



INTERNATIONAL PEACE SUPPORT TRAINING CENTER

IPSTC

**Intergrated Strategy
On Countering
Violent Extremism,
Border and
Maritime Security**

**2018
MARCH**





International Peace Support Training Centre

IPSTC INTEGRATED STRATEGY ON COUNTERING VIOLENT EXTREMISM, BORDER AND MARITIME SECURITY

March 2018

Figure 1:

Kenya's President Uhuru Kenyatta inspects a gun mounted armored vehicle at General Service Unit Headquarters in Nairobi



MESSAGE FROM THE IPSTC DIRECTOR

Violent Extremism (VE) is an existential threat to humanity. Because of shared borders and maritime spaces, no country is immune to the scourge. An integrated approach with a strong 'whole-of-society' thrust offers the best framework for effectively tackling the complex threat of violent extremism within the wider context of porous borders and maritime domains where transnational crimes such as trafficking (in humans and illicit materials) imperil national and regional security.

It is with this in mind that the International Peace Support Training Centre (IPSTC) set out to develop an integrated strategy to confront the security threats posed by the triad of violent extremism, border and maritime security. Developing the strategy demanded a comprehensive consultative process involving multiple stakeholders.

The strategy, perhaps the first to take an integrated approach to violent extremism, border and maritime security, is aligned to IPSTC's larger mandate of developing knowledge, skills and attitudes to inform training, capacity building and education to ensure that peace and stability prevail in Kenya, the African region and globally. This strategy complements other strategies focusing on finding effective solution to the three security challenges.

For the purpose of the strategy, violent extremism—and the related terms such as terrorism, radicalization, counter-terrorism—were defined as part of a continuum that has enabled violent extremism to thrive. Violent extremism is an ideology or strategy that extremists deploy to reject the principles and values of a peaceful, orderly and non-violent society, and to advance violence and terror to propel visions of changing society. They exploit existing grievances, deprivations, oppression to radicalize to violence, tapping into criminal networks and a plethora of trans-national crimes across national borders and maritime spaces to fund their activities, and using advanced communication platforms to radicalize and recruit. In this strategy, 'border security' is understood to entail the protection of porous borders from the illegal movement of people, weapons, drugs, contraband, and criminals, while promoting lawful movement of goods and people as essential to national security, economic progress and sovereignty. Similarly, 'maritime security' is understood to mean the active promotion and protection of national interests, at home and abroad, through the active management of risks and opportunities



IPSTC Director, Brigadier Patrick Nderitu.

The strategy, ...is aligned to IPSTC's larger mandate of developing knowledge, skills and attitudes to inform training, capacity building and education to ensure that peace and stability prevail in Kenya, the African region and globally.

in and from the maritime sphere, in order to strengthen and extend its prosperity and security and resilience and to help shape a stable world.

The overriding objective of the strategy is to use research and capacity building as tools to enhance the collective capacity of actors in Kenya and the African region to counter violent extremism within the larger canvas of border and maritime security challenges. In doing so, the strategy complements other relevant national, regional and international laws, treaties and strategies on countering violent extremism, border and maritime security threats.

Achieving its objectives require that concrete measures and actions are adopted to underpin the strategy. These measures are organized around the five strategic pillars of research, training and capacity building; knowledge sharing and education; platforms for cooperation, coordination; support for development and socio-economic interventions; and strengthening knowledge and collective capacity to receive, rehabilitate and reintegrate returnees and victims of radicalization. The desired end-state of the strategy reflects IPSTC's large vision of a society with adequate research-based knowledge, well-trained security and civilian personnel and experts and robust platforms for policy dialogue to secure relatively peaceful, secure, just and prosperous Kenya and African region with minimal threat of violent extremists. Achieving this requires a strong coordinated within and across-sectors, guided by rule-based and inclusive framework that respects institutional integrity. In its kernel, the strategy provides measures and actions to address the challenges, whose implementation, monitoring and evaluation will be under IPSTC working with partners. The strategy requires enhancing capacity, coordination and stronger partnerships to deal with the three-pronged challenge of violent extremism, border and maritime security threats.

The strategy requires enhancing capacity, coordination and stronger partnerships to deal with the three-pronged challenge of violent extremism, border and maritime security threats.

