The Keynote Address
Modern Security Approaches towards Terrorism in Nigeria
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Covenant University, Ota, Ogun State. Nigeria

Discussion and Talking Points

Greetings
Acknowledgements

The question before us this morning is what Terrorism is, and the modern Approaches to combat Terrorism.

We should appreciate first that terrorism is a threat to world peace. Threat to growth, progress, development and most importantly, a threat to the right to life. If we look at how the world has been affected and how Nigeria has been affected in the last 6 months alone, the answer can be seen in Europe, America, Asia, Africa and specifically Nigeria where we live.

There is still a debate in some quarters over exactly what constitutes terrorism, though many of us "know what terrorism is but politics still want to give it a politically correct definition" many of us know terrorism when we see it.

I take my own simple definitions from the Bible ‘Thou shall not kill’ and a passage well known to our Moslem citizens, ‘He who kills an innocent is as if he killed a community, he who saves an innocent, is as if he saves a community’ if anyone understands these words, then you will never be a terrorist or support terrorism in any form.

I would for the purpose of this gathering offer a definition of terrorism, drawn from a new U.S. counter-terrorism strategy announced in Washington last week, which perhaps we can all agree on:

"Terrorism is premeditated, politically motivated violence perpetrated against noncombatant targets by subnational groups or clandestine agents."

Three baselines - Premeditated. Politically motivated. Noncombatant targets. The next requirement to be a terrorist is a platform. In this case Religion has been presented as a platform in Nigeria, but deep down, terrorism is based on the terrorist’s desire to inflict harm to gain attention.

It would be difficult to overstate how the events linked with Terrorism in the Northeast have changed Nigeria and it is worthy of note to say that, the events in the Niger Delta linked to Militancy is worrisome. The insurgencies in Nigeria made us to take a hard look at our national security policies and objectives.

Nigerians should know that terrorism in Nigeria is not a new phenomenon or a Boko Haram problem. Regrettably, its history is long and all too familiar. We can point to 1. The institutionalized neglect by authorities 2. Dearth of Justice as well as 3. The absence of a social support platform for our teeming youths.
Understanding these positions is in designing and implementing an adequate response to Terrorism in Nigeria. The success of an antiterrorism policy can only be guaranteed by associating development and respect for human rights with the security dimension. Any other approach would merely mean treating the symptoms of the disease without trying to treat the cause.

Nigeria’s response to the problem of Terrorism is midwifed by the Office of The National Security Adviser. The legal backing to fight Terrorism is The Terrorism Prevention 2011 (Amended 2013), anti-money laundering laws and a robust counter-terrorism effort. The NACTEST – National Counter Terrorism Strategy document provides the roles of each Agency and organisation as it concerns the fight against terrorism.

The Federal Government of Nigeria has since independence on 1 October 1960, affirmed its commitment to the maintenance of order, and the security of lives and property of Nigerians. This commitment is contained in Section 14(2)(b) of the Constitution of the Federal Republic of Nigeria 1999 (CFRN) which states that "the security and welfare of the people shall be the primary purpose of government". The commitment to Internal Security also has a direct drive to the promotion of international peace and security.

The internal and external security dimensions provides the rationale for a concerted national security responses by the government through policy drives, programmes and enactment of enabling legislations. Faced with any security challenge at anytime, the Federal Government through its agencies is obliged to respond in a swift and decisive manner.

Faced with the Boko Haram Terrorist challenge, the Government responded with the Hard approach which involves combat engagements, the Government also recognizes that a safe and secured environment is essential for socio-economic progress and premised on a human-centric notions of security, the stabilization of the backend of the War is essential for development to take place. To this effect, the Government of Nigeria through enabling legislations has empowered the Office of the National Security Adviser to coordinate the activities to secure the backend of the combat and manage combatants and victims of the war on Boko Haram Terrorist or any terrorist threats with a view to stabilizing the communities and allowing reintegration and development.

The office of the NSA is empowered to co-ordinate and ensure all necessary action is taken to counter the threat of terrorism. A Counter-Terrorism Department is established with a Director appointed to coordinate the Counter Terrorism Centre which houses the Nigeria’s soft approach to Countering Violent Extremism which seeks to counter the ideology of violence, stop the flow of youths towards violent extremism, deradicalize those who are to return to the community, rehabilitate victims of terror attacks, restore community cohesion, build trust and community resilience at the grassroots.

