

**EXECUTIVE DIRECTORATE** 



# Second National Workshop on the Implementation of Security Council Resolution 1624 (2005) and 2178 (2014)

Kwale, Kenya, 20-22 January 2015



# List of abbreviations:

- CBOs Community-Based Organisations
- CBT Cognitive Behavioral Therapy
- CEC Coast Education Center
- CSO Civil Society Organisation
- CTED United Nations Counter-Terrorism Committee Executive Directorate
- CVE Countering Violent Extremism
- HSC Human Security Collective
- ICCT International Centre for Counter-Terrorism The Hague
- KDF Kenya Defence Forces
- MRC Mombasa Republican Council
- NCIC National Cohesion and Integration Commission
- NCTC National Counter-Terrorism Centre
- NGO Non Governmental Organisation
- NSC National Steering Committee
- TFGs former fighters recruited by the army to defend the Transitional Federal Government in Somalia
- SUPKEM Supreme Council of Kenya Muslims

# **Workshop Report**

A three-day workshop took place from 20-22 January 2015 in Kwale County as a follow-up meeting to the first National Workshop on the Implementation of Security Council Resolution 1624 (2005), which was held in Nairobi from 7-9 May 2014. The meeting was devoted to the development of an effective, comprehensive and multi-stakeholder strategy in Kenya to counter-terrorism and violent extremism. The workshop, facilitated by the United Nations Counter-Terrorism Committee Executive Directorate (CTED) and co-organised by the Government of Kenya and the International Centre for Counter-Terrorism – The Hague (ICCT), with the assistance of the Human Security Collective (HSC), brought together representatives of various ministries and security agencies of Kenyan government as well as representatives from the county

"Terrorism defies our most fundamental shared values and aspirations. It infringes on human rights, undermines international peace and security, and hampers economic and social development." (UN Secretary General Ban Ki-moon in his opening address)

levels, national civil society and faith-based organisations, and international experts. The event was aimed at promoting effective implementation of Security Council Resolutions <u>1624</u> (2005) and <u>2178</u> (2014). The main objective of the workshop was to secure the commitment of both Government and civil society representatives to address the problem of violent extremism in Kenya in a cooperative manner based on a shared analysis and understanding of the problem and on the basis of continuous dialogue.

#### **Background information**

In November 2011, CTED organised the first regional workshop on the implementation of SC Resolution 1624 (2005), for East African States in Nairobi, providing an opportunity for government representatives and civil society to engage with international experts and others on this topic. The national workshop of 7 to 9 May 2014 was a follow-up meeting for Kenya, allowing participants to focus specifically on the circumstances and challenges that Kenya faces in dealing with incitement to terrorism and advocacy of violent extremism. During the national workshop in May 2014 the focus was specifically on the situation in Kenya, analysing the security risks and root causes of violent extremism in Kenya, and discussing the possible solutions with both government and civil society participants. Several key themes were discussed in depth: (a) the quality of education; (b) rehabilitation and reintegration of former fighters; (c) lack of security as an impediment to express counter-narratives by moderate religious leaders; (d) dissemination of the CVE Advocacy Charter to communities; and (e) the role of the media. A full report of this event can be read in a separate document: Workshop Report of the National Workshop on the Implementation of Security Council Resolution 1624 (2005), Nairobi, 7-9 May 2014.

During the Mombasa workshop the group of Kenyan participants was enlarged compared to the May 2014 workshop. In addition to the representatives of Kenyan government security agencies including the National Counter-Terrorism Centre (NCTC), there were also representatives of the Ministry of Education, Ministry of Planning and Devolution (youth department), Ministry of Information, Communication and Technology, the Ministry of Interior and the Ministry of Foreign Affairs. Furthermore, the group of participants consisted of representatives of several County governments, a group of civil society representing NGOs, Community-based organisations (CBOs) and umbrella organisations at national and county level, and some representatives from international organisations.

#### **Meeting Overview**

The Workshop was opened on Tuesday 20 May with an address by Mr. Isaac Ochieng, Director of the National Counter-Terrorism Centre. Following the official opening, a <u>statement</u> of the UN Secretary General Mr. Ban Ki-Moon was delivered by the Deputy Executive Director of UN CTED, Mr. Weixiong Chen. Furthermore, Ms. Maria-Threase Keating, UNDP Country Director, and <u>Dr. Bibi van Ginkel</u> from the International Centre for Counter-Terrorism – The Hague made opening statements.

