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and polarisation



An Assessment of the
First Generation

KWALE COUNTY **ACTION PLAN**

**Preventing & Countering
Violent Extremism**

Human Rights Agenda (HURIA)
Mombasa, Kenya
www.huria.ngo

Special Report
November 2020

AN ASSESSMENT OF THE FIRST GENERATION

KWALE COUNTY

ACTION PLAN ON

PREVENTING AND COUNTERING

**VIOLENT
EXTREMISM**

ACKNOWLEDGEMENTS

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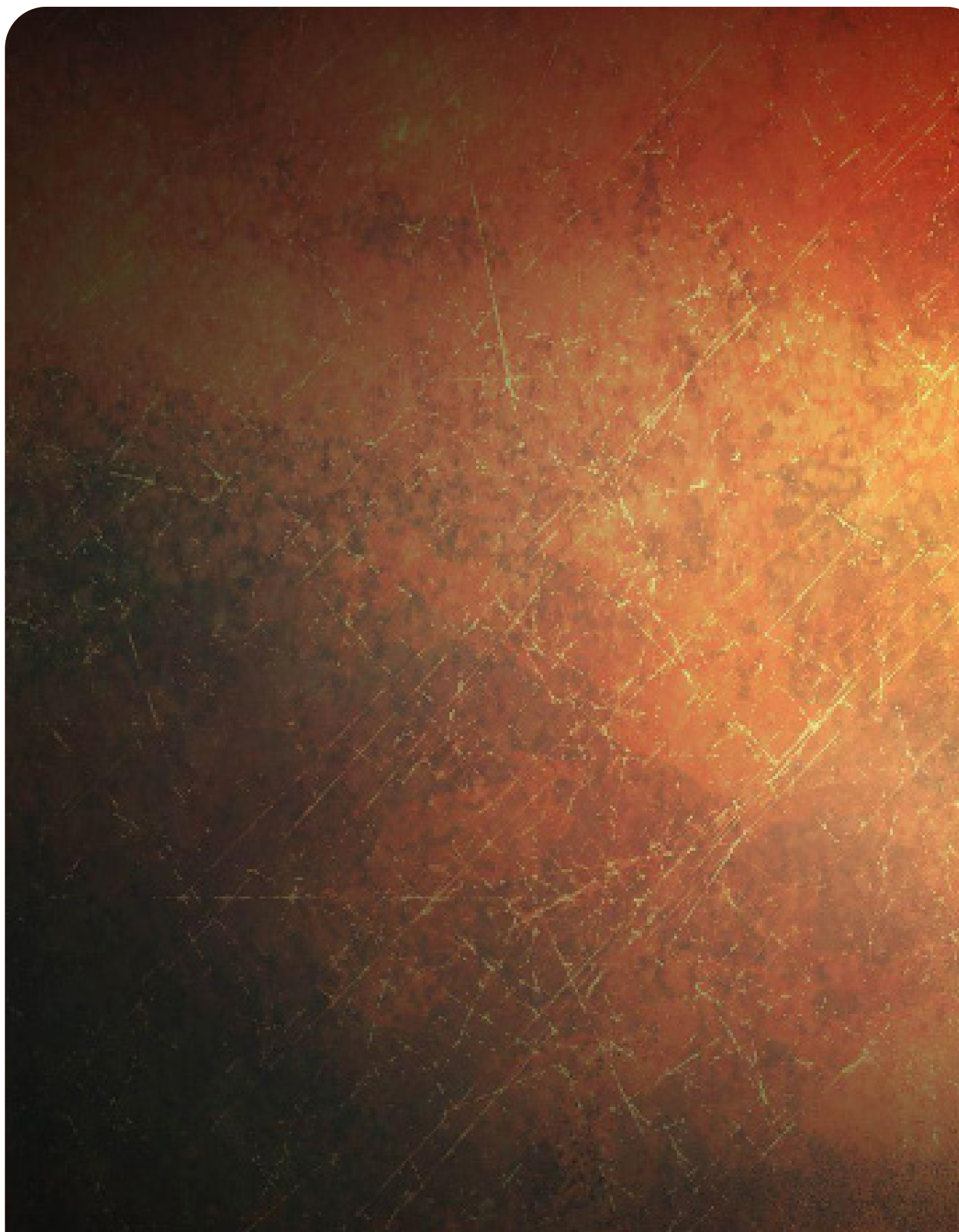
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Abbreviations

