PREVENTING VIOLENT EXTREMISM (PVE) GUIDELINES

In-line of NPVE Policy 2024

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NATIONAL COUNTERTERRORISM AUTHORITY

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NATIONAL CTHORITY PAKISTAN

Subject: **POLICY / LEGAL BASIS AND JUSTIFICATION OF PVE GUIDELINES**

The PVE Guidelines have been prepared pursuant to the approved **National Prevention of Violent Extremism (NPVE) Policy 2024** as an implementation-support document for priority stakeholders and sectors identified under the Policy. The Guidelines derive their basis from the stakeholder-specific preventive measures envisaged under **Sections 3.1.1** (National Narrative), **3.1.2** (Learning Institutions), **3.1.3** (Religious Worship Places and Community Leaders), and **3.2** (Media and Strategic Communications), including Section **3.2.2.3** relating to PVE-focused media programming and capacity building of media professionals.

The Guidelines do not constitute a new policy or regulatory instrument. Rather, they operationalize the preventive objectives, stakeholder responsibilities, and sector-specific interventions already envisaged under the NPVE Policy 2024 by providing practical and standardized guidance for implementation.

The preparation and dissemination of the Guidelines are further supported by **Section 4 of the NACTA Act, 2013**, which empowers **NACTA to coordinate and develop counter-extremism strategies, formulate preventive measures, undertake research, and disseminate relevant guidance and information to stakeholders**.

Accordingly, the PVE Guidelines have been developed to facilitate uniform interpretation, coordinated implementation, and effective operationalization of the preventive measures and responsibilities prescribed under the NPVE Policy 2024.

PVE Guidelines

Teachers

1. **Keep classroom discourse lawful, peaceful, and non-violent.** Prohibit any justification, glorification, or incitement of violence; align teaching with the Qur'anic sanctity of life (**Al-Ma'idah 5:32**) and the constitutional test of "reasonable restrictions" in the *interest of the glory of Islam, security, public order, decency/morality* (**Constitution Art. 19**).

2. **Remove and actively correct hate content (religious/sectarian/ethnic) in teaching materials and student work.** Treat hate propagation as a safeguarding breach and a potential legal trigger under **PECA 2016 s.10A (Hate speech)** and relevant PPC provisions on promoting enmity / outraging religious feelings (e.g., **PPC s.153A, s.295A**).

3. **Implement "curriculum vigilance" consistent with NPVE's "Revisit" focus on education reform.** Teachers should screen lesson plans and supplementary content to ensure it does not normalize intolerance, takfir, sectarian hostility, or violent "hero" narratives; NPVE's "Revisit" pillar explicitly prioritizes curriculum reform and engagement of teachers/youth.

4. **Respect faith boundaries and minority protections in instruction.** Do not impose religious instruction on students of another faith and avoid coercive religious practices in school settings (**Constitution Art. 22(1)**; and **Al-Baqarah 2:256** "no compulsion in religion"). This reduces grievance and identity-based radicalization risk.

5. **Teach verification and critical thinking to reduce disinformation-driven radicalization.** Build "verify before you share" habits using Qur'anic guidance on verification (**Al-Hujurat 49:6**; **Al-Isra 17:36**) and pair it with digital safety obligations under PECA for online content dissemination.

6. **Maintain inclusion and equal dignity in classroom practice.** Enforce non-discrimination, protect vulnerable/minority students, and ensure equal access to participation (**Constitution Art. 25**; and **Al-Hujurat 49:13** on human dignity and diversity). Anti-bullying/anti-hate classroom management is a PVE measure, not "discipline only."

7. **Do not allow proscribed-group messaging, symbols, or recruitment indicators in school spaces.** Any facilitation (guest speakers, posters, chants, "study circles") that advances banned ideology or fundraising can intersect with the **Anti-Terrorism Act 1997** controls (including regulatory provisions related to

terrorism/sectarian violence and proscription framework). Apply strict gatekeeping for external speakers and materials.

8. **Flag early warning indicators through a child-protection lens, not profiling.** Where students show sudden fixation on violent narratives, isolation, weapon talk, or coercive group influence, use a documented referral pathway (counsellor + admin) that respects due process and dignity (**Constitution Art. 14**) while protecting the school community; avoid stereotyping any sect/ethnicity as a "risk group."