The CVE is a silent war fighting tool which is deployed to ensure that the backend of the war on insurgents is stabilized and the variables which may cause the security situation to deteriorate further are contained through its programs aimed at
stabilizing the security and economic wellbeing of the people involved and affected by the crisis in Northern Nigeria.

THE CVE PROGRAM

Through education, rehabilitation, communication and community engagement the program is committed to building trust between government and the people, strengthening community resilience against violence and the ideology of hate and empower our young people, women and girls with the opportunities and life skills they require to resist violent extremism and build better lives in an atmosphere that guarantees peace, security and justice.

The Countering Violent Extremism program was conceived and delivered during the regime of Presidents from 1999 to 2015, albeit not in the present form and nomenclature, the Office of the National Security Adviser (ONSA) is mandated by law to manage this National Security Program; the structure was expanded to include field research and activities to study the various methods to implement the CVE program. In the rise of the fight against terrorism came the challenge of securing the community while the military is fighting the combat at different theatres with the Boko Haram Terrorist. The CVE program was launched in March 2014 and dubbed the soft approach.

The ONSA is well placed to decisively conclude the war against Boko Haram terrorist. In fighting the war at various fronts, there are casualties of war, returnee combatants and of course the devastated communities which requires restoration, rehabilitation, reconstruction and stabilization. This is a huge task in terms of human, financial, intellectual and material resources required to achieve the above objectives to assuage the security expectation of Nigerians and the International Community.

The UN Secretary General Mr. Ban Ki Moon during his visit to Nigeria reiterated the commitment of the United Nations apparatus to institute CVE program at the centre of its Counter Terrorism engagements and having listened to presentation by the CVE team, he briefed our President Gen Mohammadu Buhari on the CVE program and invited him to make a presentation at the launching of the CVE program in the UN last year.

THE CVE PROGRAM

Through the military era the Office of the National Security Adviser (ONSA) was largely seen as an apparatus for the protection of regimes in addition to convening coordination mechanisms of security and intelligence agencies. A new and evolving challenge presented by the changing nature of our society and the globalization of threats widened the horizon of the NSA’s primary role of framing policy and security reform. With the increasing democratization of the institutions of governance and the growth of the media enabled by technological advances, access to multiple information dissemination channels has become much easier allowing groups with violent tendencies to advance their cause to manipulate religion and radical ideology to recruit and radicalize thousands of individuals using multiple tools, and riding on the same principle of freedom of speech. This advancement has brought
the realization that those tasked with the responsibility to protect the Nation can no longer function within a framework of the past but would have to move to the future which is based on Human Security as a priority rather than regime protection.

It is with this in mind that the Terrorism Prevention Act 2011 was signed into law, it was improved upon by the legislature in the Terrorism Prevention (Amendment) Act 2013. What we know and have learnt from other countries is that terrorism compels a nation to reform its laws and processes. Section 1(A) of the Terrorism Prevention Act 2011 puts the coordinating role in matters relating to terrorism on the Office of the National Security Adviser and further provides the office with the mandate to: **Ensure the formulation and implementation of a comprehensive counterterrorism strategy, build capacity for the effective discharge of the functions of relevant security, intelligence, law enforcement and military services under the act and do such other acts or things that are necessary for the effective performance of the function of the relevant security and enforcement agencies under the act.**

Pursuant to this mandate the ONSA established a Counter Terrorism Centre (CTC) which houses the **Joint Terrorism Analysis Branch (JTAB)** and the **Behavioral Analysis and Strategic Communication Unit.** The establishment of these structures enabled ONSA to coordinate intelligence sharing and cooperation amongst agencies.

The Counter Terrorism Centre in consultation with international partners, experienced academics, practitioners in security and select non state actors have developed a counter terrorism strategy (NACTEST) which defines roles and responsibilities of ministries, departments and agencies, as well as the role that civil society has to play in the fight against violent extremism. The strategy was developed taking into account the root causes of terrorism.

There are several paths that leads to terrorism, some are established push factors which presents conditions conducive to the spread of terrorism such as poverty, joblessness, prolonged unresolved conflict, social injustice, a growing youth population without commensurate plan for the future. The pull factors are often personal and frequently rest on factors such as unfulfilled desire for self-actualization, wanting to belong, individual grievances or an identity deficit, one that confuses and creates a situation of conflict in identities based on religion, tribe or region.