ACT	Act Change Transform
CAP	County Action Plan
CIDP	County Integrated Development Plan
CSR	Corporate Social Responsibility
CVE	Countering Violent Extremism
HURIA	Human Rights Agenda
ISD	Institute for Strategic Dialogue
KCAP	Kwale County Action Plan
MERL	Monitoring Evaluation Reporting and Learning
NCTC	National Counter Terrorism Centre
NSCVE	National Strategy to Counter Violent Extremism
PVE	Preventing Violent Extremism
USAID	United States Agency for International Development
VE	Violent Extremism
KCAP-PCVE	Kwale County Action Plan on Preventing and Countering of Violent Extremism



EXECUTIVE SUMMARY

This is HURIA's special report on the Assessment of the First-Generation Kwale County Action Plan on Preventing and Countering Violent Extremism (PCVE). This report gives an overview of the efficiency, impact and relevance of the Kwale County Action Plan towards mitigating the challenge of Violent Extremism in the county. It gives an analysis of the limitations and recommendations for improving the operationalization of county action plans on PCVE by state and non-state actors.

In its analysis, the report reveals that the Kwale County Action Plan on PCVE is a relevant document in helping to shrink the pool of vulnerable and at-risk individuals being recruited into VE networks. It was specifically useful in providing guidance in the implementation of interventions that directly respond to the push and pull factors to radicalization in the county. It also highlights that the implementation of the Kwale County Action Plan was significantly driven by the Kwale County Engagement Forum on PCVE, that brings together state and non-state actors implementing PCVE work in the county.

Another significant revelation of this assessment is that the level of awareness on the KCAP-PCVE was significantly low, particularly amongst community peace and security actors.

Community peace actors including community influencers, popularly categorised as champions on PCVE, had limited knowledge of the CAP. As such their PVE interventions were guided by contextual issues and resources available at their disposal. This report therefore acknowledges the need to enhance the participation of these actors in development and implementation of the KCAP-PCVE.

This report also highlights the role of the Kwale County CVE Engagement Forum in furthering the implementation of the KCAP-PCVE. It showcases limitations in the structure and provides recommendations for supporting its coordination role. It also acknowledges the support provided by the County Government of Kwale and the Ministry of Interior and National Government through the Office of the County Commisisoner in providing leadership in the implementation of the plan. Insights to broadening the support of these state agencies is also provided in this report.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

The Assessment of the Kwale County Action Plan on PCVE was conducted through online surveys and focused group discussions, reaching out to a total of 98 people. 56% being male, while 44% being female, 57% of these were youth. Key highlights from the respondents include:

- A majority of PCVE interventions in Kwale County were conducted in Matuga and Msambweni Sub-counties
- 30% of respondents highlighted that they were very aware of the Kwale County Action Plan on PCVE.
- 51% of those aware of the KCAP-PCVE have read the document and referenced it in their work.
- 67% of the respondents highlighted that the interventions proposed in the KCAP-PCVE document were of high quality in addressing the VE context.
- 72% of the respondents highlighted that the KCAP-PCVE was a useful reference and guide document for PCVE work in Kwale County.
- 51% of the respondents highlighted their satisfaction with the level of coordination and representation of members in the County Engagement Forum. However, it was stated that there are key groups who ought to also be included in the County CVE Forum this includes; peace committee members, Community Policing Structures, Youth and Women led groups, and Community Media Houses.

- 82% of the respondents highlighted that the Kwale County PCVE Secretariat had met expectations in providing leadership and coordinating the implementation of the CAP
- The Kwale County Government support to CAP implementation was rated at 40% by the respondents. The support was categorised as largely being in kind through endorsing PCVE work, as well as addressing structural drivers to radicalization through the various county programs
- Respondents identified top five implemented pillars in the KCAP-PCVE as follows; Ideological, Training and Capacity Building, Security and Law Enforcement, Economic and Education pillars
- Respondents identified threats hampering implementation of the KCAP-PCVE as: Inadequate capacity building opportunities in PCVE particularly due to the changing context; Unclear procedures for monitoring and evaluating the impact of PCVE interventions; and Existing security risks to individuals and organizations particularly those working in hot spot areas.

