Community Policing Approaches to Countering Violent Extremism (CVE) in Africa

SYLLABUS

10 November –

16 December

2020

COMMUNITY POLICING APPROACHES TO COUNTERING VIOLENT EXTREMISM (CVE) IN AFRICA

Virtual Workshop
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ABOUT THE AFRICA CENTER

Since its inception in 1999, the Africa Center has served as a forum for research, academic programs, and the exchange of ideas with the aim of enhancing citizen security by strengthening the effectiveness and accountability of African institutions, in support of U.S. - Africa policy.

VISION

Security for all Africans championed by effective institutions accountable to their citizens.

Realizing the vision of an Africa free from organized armed violence guaranteed by African institutions that are committed to protecting African citizens is the driving motivation of the Africa Center. This aim underscores the Center's commitment to contributing to tangible impacts by working with our African partners – military and civilian, governmental and civil society, as well as national and regional. All have valuable roles to play in mitigating the complex drivers of conflict on the continent today. Accountability to citizens is an important element of our vision as it reinforces the point that in order to be effective, security institutions must not just be "strong," but also be responsive to and protective of the rights of citizens.

MISSION

To advance African security by expanding understanding, providing a trusted platform for dialogue, building enduring partnerships, and catalyzing strategic solutions.

The Africa Center's mission revolves around the generation and dissemination of knowledge through our research, academic programs, strategic communications, and community chapters. Drawing on the practical experiences and lessons learned from security efforts on the continent, we aim to generate relevant insight and analysis that can inform practitioners and policymakers on the pressing security challenges that they face. Recognizing that addressing serious challenges can only come about through candid and thoughtful exchanges, the Center provides face-to-face and virtual platforms where partners can exchange views on priorities and sound practices. These exchanges foster relationships that, in turn, are maintained over time through the Center's community chapters, communities of interest, follow-on programs, and ongoing dialogue between participants and staff. This dialogue—infused with real world experiences and fresh analysis—provides an opportunity for continued learning and catalyzes concrete actions.

MANDATE

The Africa Center is a U.S. Department of Defense institution established and funded by Congress for the study of security issues relating to Africa and serving as a forum for bilateral and multilateral research, communication, exchange of ideas, and training involving military and civilian participants. *(10 U.S.C 342)*

ABOUT CAERT/ACSRT

ACSRT BACKGROUND

The African Center for the Study and Research on Terrorism (ACSRT) was inaugurated in 2004 with Headquarters in Algiers, Algeria, as a structure of the African Union Commission, in conformity with the Protocol to the 1999 OAU Convention on the Prevention and Combating of Terrorism. The Protocol confers on the Peace and Security Council of the African Union, the responsibility for implementing regional, continental and international counter-terrorism instruments as well as harmonizing, standardizing and coordinating continental efforts in the prevention and combating of terrorism.

The establishment of ACSRT is as constituted under Section H, Paragraphs 19 to 21 of the AU Plan of Action on the Prevention and Combating of Terrorism and pursuant to the relevant decisions adopted by the policy Organs of the Union including in particular: Assembly/AU/Dec.15 (II); EX.CL/Dec.13 (II); EX/CL/Dec.82 (IV); and EX.CL/Dec.126 (V). The ACSRT was inaugurated on 13 October 2004.

ACSRT PURPOSE

The purpose of the Centre is for it to function as a research center of excellence in matters concerning the prevention and combating of terrorism in Africa. As a structure of the African Union Commission, the center is to contribute to and strengthen the capacity of the African Union to deal with issues relating to the prevention and combating of terrorism in Africa with the ultimate objective of eliminating the threat posed by terrorism to peace, security, stability and development in Africa. To this end, the Centre conducts research and study into Terrorism. The Centre also maintains a data base, collects and centralizes information, studies and analyses on terrorism and terrorist groups. The Centre also seeks to build counter terrorism capacity in Member States and therefore develops training programs and packages and runs training sessions, workshops, meetings and symposia with the assistance of a myriad of stakeholder partners.

ACSRT MISSION

The mission of the ACSRT is to conduct research and study on Terrorism and develop strategic policy, operational and training mechanisms within the context of International and Continental legal instruments to strengthen the capacity of the African Union and its Member States to prevent and combat terrorism in Africa.

MISSION ATTRIBUTES

The mission of the ACSRT is derived from the OAU Convention (1999), the AU Plan of Action (2002) and the AU protocol of 2004. The mission is in consonance with the tenets of the United Nations Security Council Resolution 1373 (2001), the UN General Assembly Global Counter Terrorism Strategy (2006). It integrates the attributes of Preventive Management of Crisis, the development of capacity for Early Warning and early response and the handling of terrorism related cases in the context of the rule of law and international instruments on human rights.