**WHAT FUELD THE BOKO HARAM NARRATIVE** is mainly the identity conflict that fuels the narrative of the Jama’atu ahlul sunnah lidda’awati wal jihad and has proven attractive to some of our youths.

**THE FIRST STREAM : DE radicalization** deals with people who are already radicalized and seeks to remove active combatants from fighting in order to reduce the strength of the Boko Haram group. DERAD handles convicted terrorists, suspects awaiting trial and those who might be released through court orders or such other government decision arising from the ongoing engagement and dialogue with repentant suspects. The CVE program through DERAD emphasized
the need for dialogue towards a final resolution and will continue to explore credible channels to actualize this option.

The Deradicalization program is prison, camp and community based. The Ministry of Interior with the prison service will drive the prison based program while professionals, specialist, the Military, Intelligence and other security agencies will drive the camp and community based programs from rehabilitation to reintegration. The Prison based DERAD programs will require substantial capacity building of prison staff in areas such as psychology, sports and arts therapy, faith based instructors and vocational training experts that would engage beneficiaries. The objective is to engage violent extremist convicts and suspects in theological, ideological, physical and entrepreneurial value change that leads to a change in their behaviour. Families, community leaders and NGOs will participate in the process to speed up easy assimilation of convicts and suspects back to society.

Prisons in Kuje and Aguatta have been refurbished for this purpose and a detention centre established in Kainji to cater for high risk prisoners while a camp is in NDA Kaduna for victims and other groups. The DERAD program partners with EUTANS to provide capacity building for DERAD staff and DFID to provide appropriate structures for the prisons. The ONSA-EUTANS partnership also intends to institutionalize the management of Violent Extremist Offenders within the prison training schools. The DERAD intervention plans to exit the NPS within 2 years when the prison service would have developed its administrative, infrastructural and functional capability to run a full-fledged Deradicalization program.

Boko Haram Terrorist and suspects detained and due to be released by the Military or the Defence Headquarters are to be handed over to the DERAD team to be categorized and placed in a camp and community based DERAD program. The victims are also to be released to the DERAD team for them to be rehabilitated and released into a community based program with a focus on community reintegration, skills and employment acquisition.

The DERAD Department is a highly sensitive National Security Stabilization tool as well as a formidable intelligence gathering apparatus, the DERAD team draws personnel from government, military security and intelligence agencies as well as professionals, specialist and experts in the requisite fields to actualize its mandate.

THE SECOND STREAM: is Counter Radicalization which seeks to stop communities and individuals from becoming radicalized. This is a society approach in counter terrorism thinking. We can win the war against terror by mobilizing families, cultural, religious and national values. Through fear and violence, extremist groups are bent on changing the way we see and relate with each other and the only way to defeat this is to remain united and confront the threat as one nation under God. The counter radicalization stream seeks to build community engagement and resilience through building trust, creating awareness and resilience. Government is partnering with faith based organizations, community based organizations, NGOs and other stakeholders to deliver counter radicalization programs at community levels. The process is shaped and delivered by civil society actors who are already intervening in community based conflict resolution, peace building and inter faith advocacy.
The CRAD Department has packaged series of workshops targeted at policy makers in federal ministries, departments and agencies and is pushing for the assigning of CVE focal points in the MDAs so as to link their primary role to national Countering Violent Extremism priorities. The objective is to link security with development and reduce insecurity. Through this platform relevant agencies will provide support to victims of terrorism.

The CRAD has a robust partnership with states and local governments to build structures, strategies, partnerships and programs that are relevant and sensitive to those states. The CVE program in states and local governments is also designed to build the social fabric of society that has been endangered by violence. These platforms once functional will create opportunities for conversation amongst our people, create nonviolent conflict resolution mechanisms and make it easier for our youths to find answers to the questions that bother them the most.

CRAD works with critical stakeholders to hold education summit that looks at the ways that education can be used as a tool to counter violent extremism. The CVE program requires that, the goal of education must be to develop critical thinking skills and logical reasoning as an essential ingredient to resilience. Youth must be mentored and nurtured through multiple platforms such as sports, arts, music, literature, history, leadership and service. It is through these programs that youth discover themselves and become imaginative and inquisitive. Schools must retrace their steps and return to being the primary place where children go to learn about diversity, tolerance, and how to commune with different faiths and ethnicities and be good Nigerian citizens.

