257</sup> FIFA, [Football for Hope. FIFA's commitment to social development](#).

<sup>258</sup> See [www.mysakenya.org](http://www.mysakenya.org).

<sup>259</sup> UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives](#), p. 30.

## Women Win, Brazil

Around the time of the 2016 Rio Summer Olympics, GRLS partnered with UN Women, IOC, and Empodera to establish the project [One Win Leads to Another](#).<sup>260</sup> The community-based programme aimed to leverage sport as a tool to help **reduce gender inequality**, as well as to build leadership skills and self-confidence among adolescent girls. Twice a week, participants from socially vulnerable backgrounds attended sports training and gender workshops in one of the 16 participating Olympic villas in Rio de Janeiro. The villas were managed by the municipality of Rio de Janeiro. They provided the girls with a safe space to “gain economic and leadership skills, knowledge about health and their bodies, and awareness on violence prevention and available services.”<sup>261</sup>

## Basketball Without Borders, North America and international

[Basketball Without Borders \(BWB\)](#) is a global basketball development and **community outreach programme** organized annually by the National Basketball Association (NBA) and the Fédération Internationale de Basketball (FIBA). Since 2001, the NBA and FIBA have staged 52 BWB camps in 32 cities in 27 countries across six continents, involving more than 3,000 participants from 133 countries and territories. Over 250 current and former NBA/WNBA players have joined more than 200 NBA team personnel from all 30 NBA teams, along with 47 participants of BWB camps who were drafted into the NBA. Additionally, four BWB campers have signed as free agents. In 2017, BWB added new camps in New Orleans, the Bahamas, and Israel, as well as a return to South Africa for the fifteenth edition of BWB Africa.<sup>262</sup>

## National Taekwondo and Kickboxing Federation of Tajikistan (NTKF)

The National Taekwondo and Kickboxing Federation of Tajikistan (NTKF) partnered with the United Nations Population Fund (UNFPA) and the UN Country Team to **promote gender equality and prevent gender-based violence**.<sup>263</sup> The initiative included summer martial arts training camps in gender equality, violence prevention, community organization and public speaking. Equipped with these tools, the predominantly male fighters spoke out against gender inequality and violence at martial arts classes, matches and public gatherings, in addition to public appeals in videos and major media campaigns. The NTKF also highlighted the issue of gender equality and violence prevention at a variety of high-profile events, including the IX World Juniors Kickboxing Championship held in 2012 in Bratislava, Slovakia, and at the ITF Taekwondo World Championships, held in Dushanbe in August 2014.

---

<sup>260</sup> See [www.womenwin.org/grls/programmes/one-win-leads-to-another/](http://www.womenwin.org/grls/programmes/one-win-leads-to-another/).

<sup>261</sup> UN Women, “[In sport and for gender equality One Win Leads to Another](#)”, 6 August 2016.

<sup>262</sup> See <https://bwb.nba.com>.

<sup>263</sup> United Nations Population Fund, “[Martial artists fight gender discrimination, violence in Tajikistan](#)”, 9 February 2015.



## **Creative Skills for Peace, Cameroon**

[Local Youth Corner Cameroon](#) is a youth-led organization focusing on empowering youth in prisons in the domain of peacebuilding and PVE. *Creative Skills for Peace* is a **prison-based project** which aims to facilitate the rehabilitation of violent offenders and prevent radicalization through sports, education, and recreational activities. The project was developed in response to the rising number of young people in conflict with the law becoming radicalized and recruited by violent extremist groups. As part of this project, Local Youth Corner Cameroon launched “sport for peace” tournaments to build team spirit and promote social cohesion and friendship among inmates.<sup>264</sup>

## **The German Association of Martial Arts Schools Against Violent Extremism**

The German Association of Martial Arts Schools against Violent Extremism ([Deutscher Verband der Kampfsportschulen gegen Extremismus, DVKE](#)) is a network of martial arts centers in German-speaking countries committed to **leveraging martial arts to PVE**. The initiative recognizes that various violent extremist groups have attempted to establish their own martial arts schools, as well as to infiltrate existing mainstream training centers for recruitment purposes. Coaches are specially trained to understand the psychology and signs of violent radicalization processes. DVKE members act as role models for a non-discriminatory society based on mutual respect and equal rights. The DVKE has introduced counter-radicalization into their daily training school routine and aims to train its members to detect violent radicalization processes as early as possible and to respond adequately.<sup>265</sup> DVKE is led by the *Sportschule Choi Berlin* and the German Institute on Radicalization and De-Radicalization Studies (GIRDS).