Within the framework of its activities, and in order to accomplish its mandate, the Centre is designed to function in permanent and continuous coordination with National Focal Points, representing the 54 Member States of the African Union as well as with Regional Focal Points representing the Regional Economic Communities (RECs) as provided for in the Modalities for the Functioning of the Centre.1 The need for Focal Points at the national and regional levels has been emphasized in the Counter-terrorism instruments of the continent mentioned above. The Functioning Modalities of the Centre also call for the Centre to develop cooperation and partnerships with international partners and focal points.

Overview

Terrorism and violent extremism (VE) continue to be among the most significant challenges to peace and security in Africa. As terrorist and violent extremist groups establish new footholds in some of the continent's fragile states and tens of thousands of men and women formerly affiliated with VE organizations return home or to areas under governmental control, military, police, gendarmerie, and civilian law enforcement institutions are struggling to provide security and other public services. In some cases, actions taken by defense and law enforcement personnel have aggravated the disconnect between state institutions and communities and worsened the grievances that fuel violent extremism. The erosion of public trust in public security actors and in their capacity to provide a sense of security has in turn created security vacuums that a plethora of state and non-security actors scramble to fill. In areas marked by the proliferation of militias and community vigilantes, the under-resourced security sector, and the ministries that oversee it, face the added challenge of how to manage community self-defense groups in a way that they play constructive roles in their communities instead of further exacerbating violence and insecurity.

This state of affairs necessitates that African states step up their investments in the development of more effective, inclusive and accountable security governance structures that are better suited to local realities. Existent efforts on the part of defense and civilian law enforcement institutions to engage with local communities show that approaches to collaborative security and community-oriented policing are not new to African states affected by terrorism and violent extremism. Indeed, a number of African states struggling to contain the expansion of violent extremist groups have embraced community policing as a necessary complement to traditional policing practices. In some cases, the potential benefits of improving existing policing practices and/or expanding and adapting security approaches that build and rely on trust and collaboration between security forces, local government officials, and populations are already apparent. Consolidating the benefits of community policing, however, takes time and continued commitment. Community policing is also not a silver bullet for preventing and countering violent extremism and terrorism. Unless embedded in a holistic strategy that seeks to address the conditions that fuel violent extremism and terrorism, its beneficial impacts will remain limited.

PROGRAM OBJECTIVES:

1. Participants will have a greater understanding of the role that collaborative security arrangements between security forces, local government officials, and local communities play in preventing and countering violent extremism.
2. Participants appreciate the relevance and value of effective community policing as a vital component of preventing and countering violent extremism.
3. Participants join a network of African professionals dedicated to advancing strategic solutions related to preventing and countering violent extremism.

Academic Approach:

This six week-long seminar will be virtually conducted and will feature presentations by an array of voices – from policy-makers, practitioners, and academics. Interactive question-and-answer sessions will follow the presentations in each plenary session. Participants will be divided into

discussion groups, where facilitators with relevant expertise and background will lead the interaction toward concrete deliverables.

The virtual seminar will be conducted in English, French and Portuguese. In order to foster frank discussions and create trust among participants, discussions will be conducted under a policy of non-attribution, meaning specific comments or interventions by any participant will not be identified by name or country in any summaries, reports, or sharing of the insights gained from the seminar by any participant, speaker, or the organizers.

The Syllabus

This syllabus provides an overview of academic goals and key policy questions related to effective community policing approaches in contexts of preventing or countering violent extremism. For each session, we provide a brief introduction and list questions for discussion. We also include selected articles, whose primary purpose is to help frame the issues within the context of available scholarship and policy documents. The syllabus likely covers more issues and materials than can be sufficiently discussed in the available time. It is beneficial to read some or all of the recommended readings on the syllabus prior to the seminar, because the readings will place participant and speaker comments into appropriate context. However, we also hope that you use these materials as resources even after the program concludes, and that you return to them for relevant details.
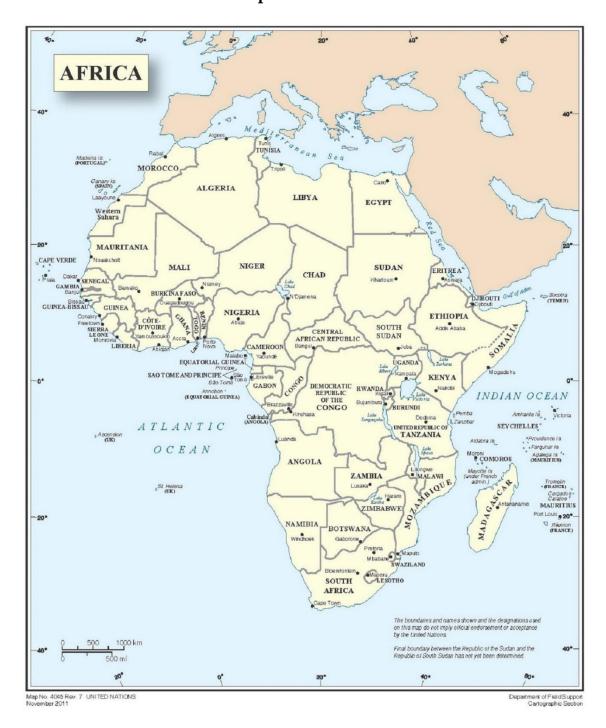
The outside materials and academic content included in this syllabus do not reflect the views or official position of the Department of Defense or the United States government. This syllabus is an educational document intended to expose participants to a variety of views and perspectives to help prepare them to take full advantage of the program.