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CHAPTER

1.1 Introduction and Background of Report

In 2014, the United States Agency for International Development (USAID) through Act Change Transform (Act!), launched a five-year program for Strengthening Community Resilience Against Extremism program popularly known as SCORE. The program supported 14 local civil society based organizations in the coast region of Kenya by enhancing their organizational and technical capacity to address conflict and counter violent extremism.

Human Rights Agenda (HURIA), a local human rights nonprofit organization based in Mombasa County was one of the implementing partners and beneficiaries of the program in Kwale County. The organization's project purposed to address the threat of radicalization and extremism by advancing community policing as a tool for strengthening community resilience against extremism. The project was designed in the background of the development of the National Strategy to Counter Violent Extremism (NSCVE) that was launched in September 2016. The strategy was designed to guide CVE interventions in the country.

In its novelty, working in a county bedeviled and epitomized by a high number of radicalized youth and killings of elders accused of being government informers, HURIA mooted the idea of devolving the national efforts to the county by developing a County Strategy on CVE. Without any formal guidelines, HURIA walked side by side with a team of local-born academia and researchers, passionate local administrators, the National Counterterrorism Centre (NCTC) into curving the trajectory for developing the first County Action Plan on CVE, what was later to give birth to the first generation County Action Plans (CAPs). The CAPs have helped counties respond to global threats of terrorism

through the identification of local drivers and solutions. To date, the County Action Plans have evolved into two other improved generations with the latest generation adopting an Objective, Key Results (OKR) framework that produces a 12 months multi stakeholder's plan. About 38 new Rapid CAPs have now been developed in the country responding to at least five most urgent pillars unique for every county. While Kenya rejoices the innovation of the CAPs as a successful whole of society approach to the PCVE model worldwide, HURIA takes pride in its unequivocal role for shepherding the path to the crafting of not only the CAPs but also the CVE agenda in the Country. Today, every County in Kenya has one or another generation of the County Action Plans.

1.2 Rationale of Assessment of Kwale County Action Plan

Three years after the launch of the first generation CAP in Kwale, a lot has changed in the context and strategy of implementation of the County Action Plans. These changes have inspired HURIA to assess the Kwale CAP to establish its efficiency, impact and relevance towards mitigating the challenge of violent extremism in the county.

The assessment was done under the PROACT project supported by the Institute for Strategic Dialogue that aims at strengthening the capacity of local actors to effectively respond to vulnerabilities that can lead to radicalization . More broadly, the program seeks to effectively and sustainably address the issues of polarization, radicalization, and extremism amongst highly vulnerable populations in Kenya and improve the capabilities of existing local P/CVE structures and actors in three target counties across Kenya. Central to this is coordinating existing actors at the county level to strengthen or build multi-sectoral approaches to community-based interventions. The process is expected to promote the effective implementation of the County Action Plan as a guiding framework for PCVE interventions in Kwale County.

1.3 Methodology

The assessment was conducted through a series of focused group discussions and targeted online surveys administered between 24th August - 12th September 2020. The study used purposive sampling, specifically targeting members of the Kwale County CVE Engagement Forum and other state and non-state actors implementing PCVE programs in the county. Specifically, the assessment conducted eight (8) focus group discussions that targeted specific community groups including women, youth, media, peace committee members, religious leaders, and representatives from government agencies. In total the assessment reached out to 98 PCVE actors in Kwale County.

1.4 Study Limitation

The study specifically targeted state and non-state actors conducting PCVE programs in Kwale County. Whereas it succeeded in this, some of the actors engaged in the assessment were not members of the Kwale CVE Engagement Forum, which spearheads the implementation of the county action plan. This was intentional to ensure a comprehensive understanding of the KCAP-PCVE. They therefore, had limited knowledge of the CAP development and implementation process. However, this in itself provided key analytical findings in the study. Nevertheless, through the use of a variety of research methods, HURIA attempted to generate credible findings and conclusions.