CRAD also pays attention to how faith based organisations are hijacked by groups bent on creating an atmosphere of hate and violence, CRAD aims to provide support to build a critical mass of mainstream voices that preach the right message of religion. CRAD staffing is drawn from professionals, government and research specialist as well as NGOs.

THE THIRD STREAM: Strategic Communication. The CVE program intends to build capacity to communicate national values and institutionalize this capacity through strategic communication for the military and law enforcement, and public diplomacy for our civilian institutions. At the heart of terrorism, is a deadly communication plan that furthers the aims of the terrorists. Unfortunately terrorist groups have over time been clearer in communicating what they stand for than most governments.

Plans have been concluded to institutionalize strategic communication in the training curriculum of the Nigerian Defence Academy. Through this training our armed forces will be able to analyze terrorist messaging, conduct psychological operations, evolve civil military relations and be equipped in media relations through a better appreciation of the requirements of our democracy. The STRATCOM supported workshops and seminars that have led to increased awareness for strategic communication in the fight against terrorism.

In partnership with international development partners STRATCOM is developing media training workshops for government public relations practitioners and
independent media on conflict sensitive reporting and protection of the right to know under our laws. While it is in our national security interest that terrorists do not find unfettered access to free publicity we respect the media’s freedom to report.

We believe that we must do a better job at conversing with our public in Nigeria and abroad along the guidelines that,

1. **Terrorism is un-Islamic:** The terrorists twist and pervert the true meaning and spirit of religious text to win support for their evil cause. CVE approach emphasizes the un-Islamic nature of terrorism by means of sound Islamic knowledge and by encouraging mainstream Islamic scholars to write books, articles and issue Fatwas that directly dismantles the ideology of suicide bombing and misconception of jihad

2. **Counterterrorism is not against Muslims:** CVE will ensure that the fight against terror is not misconstrued by Muslims in Nigeria as a fight against them. The terrorists are an influential minority who claim to be Muslims but through their activities bring harm and ridicule to Muslims and the religion of Islam. Concerted efforts are being made to isolate the terrorists from the communities in which they find sanctuary.

3. **Encourage and empower Muslims to speak out against terror:** The ideology of terrorism will be defeated through mainstream Muslims in Nigeria. CVE seeks to enlist and build capacity for counterterrorism cooperation among Muslims by exposing the true intent and form of government that the terrorist groups seek to impose.

4. **Muslim Christian Relations:** The terrorists are desperate to ignite a religious war between Nigerian Christians and Muslims to actualize a war scenario that would aid their operations. CVE will launch an interfaith response between Christians and Muslims with the major goal to unite Nigerian Muslims and Christians against terrorism.

5. **Counterterrorism is Apolitical:** Government will build inter-party collaboration to ensure party affiliations do not hinder stakeholders from contributing to efforts targeted at countering extremism. STRATCOM draws its staff from professionals and specialists.

**CVE AND THE STATES:** Based on the understanding of the economic root causes of terrorism and global best practices in addressing them, CVE works with the Governors of the six Northeastern states of Nigeria to design an economic revitalization program targeted toward the states most impacted by terrorism. Working with various stakeholders to design and institute a regional economic revitalization plan.

There exists a window of opportunity because communities are indicating preference for peace and stability, having realized the danger that violent extremism presents, both socially, psychologically and economically. More communities are providing prompt and actionable intelligence to security forces that have led to the capture of violent extremists or weapons caches.

Every Nigerian has a role to play in countering violent extremism. The CVE provides a framework that identifies roles and responsibilities of every segment of
our society: the governors, local government chairmen, political parties, private sector, traditional institutions, ministers, civil servants and academics, in fact a whole-of society approach that involves everyone vertically and horizontally to confront violent extremism.

The immense sacrifices that the military and law enforcement officers have made must not continue in perpetuity, there must be a back end to the war on Boko Haram which seeks to reconstruct, rehabilitate and restore communities that have been sacked and make adequate plans for the increasing numbers of orphans and victims a large number of whom are children.