Preparation for the Seminar:

Before the seminar, we encourage you to:

1. Read this syllabus.

2. Read some or all of the recommended readings.

3. Spend time thinking about and answering the discussion questions.

4. Consider what experiences from your work might be relevant to share in discussion groups.

5. Be prepared to participate actively in discussion groups and to learn from participants from other countries.

Map of Africa

Map No. 4045 Rev. 7 UNITED NATIONS
November 2011

Department of Field Support
Cartographic Section

Session 1: Approaches to Community Policing and CVE

Format: *Plenary Presentations and Moderated Question-Answer Session*

Objectives:

- Outline the basic principles and characteristics of community policing.
- Discuss the benefits of community policing in preventing and countering violent extremism.
- Examine the strategies that exist to implement community-policing approaches to preventing and countering violent extremism.

Background

In several African countries affected by the threat of violent extremism and terrorism, community policing has emerged as an important complement to traditional military and law enforcement responses. Traditionally, counterterrorism practices have involved little consultation with local communities and have seldom taken into account their diverse needs, concerns and perceptions. The belief was that enforcement activities and intelligence-gathering methods must take priority over the arduous task of gaining public trust and earning the support of local communities. The limitations of these methods, however, even when implemented within a rule of law framework, have highlighted the necessity of drawing on the support of local communities to successfully counter violent extremism and terrorism. In other words, communities must be stakeholders in the articulation and provision of security, "rather than simply the passive object of law enforcement activities."[1]

At its core, the ethos of community policing resides in inclusivity, dialogue and trust between security actors and local communities, particularly those most exposed to vulnerability and violence. The logic behind this is quite simple. In many low-trust settings where policing is not closely integrated into local communities and where law enforcement agencies have little legitimacy and credibility, the ability of security actors to identify and enhance community safety issues and social order is undermined. By contrast, in areas where security actors adopt community-oriented approaches that prioritize public participation and support, their efforts tend to have positive impact.

At their best, community policing approaches deepen local ownership and foster trust between security actors, local authorities and populations that have been marginalized or hard to reach. This is particularly critical in contexts of preventing and countering violent extremism where communities and security actors must have a clear understanding of the nature and source of the threat they are facing as well as the causes and dynamics of violent extremism. When security actors, community members and other non-governmental stakeholders have this shared understanding, community policing can make a tangible contribution to preventing and countering the challenge of violent extremism.

Naturally, there is not a one-size-fits-all approach to community policing, as each context has its own unique features. There has also to be realistic expectations about what community policing

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[1] https://www.osce.org/secretariat/111438?download=true

can accomplish, especially as it pertains to preventing and countering violent extremism and terrorism. Community policing cannot act as a panacea to violent extremism. It can help build public confidence in, and support, for security actors, provided of course that communities are involved in the formulation and implementation of locally tailored strategies. To achieve its full potential, community policing must be embedded in and guided by a comprehensive and holistic citizen-security oriented strategy that tackles the underlying causes of violence and insecurity.

Discussion Questions:

- What happens/why does it matter if individuals and communities do not trust their security providers?
- Do you see any value for community policing in preventing and countering violent extremism and why?
- Is there community policing in your country? How was it developed and is it linked to national policies?

Recommended Readings:

"Preventing Terrorism and Countering Violent Extremism and Radicalization that Lead to Terrorism: A Community-Policing Approach," Organization for Security and Co-operation in Europe, (OSCE) 2014, pp: 61-94, https://www.osce.org/atu/111438?download=true

"Radicalisation au terrorisme: que faire? Tendre la main rapidement," Décembre 21, 2015, https://www.osce.org/fr/magazine/229341

Romi Sigsworth, "Harnessing public engagement for police accountability in Africa," Institute for Security Studies, December 2019, https://issafrica.s3.amazonaws.com/site/uploads/ar21-1.pdf

Additional Readings

Etannibi E.O. Alemika, Mutuma Ruteere and Simon Howell, Policing Reform in Africa: Moving Towards a Rights-Based Approach in a Climate of Terrorism, Insurgency and Serious Violent Crime, African Policing Civilian Oversight Forum (APCOF), 2018, https://www.researchgate.net/publication/328755638_POLICING_REFORM_IN_AFRICA_Moving_towards_a_rights-based_approach_in_a_climate_of_terrorism_insurgency_and_serious_violent_crime

Melinda Holmes, "Preventing Violent Extremism, Protecting Rights and Community Policing," International Civil Society Action Network, Oct 31, 2017, https://icanpeacework.org/wp-content/uploads/2018/02/PVE-and-Policing-Brief-2017.pdf

Session 2: Challenges and Opportunities to Effective Community Policing in CVE

Format: *Plenary Presentations and Moderated Question-Answer Session*

Objectives:

- Discuss the common barriers to the successful adoption of community policing in preventing and countering violent extremism.
- Consider examples where community policing has contributed to mitigating the threat of violent extremism.
- Recommend concrete actions related to community policing that African nations could take to improve their current preventing and countering violent extremism strategies.