The Workshop took place over the course of three days and was divided into 13 sessions (including opening and closing remarks). Most of the sessions offered ample time for inter-active discussion, also building on the outcomes of various breakout sessions, where smaller groups would discuss a set of questions in order to develop pathways for policy changes.

#### Stocktaking since last workshop

After the opening session, representatives of the government and civil society reflected on the achievements of the May 2014 workshop, as well as on recent events and developments in terms of policy. The representative of the NCTC commented on the government's continued involvement in countering violent extremism. One of the serious concerns they are facing is related to the issue of returnees, most particularly their identification and reintegration (participants further discussed this issue during the breakout session dedicated to this topic (see below)). Consultation with civil society on CVE issues especially has taken form through their interaction with Supreme Council of Kenya Muslims (SUPKEM) in a consultative forum. The recent passing of the Security Laws (Amendment) Act 2014, was considered by the government to address the security challenges they are facing more effectively. Some provisions, however, are being challenged before the Constitutional Court.

A representative of the civil society community also reflected on the last meeting and the developments that took place since then. He reminded the participants of the recent terrorist attacks, and remarked that the government's responses to these events have changed compared to some time ago.

During the discussion, participants reiterated the importance of CVE being a community-based response, including the role of women and youth. A strong emphasis was put on the role education can play in CVE. It was also emphasised that violent extremism was not only a security challenge in the coastal region.

#### Developing a theory of change

Given the continued threat of violent extremism, participants – well aware of the various initiatives undertaken to counter violent extremism- discussed a theory of change, in order to get a better common understanding of the shared long-term objectives. After long-term objectives were formulated, using a backwards-planning method, intermediate objectives were identified, as well as the most important pathways and indicators that could help realise these objectives. In this process the following questions were asked: What are the factors for success? What are underlying assumptions? What are the expectations, and why? And how can we reach those?

The outcomes of the discussions in small groups helped frame and connect the various initiatives undertaken so far, and in addition identify new pathways. "If the message of terrorism is a message of despair and anger, of frustration and conviction, of loss of all perspective, the loss of belief in human values, of dehumanisation, and cynicism, then we will fight back with solidarity and resolve, and a strong belief in the rule of law, with respect for each other, and a society which allows different points of view, where criticism is allowed, and where there is hope and perspective, and a strong commitment to make sure that everyone has a chance to be included and to participate." (Dr. Bibi van Ginkel, ICCT, in her opening address)

As the final long-term objective participants pointed to the need for peaceful, stable and secure society, in which economic, social and political development could take place, and in which there would be justice and tolerance and a peaceful coexistence based on social cohesion.

As intermediate objectives the participants formulated the following:

- Reduce violent extremism to manageable levels through strengthening community resilience and harmonising intercommunity relations. Thereto, it would be necessary to:
  - Eliminate preconditions that create violent extremism;
  - Promotion of equity and inclusiveness, and reduction of marginalisation;
  - Eliminate radical ideologies in schools and religious institutions;
  - Increase community harmony, civil coexistence within communities, including interreligious coexistence;
  - Create conducive environment for inclusion and personal growth.
- Improve the cooperation between government (law enforcement), local communities and security communities, in order to harmonise efforts to prevent and reduce violent extremism, build trust, work together and share information (via contact centres).
- Increase the understanding and awareness of radicalisation and violent extremism amongst local communities.
- Strengthen local communities in dealing with violent extremism problems. (A more detailed proposal will need to identify and specify the role the various actors from government side and civil society side could play with regard to their input on capacity building for local communities.)
- Establish integrated response systems. This could be based on early warning systems as

developed for instance in the area of conflict prevention, but which should also include specific CVE indicators. These mechanisms already existed for instance in Nigeria and especially play an important role with regard to prevention.