## **Media Cultured, United Kingdom**

The Middlesbrough-based social enterprise [Media Cultured](#) counters extremism strategically, promoting social cohesion through films, workshops, and exhibitions, in addition to providing support through **education and training to both practitioners and pupils**. Media Cultured has delivered training, assemblies, and workshops to a wide range of actors, including schools, youth services, colleges, police recruits, pupil referral units, and community hubs. With regards to sport, they seek to strengthen links between clubs and communities, improve learning at all levels within clubs, as well as helping to make sport more accessible to underrepresented groups. Media Cultured’s grassroots and community-minded approach extends to schools and corporate partners by utilizing professional clubs’ centrality to their local communities, thus leaving a legacy in the areas where they operate.<sup>266</sup> Their partners include the police, Teesside University and Middlesbrough Football Club.

---

<sup>264</sup> UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives](#), p. 32.

<sup>265</sup> UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives](#), p. 32.

<sup>266</sup> See <https://mediacultured.org/good-sportsmanship/>.

## Parivartan Programme, India

The [Parivartan](#) training-for-trainers programme is led by the International Centre for Research on Women (ICRW) and provides sport coaches with **skills to discuss gender-based violence with male athletes**. The workshop encourages coaches to practice delivering messages to athletes, enabling facilitators to receive immediate feedback. Based on surveys of participating athletes and comparison groups, the workshop led to statistically significant increases in gender-equitable attitudes, along with decreased propensity to exhibit negative intentional behaviour; comparison groups by contrast showed a deterioration in behaviour over time.<sup>267</sup>

## Sabaoon, Pakistan

Sabaoon (or Sabawoon) Rehabilitation Centre offers a de-radicalization programme in the Swat Valley that aims to rehabilitate ex-Taliban fighters and trainees aged between 12-18 in a school setting. The center is run and established by the Pakistani Army with the support of the Hum Pakistani Foundation and UNICEF. Inaugurated in 2009, the center's objective is to provide young adolescents with access to quality academic education and sports facilities in order to give them a second chance. The programme focuses on treating the physical and psychological effects of traumatic experiences and includes lectures refuting the doctrines of extremist groups, psychological counseling, and self-worth training, along with providing education on personal hygiene, health, ethics, and vocational training.<sup>268</sup>

## Leading by Example

### Barcelona 1992 Olympic Games

The legacy of the Barcelona 1992 Olympics and Paralympics has been heralded as one of the leading examples of **urban development** through the Olympics, providing lessons for future cities wishing to host the popular sporting event. According to the IOC, Barcelona's bid to host the Olympic Games was part of a wider ambition to modernize and transform the city, with locations for sporting infrastructure being selected and guided by the future needs of different regions of the city.<sup>269</sup> The port, which before the Games was an industrial zone, became the venue for sailing competitions, and the resulting regeneration work led to new beaches and a lively residential area; the Estacio del Nord railway station was transformed into a multi-sport venue and the Pavello de l'Espanya industrial buildings were converted into a sports center with indoor swimming pools. After the Games, the Palau Sant Jordi, which was built to serve as the main stadium, became an internationally-renowned major events venue and has since hosted world championships in athletics, basketball, tennis, and

---

<sup>267</sup> UNESCO, [Preventing violent extremism through education: Effective activities and impact; Policy brief](#) (Paris, 2018).

<sup>268</sup> UNOCT, UNAOC, UNICRI and ICSS, [Compendium of existing policies, projects and initiatives](#), pp. 39-40.

<sup>269</sup> IOC, "[Barcelona 1992](#)".

swimming, as well as huge concerts and family events.<sup>270</sup> The event also contributed to the city becoming a major tourist hub for Spaniards and Europeans, from 1.7 million visitors annually in 1990 to more than 6 million over the next 14 years.<sup>271</sup> A range of pioneering **“sport for all” programmes** were also implemented in Barcelona, including “Campus Olímpia”, which offered children the chance to practice various sports at Olympic venues during their summer vacations, and “Convivim Esportivament”, which used sports to encourage the social integration of communities living in different areas of the city.<sup>272</sup>

### **Salt Lake City 2002 Winter Olympic Games**

The **2002 Winter Olympic Games** produced USD 5 billion in additional net economic output in the State of Utah. According to the IOC, the Games were estimated to have **generated 45,000 job-years of employment**, 0,5 percent of Utah’s total, and contributed to twenty percent of Utah’s job growth during the five years prior to the event. A mild economic recession in 2002 mitigated the immediate post-Games effect, and employment did not continue to rise over the next couple of years. However, the “Olympic Games seemed to have cushioned Utahns from the effects of a recession that was being experienced more severely elsewhere in the United States.”<sup>273</sup>