Background

Community policing is generally recognized as a critical aspect of the provision of effective community security. Yet, its adoption has been slow and its effective implementation lacking. There are many reasons why this is the case. The most basic and obvious one is that community policing is hard work. It requires significant organizational transformation, fundamental changes in policing cultures and inclusion of marginalized voices. This in turn necessitates political will, sufficient resources and on-going communication between all stakeholders. None of this is easily achievable, particularly in conflict-affected areas where security forces are under-resourced, unmotivated and lack cultural ties to the community. In several settings, an appreciable number of police forces, gendarmerie units, and other security actors do not speak the languages of the regions where they are deployed nor do they know the local traditions and customs. This complicates interactions with communities and makes it difficult to make a distinction between civilians and legitimate targets. The escalation of terrorist attacks and rising death toll of both civilians and security forces in a number of African countries has further compounded these impediments. Morale among security forces on the frontlines has plummeted, contributing to an increase in drop-out rates and anger at lack of ammunition, equipment, and low or unpaid salaries. These conditions tend to weaken incentives for security forces to listen to communities' concerns, counter stereotypes and develop innovative approaches to solving problems. The surge in violence has also led to a spike in the prevalence of civilian self-defense militias and vigilantes. The proliferation of these actors constitute a major challenge to the authority of poorly equipped and trained security forces.

Implementing a community policing approach to preventing and countering terrorism is a complicated and multifaceted process that demands the effective engagement of communities in the problem-solving process as well as sound changes in the structures and management styles within law enforcement and other relevant security and government agencies. While the challenges of implementing community policing vary among African countries that have embraced it, there are examples of good practices that are worthy of further development and greater emphasis. In post-revolutionary Tunisia, organizational changes required depoliticization of the police, promulgation by the powerful ministry of the interior of a human rights guide, and revision of the laws governing arrests. Such efforts are still a work in progress and the extent of

their success depends on the pursuit of security sector reform and deepening of community partnerships.

In the Sahel region, there have been efforts and some progress in creating spaces for dialogue between law enforcement and local communities. Each local context is unique, but the essential traits of effective community policing are the same. Mutual trust and constant dialogue between security actors and community members are critical to preventing and countering violent extremism. In Burkina Faso, dialogues between the police, the national Gendarmerie, members of self-defense groups, known as "Koglweogo", religious leaders, farmers and other community members have improved communications and cooperation between them.[2] This path to rapprochement between community-based armed groups and the police is still evolving, but its benefits are recognizable. Other Sahelian countries are also experimenting with several community-based approaches to improve public safety.

In East Africa, the Kenyan experience in fighting violent extremism reveals the benefits of employing a more targeted security approach that involves local communities and empowers local authorities. After the deadly 2013 terrorist attack on Nairobi's Westgate Mall, the security services conducted a sweeping crackdown on suspected militants. In the process, however, the authorities cast what the International Crisis Group described as too wide a net that "fueled Muslim anger and accelerated militant recruitment." In 2015, Kenyan officials began to reverse course, devolving some power and responsibilities to localities and placing locals in security positions of high prominence and visibility. In Garissa County in the North Eastern region, this contributed to easing the tensions between security actors and historically marginalized communities. The establishment of such cooperative relationships is key to community-oriented approaches.

Discussion Questions:

- How do you assess the level of effectiveness of community policing in your country and what are the challenges in implementing it?
- What factors undermine effective exchange of information between law enforcement and communities?
- What structural and organizational changes need to occur in security agencies in order for community policing to work effectively?
- Are there any good practices in community policing that have emerged from your own experiences?

Recommended Readings:

Lillian Dang, "Violent Extremism and Community Policing in Tanzania," USIP, March 19, 2019, https://www.usip.org/sites/default/files/2019-03/violent-extremism-and-community-policing-in-tanzania-sr_442.pdf

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[2] https://www.usip.org/publications/2019/05/amid-rising-sahel-violence-burkina-faso-builds-response

Oluwakemi Okenyodo, Governance, Accountability, and Security in Nigeria," Africa Security Brief, Africa Center for Strategic Studies, June 21, 2016, https://africacenter.org/wp-content/uploads/2016/06/ACSS-Africa-Security-Brief-No.-31-EN.pdf .
Also available in French and Portuguese; https://africacenter.org/publication/governance-accountability-security-nigeria-html/

"Une arme à double tranchant: comités de vigilance et contre-insurrections africaines" International Crisis Group, septembre 2017, https://d2071andvip0wj.cloudfront.net/251-une-arme-a-double-tranchant-comites-de-vigilance-FRENCH.pdf.
 Also Available in English:
https://d2071andvip0wj.cloudfront.net/251-double-edged-sword.pdf