The pathways identified by the participants to attain the intermediate and long-term objectives include:



- The need to set up a system for better cooperation and inclusive communication between government and civil society actors, including a more organized exchange of information, and the development of a national strategy to CVE.
- Inculcate the culture of peace and tolerance through value-based education.
- Strengthen and mainstream CVE in education system (including training of educators and other community leaders to enhance understanding), for instance through the formation of peace clubs in learning institutions.
- Conduct advocacy on openness and fairness in decision making and resource distribution both at national and county government

- Implement community based programs on grass roots level
- Organise community dialogue forums and structures, i.e., making use of front line community leaders and local voices to counter violent extremist narratives.
- Create receptive environment through social media campaigns.
- Strengthen community-policing practices.
- Set up early warning systems for radicalisation and violent extremism.
- Improve general service delivery. In the first place this is about security delivery, like policing and access to justice and reconciliation. In the second place it involves broader, preventive services, like education, communication, etc.

"[The Security Council] [e]ncourages Member States to engage relevant local communities and nongovernmental actors in developing strategies to counter the violent extremist narrative that can incite terrorist acts, address the conditions conducive to the spread of violent extremism, which can be conducive to terrorism, including by empowering youth, families, women, religious, cultural and education leaders, and all other concerned groups of civil society and adopt tailored approaches to countering recruitment to this kind of violent extremism and promoting social inclusion and cohesion(...)" Operative paragraph 16 of SC Resolution 2178 (2014).

# Curriculum reform of the Education programs

Representatives of the Ministry of Education explained the discussions in this workshop came at the right time, since they are currently working on the design of the new schooling curriculum. This revised curriculum would include programs to address the problems of radicalisation and violent extremism. National Needs Assessment Survey would be carried out as an important step in the curriculum reform process. This would help get a better understanding about the root causes of radicalisation, in order to know what to address in the educational programs. Special teaching material also would need to be developed to address radicalisation and violent extremism. It was stressed that educational programs are not necessarily about classical skills learning alone, but should also include non-academic training programs, such as life and social skills. They should adopt a conflict sensitive approach to education. In addition, it was also underlined that the curriculum development process as well as its implementation needs to be an inclusive process.

A representative from the civil society organisation Coast Education Center (CEC) talked about the various initiatives they have undertaken to counter radicalisation and address violent extremism. The importance of offering mentors, such as religious leaders, women, youth leaders, parents and alumni, to the pupils was stressed. Other activities included the development of a documentary; showing interviews with women leaders, county leaders, youth leaders and parents whose sons were recruited, on the problems of radicalisation; a radio talk show where people could ask questions about radicalisation; and art performances to raise awareness of the problem. With other programs they can offer counselling and guidance to the schools on dealing with these challenges.

During the breakout session the groups discussed the development of a theory of change for the education curriculum in order to address CVE issues in Kenya. This would contribute to the long-term objective of creating a peaceful and security society, with an education system that provides holistic development and inculcates national values and patriotism. The reform of the education curriculum would allow to create counter-narratives to violent extremism at the formative stage of children to resist the appeal of recruitment into extremism, by stimulating critical thinking and instilling the right values in the learners to discern right from wrong and resist the lure of extremism. Youth are, after all, considered to be extra vulnerable to radicalisation. Meanwhile, this target group is in school, meaning the engagement structure already exists. The participants identified a large group of stakeholders that should be involved in the development and implementation of these programs,

including parents (including parents' associations), learners, teachers/educators, school management, civil society, community, governments (both national and county) with a special role for the Ministry of Education and the NCTC, religious leaders and institutions, and international partners such as UNICEF and UNESCO.

As intermediate outcomes and strategies to be developed, the participants identified the factors associated with achieving the final goal and the strategies that need to be put in place (pathways) to make those outcomes happen. Various steps were identified:

- The need for a national baseline-research survey on the CVE status in the existing curricula, including the Madrassa curriculum, to identify the gaps that need addressing.
- This should be aligned with a general research on CVE dynamics as well as context analyses
- The Survey Findings need to be shared with all stakeholders.
- The development of better understanding of the dynamics of CVE, and dissemination of good practices.
- Identification of the elements of change to be incorporated in the CVE adopted education curriculum, such as behavioural change, perception/attitude change, respect, violence reduction, and the understanding of inclusivity.
- It would also be a requirement to install a supportive policy-legal framework to guide the CVE in the education sector, for which it would be necessary to ensure that there is political will, community ownership and engagement, as well as budgetary allocation to make that happen. Some advocacy might be needed to ensure the latter condition will be fulfilled.
- These steps would work towards the development of quality education, especially in enhanced VE prone areas, for which a curriculum needs to be developed. This should include capacity building activities, such as participatory training for children, and training for teachers.