The CVE mandate is instituted in the Office of the National Security Adviser because it is a National Security Program designed after the International Integrated DDR program, the ONSA is the only agency of government with the coordinating capacity to manage such a sensitive and huge program which has far reaching impact for the present and future of Nigeria and Nigerians.

I would like to thank all of you here today, some of whom have come from far places. Your presence underlines the importance of this fight for life and for dignity. Your commitment is essential for our joint effort to be successful.

Terrorists would win the day if we abandon our values.
Our struggle begins here, with each and everyone in this room.
We have to fight for the right to be Nigerians and practice or culture and religion.

Thank you.

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- Terrorism in Nigeria in its present form is a relatively new phenomenon in Nigeria, even though terror-related acts had occurred in the 1950s in Kano State, and in 1982 with the Maitasine religious uprising.

- The activities of organisations, such as the Movement for the Emancipation of the Niger Delta (MEND), the Biafra Zionist Movement (BZM) and Movement for the Advancement of Democracy (MAD), put them clearly under the ambit of terrorist organisation, the major threat confronting the nation is posed by Jama’atu Ahlis Sunna Lidda’awati Wal Jihad a.k.a. Boko Haram.

- The prevailing national security threat that Nigeria faces today is that posed by the Jamaatu Ahlis Sunna Liddaawati Wal Jihad or Boko Haram.
• From its emergence around 2001 - 2009, the group remained a loose band of Islamic religious extremists opposed to secularity, western education and culture and total disregard for constituted authority.

• Boko haram has carried out assassinations (or attempts) on selected Imans and Innocent Nigerian citizens that they have labelled as “Kafr” which simple means “Unbeliever” in English.

• Kidnapping of foreigners, wealthy and non-wealthy Nigerians for money to enhance their operation. The kidnap of the Chibok school girls is also an example.

• Attacks on Christians and Christian places of worship to cause national disaffection, reprisals and trigger religious war.

• Attack on opposing Islamic clerics, moslem traditional and political leaders and all moslems who do not subscribe to their misguided beliefs and ideology

• It would be recalled that Nigeria had already been declared a target for a jihadi uprising by Al Qaeda. In 2011, Ayman Al Zawahiri, the then leader of Al Qaeda, had predicted Nigeria would become a front in the terror war against the West

• Emergence of Female Suicide Bombers: Ever since the Boko Haram attack on the chibok school, there has been several speculations that the kidnapped school girls might have been used to carry out suicide attacks. However, we do not have any case of a 'chibok girl' being used in attacks. What we can confirm is that Nigeria has recorded a high number of female suicide attacks within a span of 3 years.

• Pledged allegiance to the Islamic State (IS): Boko Haram pledged allegiance to Islamic State, solidifying their current role as a regional terrorist group that is currently tempting to fully synergise its globally aligned partners.

**Nigeria Strategic Outlook**

• Establishment of Counter Terrorism Centre (CTC) with the task of developing a holistic framework for the nation’s counter terrorism engagement.

• Harmonization of existing and contradictory legislations, such as the Anti-money Laundry Law and Financial Crimes Law, to address the issues of terrorism financing and other lacunae

• Reform of criminal Justice system in the areas of Investigations, Prosecutions, Trail delays, Witness Protection and Protection of Judges

• Promulgation of the Anti-Terrorism Bill to an Act on 1 June, 2011 (as amended). This has now provided an added layer of legitimacy to Counter-Terrorism efforts.
• Strengthened bilateral and multilateral engagements with friendly countries at sub-regional, regional, continental and global levels. This effort directly led to the Establishment of a Joint Fusion Intelligence Unit in partnership with five countries (Niger, Benin, Chad and Cameroon).

• Legislative progress: The criminal Justice Act 2015 is now operational. This has strengthened rule of law in the country.

• The National Security Strategy has been launched; this will guide implementation and also enhance identification policy direction as it relates to security.

**Nigeria’s Tactical Actions**

• Establishments of Joint Task Forces, Including the Multi-national Joint Task force operating in the North Eastern (Nigeria, Niger, Benin, Chad and Cameroon) part of Nigeria and the Lake Chad basin.

• Establishment of a dedicated Nigerian Army Division in the North East. This has enabled us to familiarise military personal with the terrain they operate in, ultimately preparing them for engagement (s) with terrorist on the battle field.