9. **Keep school charity/fundraising "clean" and auditable to prevent misuse.** Teachers must ensure donations are routed through approved mechanisms and never channel funds to unknown intermediaries; this is consistent with **AMLA 2010** controls on suspicious transactions reporting and compliance expectations (**AMLA s.7** framework; liability for non-compliance appears in **AMLA s.33** in amended compilations).

10. **Use balanced civic education: lawful dissent, non-violence, and social cohesion.** Encourage students to express opinions through lawful, peaceful means (constitutional freedoms and their restrictions) (**Constitution Art. 19, 19A**) while inculcating Qur'anic justice norms (**An-Nisa 4:135**, **Al-Ma'idah 5:8**). This directly supports PVE by offering legitimate channels for grievance and political expression.

Students

1. **No violence advocacy, threats, or intimidation** (online/offline). Sanctity of life and public peace must be upheld (**Qur'an 5:32**) and freedom of expression remains subject to lawful restrictions for public order (**Constitution Art. 19**).
2. **Do not share hate speech or sectarian/ethnic vilification content**; report it through school/university channels. Online hate speech triggers **PECA 2016 s.10A (Hate speech)**; offline hate propagation may trigger **PPC s.153A** (promoting enmity).
3. **Do not glorify terrorists/proscribed groups, their acts, or propaganda material**; this is a digital red-line under **PECA 2016 s.9 (Glorification of an offence and hate speech)**.
4. **Verification duty before forwarding rumors** (especially during sectarian tensions): **Qur'an 49:6** (verify news) + **Qur'an 17:36** (do not pursue what you have no knowledge of). Students must avoid panic-spreading that risks public order (consistent with **Constitution Art. 19** restrictions).
5. **Respect religious freedom and non-coercion**: no forcing beliefs or sectarian pressure on peers (**Qur'an 2:256**; **Constitution Art. 22(1)** safeguards regarding religious instruction).
6. **No harassment/doxxing/mob-shaming** of any person. Protect dignity and privacy (**Constitution Art. 14**). Where harassment is online, it may fall within PECA's dignity/harassment offences (e.g., **PECA 2016 s.20, s.21** depending on conduct).
7. **Equality and non-discrimination are mandatory** in student groups, clubs, debates, and campus politics (**Constitution Art. 25**) and Qur'anic equality of peoples (**Qur'an 49:13**).
8. **Use lawful grievance channels** (student bodies, administration, courts) rather than vigilantism; justice must be pursued ethically (**Qur'an 4:135**, **Qur'an 5:8**).
9. **Do not fundraise for unknown causes or route money through informal collectors**; suspicious charity channels can create terror-financing risk under **AMLA 2010 s.7** (suspicious transaction reporting regime) and broader compliance obligations for entities handling funds (e.g., **AMLA s.7G** compliance programs for reporting entities).
10. **If you observe recruitment/coercion, threats, weapons talk, or violent planning**, report immediately to designated safeguarding focal persons and, where threshold is met, competent authorities. Terror facilitation risk is governed under **ATA 1997** (terrorism/sectarian violence prevention framework).

Universities

1. **Protect lawful academic freedom while enforcing boundaries against violence advocacy**: speech is protected but restricted for security/public order (**Constitution Art. 19**).
2. **Zero tolerance for campus hate speech** (religious/sectarian/ethnic). Online hate speech triggers **PECA 2016 s.11**; offline "promoting enmity" risks **PPC s.153A**.
3. **Ban glorification of terrorists/proscribed groups on campus platforms** (seminars, societies, posters, event banners); digital glorification triggers **PECA 2016 s.9** and facilitation risk engages **ATA 1997**.
4. **Event governance**: require speaker vetting, written abstracts, moderation plans, and security liaison for sensitive events.
5. **Digital conduct rules for students/societies**: no doxxing, cyber harassment, or dignity violations; constitutional dignity (**Art. 14**) + PECA offences against dignity/modesty (e.g., **PECA s.20, s.21** depending on conduct).
6. **Minority protection and equal participation** in student governance (**Constitution Art. 25**) + Qur'anic equality (**Qur'an 49:13**).
7. **Institutional verification protocol** during crises: rumor debunking aligned with **Qur'an 49:6** and **Qur'an 17:36**; prevent escalation and violence.
8. **Counselling and safeguarding first** for vulnerable students; intervene without profiling; protect dignity (**Constitution Art. 14**) and justice norms (**Qur'an 4:135**).
9. **No informal fundraising by student groups**; require audited accounts and controlled banking channels; mitigate AML/CFT risk using **AMLA s.7** and compliance management concept (**AMLA s.7G**).
10. **Threshold-based referral**: credible threats, recruitment, incitement, financing, or proscribed propaganda must be documented and referred under **ATA 1997** and relevant cyber provisions (**PECA**).