Clearly, these steps would only become reality if certain underlying assumptions and conditions are fulfilled. These include:



- Enhancement of knowledge, documentation on CVE in education.
- Financial resources are available
- Political will is mobilised
- Community and parents' commitment
- Enabling environment for provision of quality education
- Real time risk identification and mitigation system in place
- Internal and external stability
- Multi-sectoral coordination

Finally, participants also identified some issues that would require immediate action. This includes the need to inform the responsible actors for the reform of the curriculum about the outcomes of this workshop, and to set up a platform or collaborative mechanisms for all stakeholders to further discuss the curriculum review and development of a roadmap for implementation.

#### Rehabilitation and reintegration of former fighters

The increase of radicalisation in Kenya in combination with the rising numbers of former fighters who attempt to return or are returning to their communities, form the ingredients of a potentially dangerous combination of factors that might spur more recruitment and violent extremism. Government, especially in the form of law enforcement agencies, religious organisations and other civil society actors are all trying to find a way to effectively deal with this problem. SUPKEM has conducted a survey in the coastal region to first get a better understanding of the motivational factors behind the radicalisation, and together with the National Cohesion and Integration



Commission are also advocating an amnesty regulation to deal with the return of the youth who joined the Al-Shabaab organisation. Clearly, this is still very much debated with government. Irrespective of the outcome of this debate, a strategy needs to be developed to rehabilitate and reintegrate former fighters back into society. This could take either take place directly, or first within a detention program, before the next stage of reintegration into society takes place.

In order to model such a strategy, one should ensure that a good analysis of the problem is used as input for the design of the strategy, before it is implemented. Monitoring and evaluation of the effectiveness of the strategy and its implementation should also be part and parcel of the policy implementation circle, using any outcomes on failure and success factors to adjust the policies. The main questions that help design an effective strategy for the Kenyan context start with the definition of the underlying rationale of the intervention. Do these programs aspire to merely reduce recidivism, or transform the participants to pacifist citizens by targeting the ideology, which legitimised violence in the first place, and thus aim for de-radicalisation? Or merely seek to provide participants with a package of tools that is believed to curtail the violent behaviour, and thus aim for disengagement? Next, it would be necessary to specify whether the strategy is implemented at individual or collective level? The answer to this question might depend on how the target population is defined and in particular on a) the structure of the extremist movement at which the intervention should be tailored to the social position of the individual participants in the broader network.

It would also be necessary to come up with an answer to what the short term versus mid-and long term objectives of the strategy's efforts are? In short term, the objective might be for instance to prepare the inmates for their transition back into mainstream society and assist them in becoming law-abiding citizens. In the long run, rehabilitation programs should contribute to shaping an environment in which the ex-inmate can settle and live a sustainable, law-abiding life.

Any success of a rehabilitation program rests on the assumption that one can make change based on cognitive, attitudinal, and behavioural characteristics of the inmate. The mechanisms or pathways that can be used include education and skill training (also to address unemployment), and cognitive behavioural therapy (CBT). Success rests thus on the assumption that the cognitive, attitudinal and motivation dispositions of offenders (the thoughts, feelings and beliefs that pushed them towards deviancy in the first place) are learned rather than innate, and thus those cognitive processes can be changed. Furthermore religious counselling could be used as a mechanism. Factors to consider when designing the context and individual specific approach include questions related to what kind of individual one is dealing with (convicted versus suspected offenders; long term versus short term inmates; leaders versus followers; high-risk versus low risk offenders). Finally, questions need to be answered concerning which actors and stakeholders are involved in the implementation of the

strategy, who is responsible for what, what kind of institutional setting is chosen and why (for instance separate detention facility), and how the program is embedded in the complex of legal and bureaucratic frameworks?

Once all these questions are answered, there rests yet another important factor to deal with, namely the receiving community that needs to be prepared to receive the former fighters back into their society. Is there willingness in the host community to accept the former? Is there a risk the former

falls back in a criminogenic environment or runs the risk of stigmatization, social rejection, humiliation or relative deprivation? What chances and opportunities are there available to change into a different lifestyle?

During the breakout sessions, the participants discussed the main questions that lay at the basis of the development of a rehabilitation and reintegration strategy.