### **National Football Information Point Network**

The [National Football Information Point \(NFIP\) Network](#) is a group of European football **safety and security** experts who develop Europe-wide initiatives aimed at enhancing European police cooperation, along with preventing and tackling football-related safety and security risks. NFIP prepares proposals for their counterparts in EU Member States and beyond, comprising recommended measures on specialist police cooperation designed by expert football policing practitioners.<sup>274</sup> The network is active in 38 European States. Together with the European Union Agency for Law Enforcement Trainings (CEPOL) it offers training to enhance safety and security at football matches, including units dedicated to **dialogue with fans and the prevention of violent behaviour**.<sup>275</sup>

### **INTERPOL Project Stadia**

[Project Stadia](#)'s Centre of Excellence supports INTERPOL member countries in **planning and executing safety and security arrangements** at major events. This project is currently contributing to policing and security arrangements for the 2022 FIFA World Cup™ in Qatar and assists all 195

<sup>270</sup> See [www.palausantjordi.cat/en/visit-us/history/](http://www.palausantjordi.cat/en/visit-us/history/).

<sup>271</sup> See UNOCT, UNAOC, UNICRI and ICSS, [Guide on the Security of Major Sporting Events](#); see <https://geographyfieldwork.com/OlympicLegacies.htm>.

<sup>272</sup> IOC, “[Barcelona 1992](#)”.

<sup>273</sup> IOC, “[Salt Lake City 2002 Legacy](#)”, 22 October 2020.

<sup>274</sup> See [www.nfip-network.org/countries](http://www.nfip-network.org/countries).

<sup>275</sup> See [www.cepol.europa.eu/education-training/what-we-teach/residential-activities/612020-pan-european-football-security](http://www.cepol.europa.eu/education-training/what-we-teach/residential-activities/612020-pan-european-football-security).

INTERPOL member countries in delivering safe and secure events. Furthermore, Project Stadia carries out a range of activities that aim to equip future hosts with knowledge and expertise they can draw on to enrich their own safety and security preparations, including expert groups, capturing and sharing best practices, developing guidance material, and training. The hub of Project Stadia is the state-of-the-art, web-based Stadia Knowledge Management System, which is used to share knowledge and information gathered through the above-mentioned activities and create a virtual network of support for those involved in planning and delivering safety and security at major events. Capacity-building activities are implemented in the form of the *Safety and Security Training Programme for Major International Sporting Events*, which was developed and organized by Project Stadia in collaboration with the National Center for Spectator Sports Safety and Security (NCS4) at the University of Southern Mississippi, USA. This training programme comprises six courses covering topics crucial for police commanders and incident management leaders. INTERPOL accredits these courses according to official INTERPOL standards.<sup>276</sup>

### **FIFA World Cup 2018 Russia**

During the 2018 World Cup, FIFA announced its own **diversity and anti-discrimination policy**. Clear guidelines were given to referees in the event of discriminatory behaviour by players, staff, or spectators; security officers were specially trained; **special training courses** were held for FIFA and organizing committee members, referees, officials, volunteers, stewards, and even food and drink vendors; guidelines were given to participating teams, and a monitoring system was established to operate during the games (see below).<sup>277</sup> FIFA also set up an online **complaints mechanism for human rights activists and journalists** specifically for the World Cup in Russia. This system guaranteed anonymity, and, in the event of a complaint, FIFA should contact the relevant stakeholders, remedy the violation where possible (either themselves or through other responsible parties), use external expertise where necessary, and issue public reports accordingly.<sup>278</sup>

### **FARE Observer Scheme**

For around a decade, the FARE network has been running an **observer scheme to tackle discrimination and challenge far-right extremism** within European football stadiums. The FARE team assesses all European international matches for the likelihood of discriminatory behaviour. It sends trained observers to matches identified as prone to high levels of racism, extreme nationalism, xenophobia, antisemitism, and/or homophobia. FARE documents all forms of discrimination and reports incidents to UEFA. FARE has also launched a global monitoring scheme with FIFA,<sup>279</sup> and has compiled guides on discriminatory signs and symbols in European football, as well as on discriminatory practices in global football (see materials).

---

<sup>276</sup> See [www.interpol.int/How-we-work/Project-Stadia](http://www.interpol.int/How-we-work/Project-Stadia).