Schools

1. **Child dignity and safeguarding are non-negotiable**: prohibit humiliation, forced confessions, and public shaming; protect dignity (**Constitution Art. 14**).
2. **No extremist/hate content in classrooms or school events**: treat hate as a safeguarding breach; online hate triggers **PECA 2016 s.11**.
3. **No glorification of terrorists or violent personalities** in debates, posters, school theatre, or reels; **PECA 2016 s.9** applies online sharing.
4. **Respect religious freedom and no coercion** (**Constitution Art. 22(1)**; **Qur'an 2:256**).
5. **Equality for all students including minorities** (**Constitution Art. 25**) + Qur'anic diversity ethic (**Qur'an 49:13**).
6. **Verification education**: teach "verify first" aligned with **Qur'an 49:6** and **Qur'an 17:36** to reduce rumor-driven violence and bullying.
7. **Anti-bullying and anti-hate discipline**: group intimidation, sectarian jokes, and identity targeting are PVE risk factors; school discipline must be lawful and proportionate (consistent with constitutional due-process values and **Art. 19** boundaries for harmful speech).
8. **Structured referral pathway** for concerning behaviors (threats, coercion, recruitment signals): document facts; counselling first unless legal threshold is met; escalate appropriately under **ATA 1997** where terrorism linkage appears.
9. **Safe school charity**: only approved, receipted, and banked collections; avoid anonymous cash collection; AML risk controls align with **AMLA s.7** and liability exposure under **AMLA s.33** for STR failures by obligated entities.
10. **Peaceful disagreement and justice values**: embed justice and fairness norms (**Qur'an 4:135**, **Qur'an 5:8**) to prevent grievance-to-violence pathways.

Curriculum

1. **Remove content that normalizes violence, hate, or sectarian superiority**: protect equality (**Constitution Art. 25**) and Qur'anic human equality (**Qur'an 49:13**).
2. **Embed sanctity-of-life and non-violence learning outcomes** (**Qur'an 5:32**) as core civic and religious ethics.
3. **Teach verification and rumor control**: incorporate information literacy aligned with **Qur'an 49:6** (verify information) and **Qur'an 17:36** (no blind following).
4. **Protect religious freedom in education**: no coercive religious instruction; **Constitution Art. 22(1)** prohibits compulsory religious instruction for students of a different faith.
5. **Define a "digital civics" module**: hate speech and glorification are offences online; integrate **PECA 2016 s.10A (hate speech)** and **s.9 (glorification of an offence)** into student conduct education.
6. **Prevent incitement to discrimination and hostility**: curriculum must not promote enmity; align with **PPC s.153A** (promoting enmity between groups).
7. **Promote justice and fairness norms**: civics content should explicitly teach **Qur'an 4:135** (stand firmly for justice) and **Qur'an 5:8** (do not let hatred cause injustice).
8. **Training package for teachers** (linked to the curriculum): educators must know legal red-lines and safeguarding; integrates constitutional limitations on speech for security/public order (**Constitution Art. 19**).
9. **Create safe referral content**: include guidance for students on reporting threats/recruitment safely; ties to national CT framework under **ATA 1997** (prevention and enforcement against terrorism).
10. **Gender and inclusion standards**: ensure curriculum discourages gender-based dehumanization and promotes dignity (**Constitution Art. 14**) and equality (**Art. 25**).