On the question whether rehabilitation and



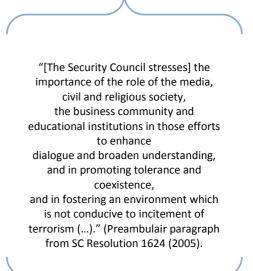
reintegration programs can help reduce violent extremism, participants argued that it could contribute to the elimination of opportunities for further recruitment. Yet, the debate also reflected the sensitivities with the topic, reflected in question such as whether it would be fair to call criminals returnees. The state is however left in a difficult position because arresting the returnees may also cause uprising amongst their communities but ignoring that they are there remains a problem in itself. Participants agreed that at this moment a structural and legal framework is still missing, and this should be developed to deal with this problem.

Participants therefore stressed that it would be key to have a good vetting system and to ensure that former fighters do not disappear into new criminal or extremist networks. The following steps were identified as helpful when designing a program:

- Identify the group and identities of the former fighters. Develop distinct policies for the TFG's (the ones recruited by the army to defend the Transitional Federal Government in Somalia), the Al-Shabaab fighters and the ones that have joined MRC (Mombasa Republican Council).
- Develop an understanding of their levels of engagement and responsibility when they were engaged in terrorism.
- There needs to be an unconditional willingness to surrender. This could for instance be done to a trusted civil society organisation (CSO). There should moreover be acceptance of possible consequences and the conditions for rehabilitation and reintegration
- The CSO will then surrender them to the state where they will be expected to renounce violence.
- The state will be charged with vetting them, that is, finding out the reasons why they joined the group and when they joined, the training they went through and why they have decided to leave and reform themselves. This will require engaging with the returnees' family as well.
  - $\circ~$  In case the state strongly suspects that the individual's story does not add up, detention becomes inevitable.
  - However since it may not be evident that the returnee may have alternative motives, there will be continuous monitoring of the individual throughout the rehabilitation and into the reintegration process.

- Once cleared by the state, psychosocial support will be provided (this is where there is an attempt to change the narrative, guidance and counselling and go through trauma healing). This period will depend on the extent of radicalisation.
- Reintegration will include organising sporting events, vocational trainings to impart skills, providing opportunities for education. The Government of Kenya has made deliberate effort to resolve youth problem with programs such as the Uwezo Fund, which offers youth to go through training for which they can access such funds.

Most participants agreed on disengagement as the focus of the rehabilitation and reintegration programs. In order to set up such a program, multiple stakeholders should be involved, including the government, communities, religious



leaders, active civil society, and international organisations. Their cooperation should be on a basis of trust and confidence. Participants furthermore underlined that one should look at the already existing structures, conditions in prisons as they are now and question whether that could contribute to further criminalisation, develop training modules for staff in rehabilitation centres, organise supervision and surveillance over the implementation of the programmes, ensure that there are checks and balances built in the programmes to avoid abuse, address the economic challenges in receiving communities, and raise awareness and empowerment with families and receiving communities in order to ensure integration into society works effectively.

Finally, all agreed that more research is needed to get a better understanding of the problem. But even though this is the case, the current situation requires immediate steps to address the problem. An absolute requirement is government commitment to start designing such policies.

### Community engagement

The session started with an introduction on the international mandates that set the stage for community engagement with various civil society actors such as religious leaders, youth leadership and women leaders, as well as the legal frameworks for dealing with both hate speech and incitement to terrorism while respecting human right principles such as freedom of speech and freedom of press. The same international mandates also encourage positive strategic communication as a way to address the terrorist narrative. The representatives of the Ministry of Information, Communication and Technology explained how the government is working on a new strategy to develop a positive narrative to achieve a communication goal. This is a new step. One aspect concerns the setting up of a communication crisis centre, which can subsequently be scaled down to the county levels as well. The launch of the plan will be on 24 February 2015. Part of the strategy is to train reporters on crisis communication skills. The representatives of the Ministry underline that they are learning a lot about how to frame a narrative from commercial enterprises as well as from civil society. The fact that now 2.3 million Kenyans have access to Internet also requires the development of a communication strategy that goes beyond the ones that are channelled via traditional media.