<sup>277</sup> FIFA, *Diversity and Anti-Discrimination at FIFA* (Zurich, December, 2019).

<sup>278</sup> FIFA, "FIFA launches complaints mechanism for human rights defenders and journalists", 29 May 2018.

<sup>279</sup> See [www.farenet.org/en-term-slug/get-involved/report-discrimination/observer-scheme-faq/](http://www.farenet.org/en-term-slug/get-involved/report-discrimination/observer-scheme-faq/).

## London 2012 Olympic and Paralympic Games<sup>280</sup>

The local organizing committee of the London 2012 Olympic and Paralympic Games established an **innovative process for dealing with grievances related to labour conditions in the supply chains** of sponsors, licensees, and partner corporations.<sup>281</sup> Based on the LOC's Sustainable Sourcing Code and supported by an expert external partner, the Complaint and Dispute Resolution Mechanism was informed by the *UN Guiding Principles on Business and Human Rights* and sought to achieve agreement between involved parties to the greatest extent possible. According to the CSHR, this mechanism dealt with a range of labour issues, including press allegations of adverse working conditions in factories in various countries and complaints from national and international trade unions and CSOs, as well as from individual workers.

## LIAISE project

The [Liaison-Based Integrated Approach to Improving Supporter Engagement \(LIAISE\) project](#) was a two-year project led by Supporters Direct that ran in 2018-19 and was funded by the European Union Erasmus+ programme. LIAISE was a unique collaborative partnership that brought together supporters, football associations, football leagues, and stakeholders such as UEFA and the NFIP Network to **enhance dialogue between club supporter liaison officers (SLOs) and football as well as public authorities**. All participating federations and leagues from Bulgaria, the Czech Republic, France, Ireland, Poland, and Portugal, developed national action plans tailored to their specific needs with a focus on their particular challenges.<sup>282</sup>

## Monitoring, Evaluation, and Transfer of Knowledge

### Olympic Games Knowledge Management

A good example of knowledge transfer is the [Olympic Games Knowledge Management \(OGKM\) programme](#), which ensures that future host cities have access to the most recent knowledge gained from previous Games.<sup>283</sup> It is a platform of services and documentation, assisting host cities in their preparations and facilitating the transfer of knowledge from one organizer to the next. The programme consists of three main sections: (1) information, services, and personal experience, (2) official Games reports, technical manuals, and knowledge reports, and (3) other useful documents and publications, all available on a dedicated extranet.<sup>284</sup>

---

<sup>280</sup> CSHR, *Games Time*, p. 43.

<sup>281</sup> London 2012, *Lessons learned from the London 2012 construction project* (London, October, 2011).

<sup>282</sup> See [www.sdeurope.eu/liaise](http://www.sdeurope.eu/liaise).

<sup>283</sup> IOC, "[Olympic Games Knowledge Management programme supports organization of the Games](#)", 2 February 2014.

<sup>284</sup> UNOCT, UNAOC, UNICRI and ICSS, [Guide on the Security of Major Sporting Events](#), p. 110.

## Legacy and Sustainability

While some of the above examples demonstrate good practice in legacy, one, in particular, deserves special mention.

### London 2012 Summer Olympic and Paralympic Games

From the beginning of the project planning phase, **legacy and sustainability** were central to [London 2012](#). According to the IOC, these Olympics changed the way major events integrated sustainability into management and decision-making. Together with the Global Reporting Initiative and the IOC, the LOC established sustainability reporting guidelines, a methodology to account for carbon emissions, and a comprehensive sustainable sourcing code, along with a process for integrating sustainability into a procurement governance model.<sup>285</sup> To **share knowledge** and experiences from the London 2012 construction project and the preparation and staging of the Games, the LOC set up the *Learning Legacy* project.<sup>286</sup>

---

<sup>285</sup> IOC, "[London 2012: engaging, inspiring and transforming - Olympic News](#)", 2 September 2021.

<sup>286</sup> See <https://webarchive.nationalarchives.gov.uk/ukgwa/20161003114308/http://learninglegacy.independent.gov.uk/index.php>.





# SPORTS

GLOBAL PROGRAMME ON SECURITY OF MAJOR SPORTING EVENTS &  
PROMOTION OF SPORT & ITS VALUES TO PREVENT VIOLENT EXTREMISM



UNITED NATIONS  
OFFICE OF COUNTER-TERRORISM



UNAOC  
United Nations Alliance of Civilizations