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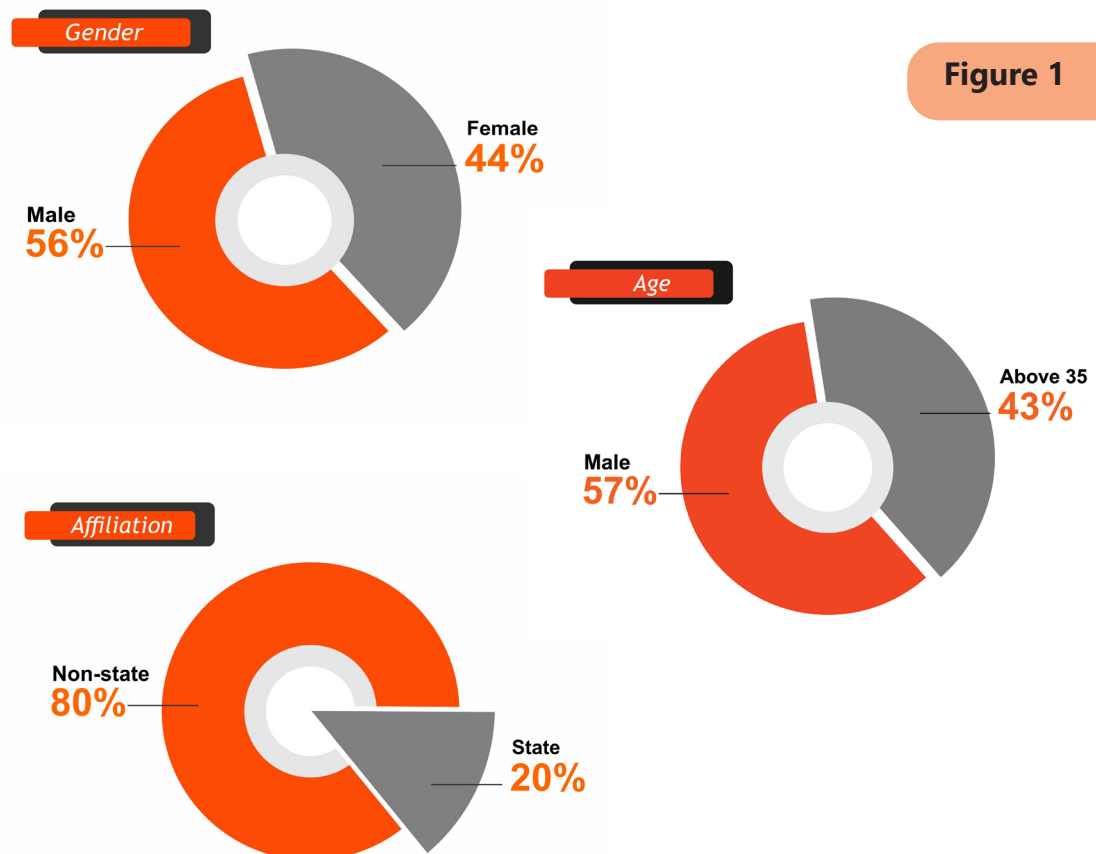
CHAPTER

ASSESSMENT RESULTS AND OBSERVATION

This chapter represents detailed results obtained from the assessment study presented through seven (7) thematic sections as indicated below.

2.1 Classification and Demography of Respondents

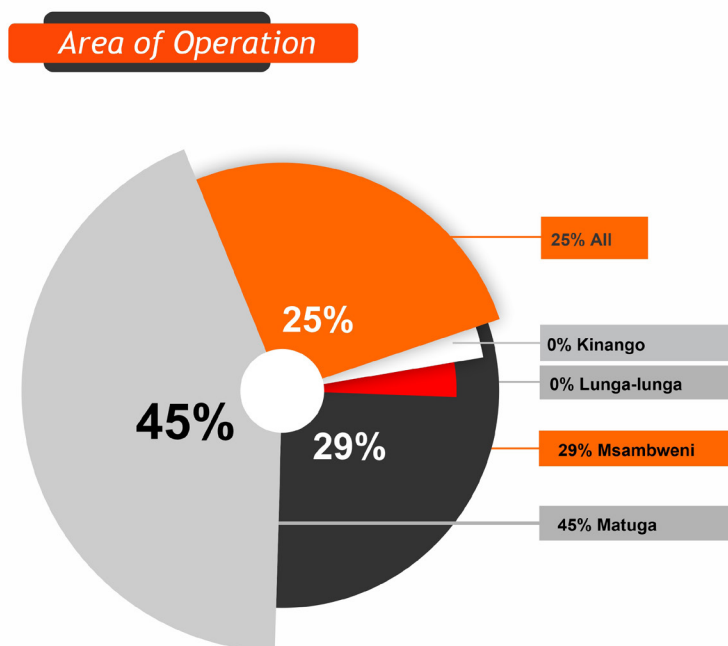
The survey reached out to 98 people, 56% being male, while 44% being female, 57% of these were youth. This evidences the existing contributions of youth in championing against radicalization in the county. 80% of respondents were non-state actors while 20% were state actors. A detailed analysis is highlighted in the figures below.