A representative from civil society stressed the importance of communication as a key issue in community engagement. The media can be used to foster trust, and also be used to give feedback and criticism on policies by reporting the truth in a responsible fashion, in order to help improve the effectiveness of policies. Both traditional media and social media can function as a channel for sending positive counter-narratives against the violent extremist narrative. It would especially be important to support the use of credible voices, including the ones of former fighters who have gone through a rehabilitation and reintegration program, to reach those who are vulnerable for recruitment and radicalisation. Their success stories could furthermore be an inspiration for others.

This session furthermore discussed other forms of community engagement, with a special focus on the role of women and youth leadership training programs. The Country director for UN Women explained the different programs UN Women has implemented to enhance the role of women in the various parts of society. The civil society representatives who talked about their community engagement programs emphasised the need to have participation in order to have engagement. Something that needs to come from both sides of the spectrum. Credibility and authenticity of the voices that speak for society is crucial in order to be effective. But for ownership in the process and true partnership it is important to create a safe environment for engagement, where it is furthermore also possible to criticise one another. This is also a requisite for more information exchange, because when there is lack of the right information, it gives room for speculation, which would undermine these processes.

# The way forward

The Participants of the workshop:

- 1. Reaffirmed commitment from the government of Kenya, including the Ministries of Interior, Defence/KDF, Devolution and Planning (youth affairs), Education, Foreign Affairs & International Trade, Information, Communication & Technology, the security, intelligence and law enforcement services, the National Counter-Terrorism Centre, as well as by several County commissioners and representatives of County Governments, to establish with civil society organisations a joint mechanism to continuously collaborate on CVE and countering incitement, while respecting the rule of law and human rights, in order to improve mutual understanding of working methods as well as enhancing trust and exchange of information.
- 2. Highlighted the importance of the pro-active role of women, religious leaders, community leaders, and other role models in education, community engagement, awareness raising, empowerment, and youth leadership programs.
- 3. Stressed the need to use the education curriculum reform process to incorporate the views of the civil society to tailor to community needs in CVE, and to include the different stakeholders and actors inside as well as outside the classroom in this process and in the implementation to ensure they can play a constructive role.
- 4. Stressed the need for a rehabilitation and reintegration strategy and program for former fighters to be designed that includes the role of civil society.
- 5. Realized that a positive multi-actor communication strategy that reaches out to and is tailormade for different target groups, can be instrumental in CVE.
- 6. Underlined the importance of identifying credible messengers and providing them with the platform to reach out to vulnerable groups who could potentially be recruited

7. Emphasised the need to keep the dialogue going between the different stakeholders in order to further develop an action plan, and therefore decided to establish an ad interim National Steering Committee (NSC) on CVE with the goal to prepare for the formal instalment of the NSC on CVE with government and civil society organisations, both from national as well as from regional level. The mandate of this committee is 6 months starting as from February 2015.

Members of the ad interim National Steering Committee:

- 1. Ministry of Interior (chair): Wilberforce Kilonzo
- 2. Ministry of Education:
- 3. Ministry of ICT
- 4. Ministry of Planning and Devolution
- 5. NCTC (as under the MoInt): (proposed to run the secretariat)
- 6. Other relevant Government bodies
- 7. CSO Coast: tbc
- 8. CSO Nairobi: tbc
- 9. CSO Northern region: tbc
- 10. Conveners / interlocutors: tbc

ToR:

- 1. Preparation and installation of the National Steering Committee.
- 2. Harmonisation, coordination and informing of the existing strategies and charters, plus the outcomes of the workshops (like this).
- 3. Keep all the actors informed and link to other stakeholders, like NSC and NCIC.

In order to support the outcomes of this workshop and ensure the continuation of this process, there is need for:

- I. Support and facilitation of the inclusive mechanism (including as convenor/interlocutor of the interim NSC) for further developing the strategies, like the steering committee, also on county level.
- II. Support and technical assistance for the education program review process in order to bring in CVE in the curriculum and share good practices.
- III. Support and technical assistance to develop a rehabilitation and reintegration strategy and program to deal with former extremist fighters.
- IV. Support for empowerment programs to strengthen the role of women and youth in CVE and leadership positions.

# Closing ceremony

The Second National Implementation Workshop was officially closed with an address of the Deputy Principal Secretary of National Administration of the Ministry of Interior, Mr. Victor Okioma.

This report has been written by Dr. Bibi van Ginkel, ICCT.