Additional Readings:

James Rupert, "Amid Rising Sahel Violence, Burkina Faso Builds a Response," USIP, May 16, 2019, https://www.usip.org/publications/2019/05/amid-rising-sahel-violence-burkina-faso-builds-response

Preventing Terrorism and Countering Violent Extremism and Radicalization that Lead to Terrorism: A Community-Policing Approach, OSCE, 2014, pp: 94-165
https://www.osce.org/atu/111438?download=true

Moritz Schuberth, "Approaching Community-Based Armed Groups in Sub-Saharan Africa Lessons Learned & Measures of Success," October 2019, https://www.resolvenet.org/system/files/2019-10/RSVE_CBAGs_Approaches_Schuberth_Oct2019_0.pdf

Lucian Harriman & Ilona Drewry & David Deng ,"Like the military of the village": Security, justice and community defence groups in south-east South Sudan," Saferworld, February 2020, https://www.saferworld.org.uk/resources/publications/1245-alike-the-military-of-the-villagea-security-justice-and-community-defence-groups-in-south-east-south-sudan

Abdoul Karim Saidou, "La participation citoyenne dans les politiques publiques de sécurité en Afrique: analyse comparative des exemples du Burkina Faso et du Niger," Revue internationale de politique de développement, 11.1, 2019, https://journals.openedition.org/poldev/3209?lang=es

"Le rôle des familles dans la prévention et la lutte contre l'extrémisme violent : recommandations stratégiques et options programmatiques," Global Counterterrorism Forum, https://www.thegctf.org/Portals/1/Documents/Lifecycle%20Toolkit-documents/French-The-Role-of-Familes-in-PCVE.pdf?ver=2016-09-13-141101-687

Session 3: National-Local Engagement in CVE

Format: *Plenary Presentations and Moderated Question-Answer Session*

Objectives:

- Consider where community trust-building fits into national plans to prevent and counter violent extremism.
- Examine cases of African countries that have incorporated local actors into their community policing programs to prevent and counter violent extremism.
- Discuss different models of national-local division of labor between security actors and what this means for any of them relating to communities.

Background:

National-local engagement is key to preventing and countering violent extremism. It is also critical to the implementation of community policing whose success depends on the support of different government agencies, security services, and frontline community practitioners. City administrators, municipal-level practitioners and other local authorities are generally more socio-culturally attuned to their communities' attributes and dynamics. This makes them better positioned to reach conflict-affected communities and facilitate interactions between and among frontline security actors and communities. In Somalia, for example, some mayors and town officials have played an important role in creating tangible tools to deter crime and terrorism. At their best, they have created models of local governance that are flexible, inclusive and legitimate. Greater local ownership makes Somalis key stakeholders in improving public safety. This is all the more important as "most Somali law and order, and deterrence of crime and terrorism, is based on community policing."[3]

Local authorities also have an important role to play in helping design and implement multiagency and multi-stakeholder approaches, plans and strategies to preventing and countering violent extremism. In Kenya, for example, local authorities and community-based organizations have taken the lead in developing county action plans (CAPs) that support the National Strategy on Countering Violent Extremism (NSCVE). In Tunisia, it is the National Counter-Terrorism Commission that has initiated the process of developing an action plan that includes local level representation and input. These efforts are still in nascent phases and require strengthening the capacities and resources of local authorities as well as developing mechanisms that better delineate the division of labor between national and sub-national authorities.

In many cases, however, local authorities and civil society organizations play only marginal roles in national security issues and are rarely engaged in the development of plans and strategies to prevent and counter violent extremism. This tends to hamper governments stated goal of expanding community oriented approaches to security problems at the local level. Predominantly top-down approaches also hinder security efforts to tackle violent extremism. Weak communication and cooperation between front-line officers, their supervisors and senior ranks affect the efficiency and effectiveness of security responses. Organizational boundaries and

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[3] https://www.gpplatform.ch/sites/default/files/If%20mayors%20ruled%20Somalia.pdf

rivalries between the different security agencies also hinder much needed collaboration and information sharing in tackling the challenge of violent extremism.

Discussion Questions:

- Are there any promising approaches and lessons learned that address specific challenges to national-local cooperation?
- What are the obstacles that local authorities face in engaging in preventing and countering violent extremism efforts that involve community policing?
- What happens when national level security actors do not work well with each other (e.g., army and police), compounding efforts at the local level?
- What range of local authorities and local perspectives on violent extremism threats and community policing approaches need to be taken into account to maximize the effectiveness of interventions?