2.2 Area of Operation

The study also sought to analyze the geography of PCVE interventions in Kwale County. A particular focus was on areas where proposed interventions of the Kwale County Action Plan were implemented. The majority of the respondents highlighted that their activities were focused around Matuga and Msambweni sub-counties. Figure 2 below gives a detailed illustration of the implementation areas. Most of the interventions were conducted in locations cited in the action plan to have been hard hit by extensive radicalization of individuals, families and communities.

Figure 2



2.3 Level of Awareness of the Kwale County Action Plan on PCVE

This variable sought to assess stakeholder's knowledge of the Kwale County Action Plan and their level of interaction with the document. 25% of respondents indicated that they were extremely aware of the document, whilst 51% highlighted that they have read and referenced the document in their work, as highlighted in figure 3 and 4 below. Despite this, it was stated that a majority of community PCVE actors, popularly known as 'community influencers', lack the knowledge and understanding of the Kwale County Action Plan. It was further noted that these actors are local champions on PVE and as such need to be made involved in CAP development and implementation processes.

Level of Awareness of the Kwale County Action Plan on PCVE

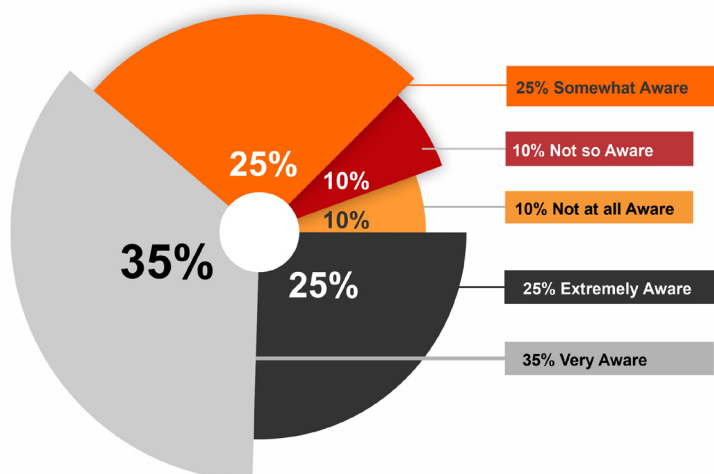


Figure 3

Level of Interaction with KCAP document

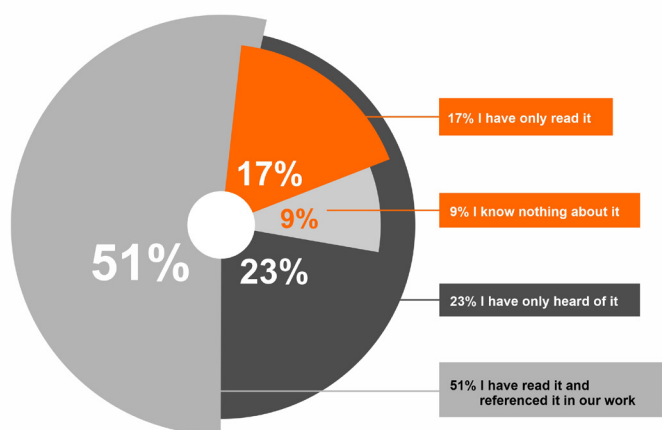
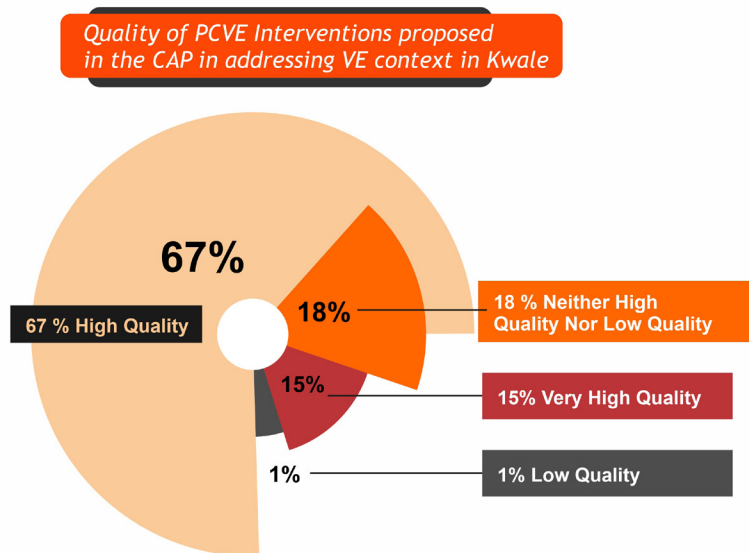