• Joint Training Exercises; these exercise brings together security operatives from various federal agencies that play a role in Countering Terrorism. This enhanced the spirit of unity within these agencies.

• Setting up of the Presidential Initiative for the North East (PINE) and the North-East Economic Redevelopment team.


• PINE, with the assistance of a wide variety of development partners, is providing support and succour to internally displaced persons in areas affected by conflict in the form of food and medicines in designated camps.

• The Office of the National Security Adviser is in the process of implementing an all-inclusive National Cyber-security Policy and Strategy.

• Cyber security, specifically refers to cyberspace risk exposures, including cyber-threats and vulnerabilities that may cause disruption to critical national functions.
**Terrorism Prevention Act**

- With the growing level of terrorism in the country, the Terrorism Prevention Act was signed into law in 2011 and amended in 2013, giving the Office of the National Security Adviser the mandate to “ensure the formulation and implementation of a comprehensive Counter-terrorism strategy [and] build capacity for the effective discharge of the functions of relevant security, intelligence, law enforcement and military services.”

**Counter-Terrorism Department (CTD) – Milestones Achieved**

- A National Counter Terrorism Strategy (NACTEST), which was launched in 2015. The Department is already working on the modalities for its implementation by all relevant stakeholders.

- The outcome is a robust national strategy that combines the hard military approach, intelligence gathering and use of force, with a soft approach, which aims to win hearts and minds and address the root causes of radicalization within Nigerian communities.

NACTEST is based on five pillars:

1. **Forestall**: prevention by engaging the public through sustained sensitization campaigns and de-radicalization programmes.

2. **Secure**: ensuring the protection of life and property, key national infrastructure and services including national interests worldwide.

3. **Identify**: investigating and bringing violent extremist offenders to justice.

4. **Prepare**: adequately preparing the populace in order to mitigate the consequences of terrorist incidents.

5. **Implement**: devising a framework to effectively mobilize and sustain a coordinated cross-governmental population-centred effort.

Through this broad-based strategy we believe that we can limit the multitude of pathways that can lead individuals to being radicalized and prevent terrorist attacks from happening in the first place.

- Development of a National Counter IED strategy focusing on first response and post blast investigation plans.

- Liaison relationship with bilateral and multilateral stakeholders and partners, including membership of the Global Counter Terrorism Forum (GCTF) and relating with other foreign and multilateral partners on CT related matters.

- Liaising with the Ministry of Justice to key into global best practices on terrorism related cases.
• Daily intelligence fusion, analysis and dissemination of same to appropriate Agencies of government by the Joint Terrorism Analysis Bureau (JTAB).

• Actively worked with various border, security and other relevant agencies to check the movement of Foreign Trained Fighters (FTF)

• Organising capacity building programs.

Nigeria’s CVE program
Born out of the terrorism prevention act, Nigeria’s CVE programme represents a new approach to countering such threats, a soft approach to countering violent extremism. The programme aims to:
  • Stem the tide of radicalization
  • Reduce the incidence of violent activities
  • Change the behavior of violent extremists
  • Counter the narratives of extremist groups
  • Promote core national values

The CVE program has three streams, namely; De-radicalisation, Counter-radicalisation and Strategic Communications Stream.

De-radicalisation: aims to rehabilitate and reintegrate extremists and their families back into society through a number of activities, including prison interventions and vocational training.
  • set-up a multi-disiplinary treatment team to implement and monitor our prison based de-radicalisation program.
  • the development of an operations manual and curriculum for prison based officer
  • training of psychologists, Arts and Sports therapist, vocational councillors and the design of a prison based vocational program
  • Developing and training staff on managing terror suspects/ convicted terrorist

Counter-radicalisation: focuses on community engagement, capacity building and education-based projects.
  • Community engagement programs.
  • Working with civil society actors, through the Partnership Against Violent Extremism (PAVE).
  • Setting up of a Post Traumatic Stress Disorder (PTSD) center in kano

Strategic Communications Stream: seeks to produce counter-narratives, presenting moderate views as a stark contrast to violent extremism and promoting core national values.
  • Successfully trained over 174 public servants in strategic Communication.
  • Production of a research document “pathways to radicalization”
  • Production of a Draft National Strategy for Strategic Communications (NSSC)