Recommended Readings:

"The role of cities in preventing and countering violent extremism in East and West Africa," The Strong Cities Network, June 2017, https://strongcitiesnetwork.org/fr/wp-content/uploads/2017/10/SCN-Assessment-Report_East-and-West-Africa_June17.pdf

Ken Menkhaus, "If Mayors Ruled Somalia: Beyond the State-Building Impasse," Nordic Africa Institute Policy Note 2, 2014, http://nai.diva-portal.org/smash/get/diva2:714676/FULLTEXT01.pdf

Additional Readings:

Stephen Commins, "From Urban Fragility to Urban Stability," Africa Security Brief, The Africa Center for Strategic Studies, " June 2018, https://africacenter.org/wp-content/uploads/2018/07/ASB35EN-From-Urban-Fragility-to-Urban-Stability.pdf

Michael Duffin, "Les gouvernements locaux intensifient leurs efforts de lutte contre l'extrémisme violent" U.S. Mission Mali, Juillet 17, 2018, https://ml.usembassy.gov/fr/les-gouvernements-locaux-intensifient-leurs-efforts-de-lutte-contre-lextremisme-violent/

Eric Rosand & Rebecca Skellett, "Connecting the Dots: Strengthening National-Local Collaboration in Addressing Violent Extremism," Lawfare, October 21, 2018, https://www.lawfareblog.com/connecting-dots-strengthening-national-local-collaboration-addressing-violent-extremism

Olusegun Obasanjo, et al. "Where the Rubber Hits the Road," The Brenthurst Foundation, January 2020, https://www.thebrenthurstfoundation.org/downloads/finalcitiesreport.pdf

Session 4: Youth and Gender Responsive Approaches to Community Policing in CVE

Format: *Plenary Presentations and Moderated Question-Answer Session*

Objectives:

- Consider strategic approaches to engaging effectively with youth in preventing and countering violent extremism contexts that involve community policing and related approaches by security actors.
- Examine cases of promising youth engagement initiatives in community policing and preventing and countering violent extremism.
- Understand the gender implications of preventing and countering violent extremism and community policing approaches to it.
- Consider the special potential and value added that women bring to community policing in practice.

Background

The engagement of youth in community policing practices is increasingly recognized as critical to finding tailored solutions to the security challenges facing communities, particularly preventing, mitigating, and countering the activities of violent extremist organizations. Youth often have better understanding than security actors or more formal entities of what is happening amongst their peers, who are often the primary targets for violent extremist recruitment, as well as in their communities when it comes to the dynamics, trends, and risks stemming from violent extremism. This makes them important stakeholders in the development and implementation of any informed and effective community policing initiative. For security actors, engaging youth improves their situational awareness of the needs, problems and complexities of different communities. It also offers them opportunities to redress misperceptions about the intentions of security services and showcase their commitments through their presence in communities and the potential benefits engagement between law enforcement and youth can produce in solving problems and addressing security challenges.

At its best, sustained youth engagement increases the effectiveness of citizen-oriented security delivery and develop arrangements that build mutually trusting relationships. Conversely, engagement has limited impact if it lacks sensitivity and is done mostly for short-term intelligence-gathering purposes. This is particularly the case in traditionally marginalized communities that harbor grievances against the state and its security services. These contexts are often marked by deep tensions between law enforcement agencies and youth from disadvantaged backgrounds. This makes the engagement of youth in community policing strategies to fight violent extremism and terrorism challenging. Clumsy approaches that seek to coopt and instrumentalize youth may backfire, reinforcing distrust of security actors as well as sowing divisions within communities. Gathering intelligence should "come as a by-product of community policing."[4] And in any case, there are specialized counterterrorism agencies better tasked with this job..

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[4] https://www.osce.org/secretariat/111438?download=true

Understanding gender dimensions of citizens' security needs is also a critical component of community policing. Both men and women are affected differently by insecurities and play different roles when conflict or terrorism threatens. They also bring different perspectives to identifying community problems and situational risk factors associated with violence extremism and terrorism. Yet, some community policing strategies are still hampered by gender stereotypes. In some violent extremism affected contexts, the involvement of women has largely centered on their role as counterweights against terrorism. Yet women are not just passive actors to be leveraged in attempts to dissuade their sons from joining terrorist organizations. They can also be active agents who participate in and provide material support to violent extremists, or they may speak out and join security forces in fighting against them. This misconception tends to lead to the instrumentalization of women as tools to tackle radicalization, often considered to be a "male issue."[5] Recognizing this problem is crucial for improving community policing programming designed to prevent and counter violent extremism.

To correct the gender bias in community policing strategies and policies, engagement strategies need to be informed by context-specific understanding of gender roles in the community. This in turn requires the active participation of women at all levels and in all functions, including among law enforcement agencies. The presence of women among the police and other security and government agencies allows a better understanding of the gender dimensions as well as implications of countering violent extremism. Women might be able to better reach out to women and raise awareness of about the risks and possible responses to violent extremism. They are also better positioned to caution against interventions or prevention practices that might have the opposite of the desired effect. This is crucial in dealing with communities that have historically tense relations with security actors. The engagement of women's organizations at the grassroots level is also key to the success of community policing. Support for initiatives where women activists create platforms for other women and youth to share experiences, skills and tools is essential in efforts to prevent and counter violent extremism. Evidence also shows that involvement of women in designing gender-sensitive de-radicalization and disengagement programs is key to their effectiveness.