Figure 4

2.4 The Relevance of the Kwale County Action Plan on PCVE

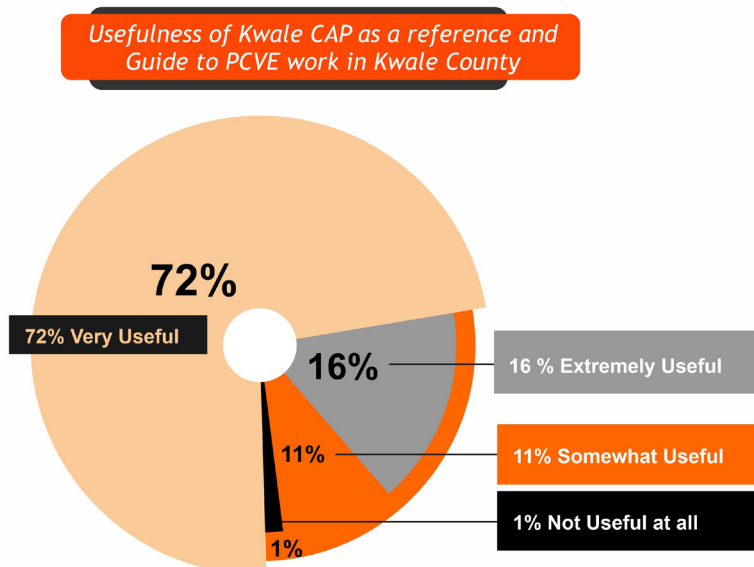
This section sought to underscore respondents' views on the quality and usefulness of the first generation action plan on PCVE. The vision of the CAP was 'A society free from the danger and fear posed by radicalization and violent extremism'. This variable, therefore, assessed the usefulness of the CAP in helping to shrink the pool of vulnerable and at-risk individuals being recruited into VE networks, as well as, the quality and relevance of PCVE interventions proposed in the plan vis a vis the VE context in the county. 67% of respondents highlighted that the interventions proposed in the CAP were of high quality in responding to the context of radicalization and recruitment as highlighted in figure 5 below.

Figure 5



The assessment also sought to assess the usefulness and relevance of the KCAP-PCVE as a reference guide to PCVE work in Kwale County. 72% of the actors highlighted that the Kwale County Action plan was a useful document.

Figure 6



2.5 Membership of the Kwale County CVE Engagement Forum

Membership to the Kwale County CVE Engagement Forum was an important variable to assess in this study. This is because the first Kwale CAP underscores the importance of close cooperation amongst PCVE actors as a key determinant of its successful implementation. Coordination of actors is anchored in the County CVE engagement forum that brings together state and non-state actors addressing VE concerns in the county.

70% of respondents highlighted that they were members of the forum, having participated in a series of meetings convened through the County Commissioners office. However, it was stated that there are key groups who ought to also be included in the County CVE Forum this includes; peace committee members, Community Policing Structures, Youth and Women led groups, and Community Media Houses.

2.6 Level of Coordination in County CVE Engagement Forum

This study analyzed respondents' level of satisfaction with the coordination and representation of PCVE actors in the Forum. 51% of the actors highlighted that they were satisfied with the level of coordination and representation of members in the county engagement forum as highlighted in figure 7 below.

This assessment further confirmed that the Kwale County Action Plan on PCVE has promoted coordination through facilitating the formation of the Kwale County CVE engagement Forum, which eased planning and implementation of joint trainings, review, and reflection meetings. It was however noted that there are significant challenges that continue to hamper the effective coordination of PCVE actors in Kwale County. These include non-inclusivity of frontline PCVE actors in the forum, unclear roles of the Secretariat, unclear work plans in KCAP activities and mistrust amongst partners, particularly on the sharing of confidential information.