Youth Engagement

1. **Build youth programs around the sanctity of life and rejection of violence**: embed the Qur'anic principle that killing is gravely prohibited (**Al-Ma'idah 5:32**) and reinforce lawful limits on harmful expression for security/public order (**Constitution Art. 19**).
2. **Run "verify-before-share" media literacy as a core youth skill** based on **Al-Hujurat 49:6** (verification) and **Al-Isra 17:36** (no blind following), to prevent rumor-driven hate and violence.
3. **Zero tolerance for online hate speech in youth spaces** (clubs, groups, WhatsApp communities, gaming chats): hate speech is criminalized under **PECA 2016 s.10A**.
4. **Prohibit glorification of violence/terror content in youth-created reels, edits, and memes**: **PECA 2016 s.9 (Glorification of an offence)** applies to dissemination.
5. **Create safe grievance channels for youth** (counselling, complaint desks, student reps) so anger does not shift into vigilantism; justice must be pursued ethically (**An-Nisa 4:135**, **Al-Ma'idah 5:8**).
6. **Prevent discrimination and social exclusion** in all youth programs; equality is binding (**Constitution Art. 25**) and Qur'an affirms human equality (**Al-Hujurat 49:13**).
7. **Protect youth dignity and privacy**: no doxxing, humiliation, or coercive "outing" of individuals; dignity of man is protected (**Constitution Art. 14**).
8. **Child safeguarding in youth initiatives**: protect minors from physical/mental violence and exploitation (**CRC Art. 19**).
9. **Use sports/arts/volunteering as "protective factors," not just entertainment**: align activities with inclusion, teamwork, and community service, consistent with UDHR's equal dignity baseline (**UDHR Art. 1**) and right to security (**UDHR Art. 3**).
10. **Prevent exploitation of youth fundraising**: youth-led charity must be transparent, receipted, and traceable; suspicion must trigger STR logic under **AMLA 2010 s.7(1)** (STR obligation).

Social Media Users

1. **Do not post/forward hate speech** (sectarian, religious, ethnic, etc.): **PECA 2016 s.10A** criminalizes hate speech in electronic form.
2. **Do not glorify terrorism, violent offences, or offenders**: **PECA 2016 s.9** prohibits "glorification of an offence" (including terrorism-linked glorification).
3. **Verify before sharing**: Islamic standard **Qur'an 49:6** requires verification of news; applying this prevents mob violence and misinformation cascades.
4. **Do not spread unverified "alarming news" that can trigger unrest**: circulation of rumor/alarming news that causes fear/alarm can fall under **PPC s.505**.
5. **Respect dignity and privacy**: doxing/shaming/harassment violates the constitutional inviolability of dignity and privacy (**Constitution Art. 14(1)**).
6. **Avoid incitement framing in political/religious disputes**: speech is subject to reasonable restrictions for public order and incitement (**Constitution Art. 19**).
7. **No discrimination campaigns against any community**: equality before law (**Constitution Art. 25**) must be reflected in online conduct; reject "majority intimidation" narratives.
8. **Promote reconciliation content during communal tension**: Qur'anic command to reconcile and prevent escalation (**Qur'an 49:10**).
9. **Reject vigilantism and revenge calls**: justice must be pursued fairly, **Qur'an 4:135** (stand firm for justice) and **Qur'an 5:8** (do not let hatred cause injustice).
10. **Report suspicious fundraising and coercive donation drives**: where you see unusual or pressure-based charity collections, treat as a red-flag consistent with **AMLA 2010 s.7(1)** (STR duty concept) and NAP focus on choking terror financing (**NAP point 4**).

Safe Charity

1. **No charity collection without identity/authorization/traceable record**: ensure transparency and prevent misuse; Qur'an requires honest dealing (**Qur'an 83:1–3**) and the state can regulate conduct in public interest (**Constitution Art. 18** subject to law).
2. **Screen beneficiaries and purpose**: donations must not support violence; sanctity of life is paramount (**Qur'an 5:32**).
3. **Mandatory 'Suspicious Transaction Report' trigger**: if you suspect funds are linked to Money laundering/Terror Financing, file STR promptly; **AMLA 2010 s.7(1)** requires reporting entities to file STR to FMU after forming suspicion.
4. **Do not accept anonymous large cash / structured deposits** (smurfing) or unusual patterns; treat as suspicion and consider STR as per **AMLA s.7**.
5. **Maintain STR/CTR(currency transaction report) records**: keep relevant records for the legally required period; **AMLA 2010 s.7(4)** requires record-keeping for STRs/CTRs.
6. **Do not fundraise through extremist messaging** (sectarian/hate appeals); online hate speech triggers **PECA 2016 s.10A**.
7. **No online propaganda content in charity campaigns**: glorification of violence/offence is prohibited under **PECA 2016 s.9**.
8. **Independent annual audit and bank-first policy**: collections should be deposited in a regulated bank account; supports AML compliance expectations under **AMLA framework (STR regime s.7)**.
9. **Due diligence on partners/NGOs**: no collaboration if credible links to terror facilitation exist; terror financing is within the counter-terror legal regime of **ATA 1997** (anti-terror enforcement framework).
10. **Donor privacy and dignity**: do not publish donor personal data or shame non-donors; dignity and privacy are protected (**Constitution Art. 14**).