Discussion Questions:

- Why should engagement between law enforcement and youth take place in preventing and countering violent extremism initiatives that involve community policing?
- What specific grievances or questions might youth have about law enforcement actors' involvement in their communities that would affect how they choose to buy into (or not buy into) community policing programs aimed at preventing and countering violent extremism?
- What is the role and capacity of women's organizations to prevent and counter violent extremism?

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[5] Laura Sjoberg and Reed Wood, "People, Not Pawns: Women's Participation in Violent Extremist Groups," 2015. US Agency for International Development, September 2015, https://www.usaid.gov/sites/default/files/documents/1866/CVE_RESEARCHBRIEF_PEOPLENOTPAWNS.pdf

- Is there anything unique about their relationships with law enforcement and security forces that makes them useful interlocutors with security actors for community-based programs and operations?

Recommended Readings

UNDP, "Frontlines: Young people at the forefront of preventing and responding to violent extremism," 2019, https://www.undp.org/content/undp/en/home/librarypage/democratic-governance/frontlines.html

Theophilus Ekpon, "Le Rôle des Jeunes dans la Prévention de l'Extrémisme Violent dans le Bassin du Lac Tchad," La Plateforme de la société civile pour la consolidation de la paix et le renforcement de l'État (CSPPS), 2017, https://cspps.org/files/2019-05/Cordaid-CSPPS-ChadBasin%20report%20FR%20%28okt%202017%29%20%284%29%20-%20DESIGNED%20FR%20%281%29.pdf

"Penser Le Genre Dans Les Réponses À L'extrémisme Violent en Tunisie," http://samuelhall.org/wp-content/uploads/2019/01/Etude-penser-le-genre-dans-les-rponses-lextrmisme-violent-en-Tunisie-2018-1.pdf

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Session 5: Community-based Endeavors to Reintegrating Former Fighters

Format: *Plenary Presentations and Moderated Question-Answer Session*

Objectives:

- Discuss the different categories of interventions that rehabilitation and reintegration programs provide.
- Identify the main principles that should underpin all rehabilitation and reintegration efforts.
- Highlight the comparative advantages of government and non-governmental actors in rehabilitation and reintegration programs
- Consider policy options for effective rehabilitation and reintegration programs, analyzing the extent to which community policing approaches could enhance efforts at lasting reintegration.

Background

The rehabilitation and reintegration of former violent extremist actors into the community has become a major concern for a number of African states. As tens of thousands of men and women formerly affiliated with VE organizations return home or to areas under governmental control, criminal justice systems are increasingly overburdened with swelling prison populations believed to be associated with violent extremist groups. There is, therefore, a growing sense of urgency for affected countries to develop and implement rehabilitation and reintegration policies and programs. Some already have strategies in place while others have nascent plans for doing so. Most, however, lack the institutional and professional capacities to implement such programs and sustain rehabilitation and reintegration efforts. Overcoming these challenges requires drawing on the expertise and contributions of several actors and institutions.

Rehabilitation and reintegration initiatives come in different forms, shapes and sizes. The settings where these interventions are conducted shape the nature and structure of programs. For example, programs carried out in a prison setting necessitate different types of interventions than ones implemented in non-custodial settings where the targets of rehabilitation and reintegration had associations with violent extremist groups but are not serving prison sentences. The risk status of the targets of interventions also play a role in developing and operationalizing rehabilitation and reintegration programs. Former members of al-Shabaab deemed to be of low risk call for different interventions that those considered high risk. The same applies to women and children who demand tailored rehabilitation and reintegration strategies. Depending on the context and also capacity of the intervention providers, rehabilitation and reintegration programs can range from largely single type interventions (theological/ideological) to comprehensive ones that include different types of support (material, psychosocial, recreational and cultural).

Although there is not a one-size-fits-all approach to rehabilitation and reintegration of former offenders, there are common principles that should guide these initiatives. Most importantly is the involvement of both government and non-governmental actors in the development and implementation of rehabilitation and reintegration programs. To be sure, some contexts call for government actors to take the lead in rehabilitation and reintegration interventions while in others, it is non-governmental stakeholders that do so. The key is recognize the comparative advantages

of each actor and utilize it to maximum effect. Thus, there is a need for a ~~multiactor~~multi-actor and ~~multisector~~multi-sector approach that allows for the involvement of law enforcement professionals, local authorities, psychosocial care providers, religious counselors, community-based civil society organizations, and family members. Achieving this necessitates that all relevant actors collaborate and share information.

Discussion Questions:

- What is the role of security actors in facilitating reintegration of former fighters?
- What are the roles of civil society actors in the rehabilitation and reintegration process?
- What lessons can be drawn from formal reintegration programs under the direction of security actors?