Level of Satisfaction with the Coordination and Representation of PCVE actors in the County CVE Forum

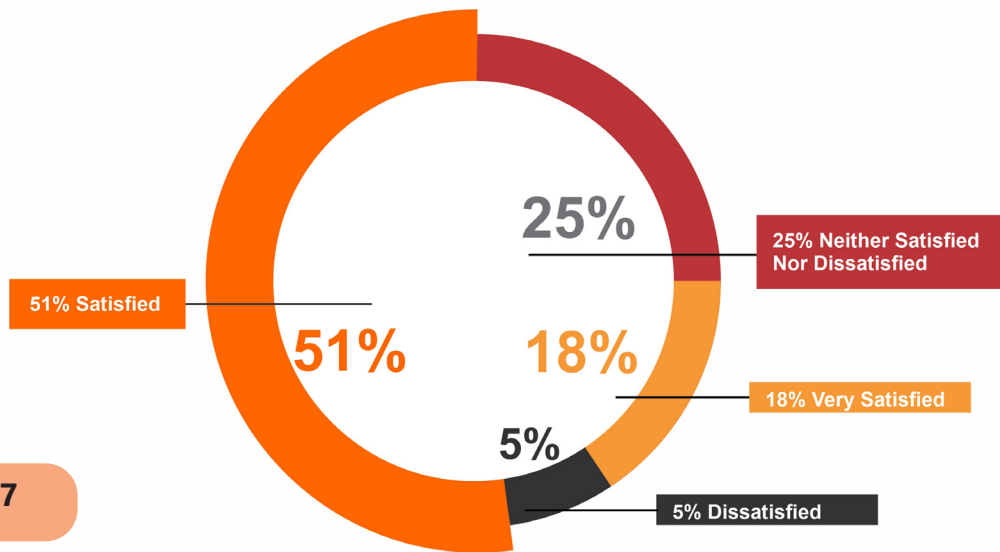


Figure 7

Further to this, the study asked respondents to highlight the ability of the Kwale County CVE secretariat in providing leadership in the implementation of the KCAP. The Secretariat is a subsidiary organ of the forum, that brings together five (5) civil society organizations, and is co-chaired by the County Commissioner and County Governor. It has the overall role of fostering coordination of CVE forum members through planning for joint review and reflection meetings. 82% highlighted that the secretariat had met its expectation in coordinating the PCVE actors, as highlighted in figure 8 below.

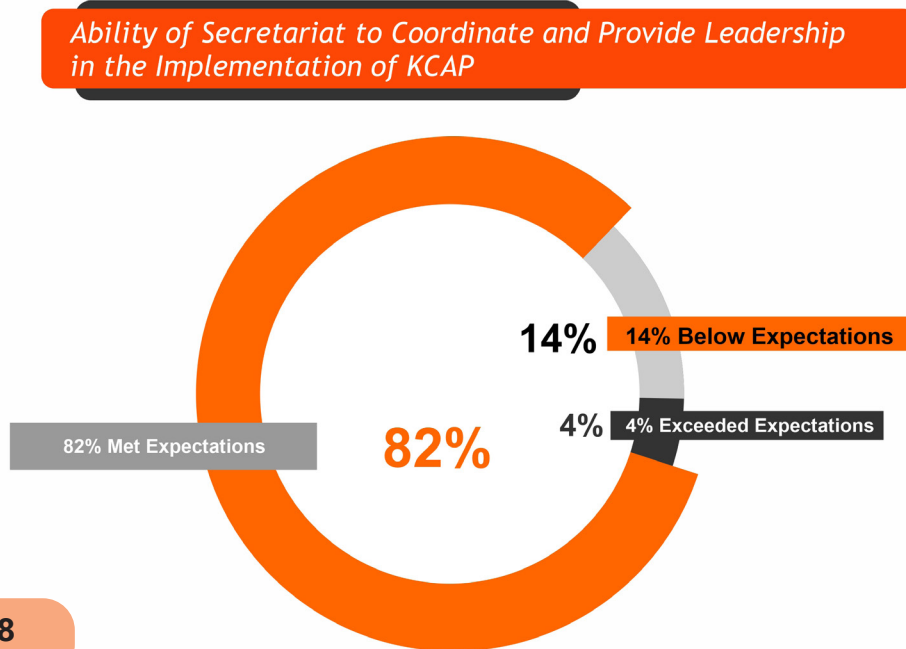


Figure 8

2.7 State Support in Implementation of the Kwale County Action Plan

It was important to underscore the support received by the County Government of Kwale towards the implementation of the action plan. Respondents rated the county government to have supported PCVE efforts at a level of 40%. This support was largely in-kind through endorsing and participating in PCVE activities, as well as addressing the structural drivers to radicalization through investing in education, micro-enterprise development and youth empowerment. Respondents indicated that there needs to be significant financial and policy support to promote the implementation of the Kwale County Action Plan on preventing and Countering Violent Extremism.



3

CHAPTER

KEY RECOMMENDATIONS

This report opines that whilst County Action Plans on Preventing and Countering Violent Extremism are relevant documents in guiding PCVE work in Kenya, there is a lot of work that needs to go towards structuring their implementation. This study has therefore provided actionable measures that can be put in place to ensure that CAPs adequately respond to local drivers of radicalization and Violent Extremism, thus shrinking the levels of recruitment.

This process will require concerted efforts by community members, civil society groups, faith-based organizations and state agencies through the various engagement Forums. There is therefore a need to continuously work through and support these structures implement the county action plans on PCVE.

This chapter, provides a detailed analysis of recommendations for state and non-state actors spearheading the implementation of CAPs across the country. It is noteworthy that the VE context in Kwale is unique, however, recommendations also provide broader insight into the development and operationalization of county action plans on PCVE.

3.1 Promote Inclusivity in County Action Plan Coordination Structures

Throughout the study, it is highlighted that the development and operationalization of the County Action Plans is largely dependant on the representation of actors in the County Engagement Forum. In order to ensure that both local and county level actors are represented in existing PCVE coordination structures, this study proposes the following;

- Conduct continuous Mapping of Youth led and Women led groups conducting PCVE programs in Kwale county.
- Develop Membership Criteria for the Kwale County PCVE Engagement Forum to ensure inclusivity, and a rallying together of multi-stakeholders
- Advocate for the representation of Political Leaders particularly ward and sub-county level actors in the Kwale County CVE Engagement Forum
- Promote the inclusion of individual community champions; who may not be linked to particular organizations, but are leading PCVE work in communities in the Kwale County PCVE Engagement Forum
- Ensure representation of women and youth led groups in positions of leadership particularly in the County CVE Secretariat and in Pillar Leadership

3.2. Strengthen Coordination of County CVE Engagement Forums

In supporting the strengthening of County CVE Coordination Structures, this study proposed the following;

- Outline Clear Roles and Responsibilities for the County CVE Forum and Secretariat
- Support the development of pillar committees to promote implementation of the KCAP-PCVE as per prioritized pillars
- Promote the convening of coordination meetings that can serve as avenues for reflection, peer review and capacity building.

3.3 Operationalize the County Action Plans on PCVE

In enhancing a robust implementation of the county action plans on PCVE, this study recommends the following;

- County Action plans should include robust implementation frameworks, that include timelines and actors roles and responsibilities. This can be updated on a quarterly basis during joint convenings of PCVE actors.
- Develop innovative awareness creation strategies on the County Action Plans as a way of ensuring community knowledge and ownership of PCVE strategies proposed in the plan.
- Invest in the development of clear MERL procedures agreeable by members of the County CVE Engagement forum.

3.4 Financing of the County Action Plans

The current implementation of the Kwale County Action Plan is largely supported through financial support from International Partners and Donor Agencies. The assessment therefore recommends the need to leverage on local resources to promote sustainability of the CAP implementation. This includes mainstreaming proposed PCVE interventions to proposed county initiatives in the County Integrated Development Plans (CIDPs). Additionally, PCVE actors could leverage on the private sector through opportunities provided in Corporate Social Responsibility (CSR) programs.

3.5 County and National Government Support on the County Action Plans

This assessment acknowledges the efforts of the National Counter Terrorism Centre (NCTC) in providing guidance and technical support in developing the County Action Plans. It also appreciates efforts of the Ministry of Interior and National Government through the County Commissioners office and the Kwale County Government in providing leadership in coordinating PCVE actors in the county. In order to further this support, this assessment study recommends the need to have clearly outlined roles of these state agencies in the implementation of the KCAP-PCVE. This will then promote duty bearer responsibility and accountability in facilitating the CAP implementation Plans.



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