Recommended Readings:

Christina Nemr and Rafia Bhulai, "Civil Society's Role in Rehabilitation and Reintegration Related to Violent Extremism," The Global Observatory, June 25, 2018, https://theglobalobservatory.org/2018/06/civil-societys-role-rehabilitation-reintegration-violent-extremism/

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"Returning from the Land of Jihad: The Fate of Women Associated with Boko Haram," International Crisis Group, May 21, 2019, https://d2071andvip0wj.cloudfront.net/275-returning-from-the-land-of-jihad_0.pdf

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Christina Nemr, Lara Nonninger, Eva Entenmann, Fulco van Deventer, and Bibi van Ginkel, "It Takes a Village: An Action Agenda on the Role of Civil Society in the Rehabilitation and Reintegration of Those Associated With and Affected by Violent Extremism," Global Center on Cooperative Security, August 2018, https://www.globalcenter.org/wp-content/uploads/2018/08/GC_It-Takes-a-Village_WEB.pdf

"Non-custodial Rehabilitation and Reintegration in Preventing and Countering Violent Extremism and Radicalization That Lead to Terrorism: A Guidebook for Policymakers and Practitioners in South-Eastern Europe", the Organization for Security and Co-operation in Europe Vienna, (OSCE) 2020, https://www.osce.org/secretariat/444838?download=true

Session 6: Case Study: breaking the cycle of violence in Garissa County, Kenya

Format: *Plenary Presentations and Moderated Question-Answer Session*

Objectives:

- Discuss the factors that contributed to the change in Kenya's counterterrorism strategy as applied in Garissa after al-Shabaab's attack on the University.
- Examine the organizational and management changes that occurred within the security sector after the Garissa attack.
- Consider the benefits of this changed approach to countering violent extremism and terrorism.

Background:

One of the most important lessons gleaned from a decade of counterterrorist operations in Africa is that military operations alone cannot stop the spread of violent extremism and terrorism. Even when successful in clearing areas of VEOs, governments that fail to improve local governance including in the security sector end up unable to sustain their military gains. Indeed, there is ample evidence that real or perceived state abuse and stigmatization of specific communities is directly driving young men into the orbit of violent extremist organizations. The 2017 UNDP report on the journey to extremism in Africa provided "startling new evidence of just how directly counterproductive security driven responses can be when conducted insensitively." So it is vital that affected countries commit to enhancing the accountability and effectiveness of security institutions. Effective management and accountability of the security sector is just as crucial for the provision of security and creation of an environment conducive to socioeconomic growth. Ultimately, fostering popular trust in state services is key to countering violent extremism.

The Kenyan experience in Garissa county is revealing in this regard. Garissa, which borders Somalia, is one of Kenya's poorest and marginalized counties. It is also one of the areas that suffered some of the deadliest terror attacks in the country, in addition to bearing the brunt of the security services' counterterrorism campaigns. In 2015, however, two developments contributed to a significant reduction in terror attacks as well as improvement in the public's relations with security services. First, the horrific terrorist attack on Kenya's Garissa University, which killed 148 people, most of them students, caused a massive backlash among local communities against the Somali violent extremist group al-Shabaab. Second, the response of the security services was measured, a notable break from the usual hard security responses that follow terror attacks. Deriving lessons learned from the shortcomings of purely coercive counter-terrorism strategies, the Kenyan government ordered a restructuring of security provision in Garissa that included the placement of locals in security positions of high prominence and visibility. The new security leadership, as documented in a 2017 Safeworld study, "commanded local trust and respect across social divides, clamped down on corruption and arbitrary arrest, worked with communities to restore trust and break up al-Shabaab cells."[6]

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[6] Christopher Wakube, Thomas Nyagah, James Mwangi and Larry Attree, " Inside Kenya's war on terror: breaking the cycle of violence in Garissa" Saferworld, 2017. https://www.saferworld.org.uk/long-reads/inside-kenyaas-war-on-terror-breaking-the-cycle-of-violence-in-garissa

The resultant decline in terror attacks and improvements in local perceptions of security demonstrates the real and tangible benefits that can be derived from the adoption of counter-terrorism strategies that seek to improve relations between the security services and local communities. To be sure, the security gains remain fragile, and may be in jeopardy if greater attention is not paid to addressing the persistent socio-economic grievances of the local communities against the Kenyan state. That said, the Garissa story "shows what is possible when authorities make a meaningful attempt not to fight dirty, and to build momentum instead by regaining public trust."

Discussion Questions:

- What changed in Kenyan security responses after the Garissa attack?
- What lessons did security actors learn and adjustments did they make to their community relations and policing approaches post-Garissa university attack?
- Were there different lessons at the national and local levels?

Recommended Readings:

Christopher Wakube, Thomas Nyagah, James Mwangi and Larry Attree, " Inside Kenya's war on terror: breaking the cycle of violence in Garissa" Saferworld, 2017. https://www.saferworld.org.uk/long-reads/inside-kenyaas-war-on-terror-breaking-the-cycle-of-violence-in-garissa