LIST OF ABBREVIATIONS

API	Africa Policy Institute
AU	African Union
CVE	Countering Violent Extremism
CT	Counter Terrorism
DoD	Department of Defense
EA	East Africa
ID	Identity Card
IPSTC	International Peace Support Training Centre
ISIL	Islamic State and Levant
ISIS	Islamic State in Iraq and the Levant
IUU	Illegal Unreported and Unregulated Fishing
KDF	Kenya Defense Forces
MoFA	Ministry of Foreign Affairs
MOU	Memorandum of Understanding
NCTC	National Centre for Counter Terrorism
NGO	Non Governmental Organization
NSCVE	National Strategy to Counter Violent Extremism
OAU	Organization of African Unity
PVE	Preventing Violent Extremism
VE	Violent Extremism

Figure 2:

Border security personnel vet refugees at a border-point crossing.



ACKNOWLEDGEMENTS

The journey that culminated in the IPSTC **Integrated Strategy on Countering Violent Extremism, Border and Maritime Security** has been long and rigorous, demanding the energies and expertise of numerous individuals, institutions and organizations. IPSTC is perhaps one of the few organizations to take the bold step to develop a comprehensive integrated strategy on Countering Violent Extremism, Border and Maritime Security. We acknowledge and deeply appreciate the varied and valuable contributions by a wide spectrum of individual experts, institutions, think tanks and civil society organizations, government departments, development partners in the process of developing this strategy. Special thanks of gratitude go to the Brigadier Patrick MutaNderitu, the Director of IPSTC, who conceived and secured the resources to support the idea of this strategy.

Numerous Ministries and departments of the Kenya Government including the Ministry of Defence, the Ministry of Home Affairs, Ministry of Interior, State Law Office and the Department of Justice, National Counter-Terrorism Centre, University of Nairobi, Kenyatta University and Pwani University among others kindly sent experts to the various meetings that led to the development of the strategy. We thank all of them for this invaluable input to the strategy.

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The project owes its success to the tireless work by the IPSTC, including Colonel Joyce Sitienei, currently in charge of Plans and Programmes, Colonel Evans Oguga, the Head of Research Department, Lieutenant Colonel Raphael Kiptoo, Head of Applied Research, Professor Timothy Gatara, Joseph Mbugua among others. We are particularly indebted to Prof. Peter Kagwanja who drafted the strategy. We are indebted to the many more experts who directly or indirectly contributed to the development of this strategy, and who we have not mentioned here.

Asanteni sana.

We acknowledge and deeply appreciate the varied and valuable contributions by a wide spectrum of individual experts, institutions, think tanks and civil society organizations, government departments, development partners in the process of developing this strategy.

Figure 3:

IPSTC CVE learning and Expert sharing workshop report, on enhancing strategies and policies for border security and CVE held on October 5, 2017.



Figure 4:

IG Boinett along the Kenya Somalia border.



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Figure 5:

IPSTC Maritime Security learning and expert sharing workshop, on enhancing strategies and policies for maritime security held on November 30, 2017



Figure 6:

Technical Experts Workshop held on February 14-15, 2018



EXECUTIVE SUMMARY

The threat of violent extremism has grown steadily, undermining security and development across Africa. Compounding the security dilemma, extremists and criminal networks have taken advantage of the twin challenges of weak capacity of states to control long porous borders as well as unprotected and unexploited maritime domains to engage in a wide spectrum of trans-national criminal such as trafficking humans and illicit materials (weapons, drugs, contraband) to fund their activities.

Because of shared borders and maritime spaces in the age of globalization, no country is immune to this complex scourge. With a view to confront this complex security threat, the International Peace Support Training Centre (IPSTC) decided to develop an integrated strategy to counter violent extremism and address border and maritime security challenges. The strategy, whose development took a comprehensive consultative process involving multiple stakeholders, is aligned to IPSTC's larger mandate of developing knowledge, skills and attitudes to inform training, capacity building and education with the aim of consolidating peace and stability.

The strategy's overriding objective, therefore, is to tap into research and capacity building as tools to enhance the collective capacity of actors in Kenya in particular and the African region in general to effectively respond to violent extremism and security threats posed by porous borders and 'ungoverned' maritime spaces. The strategy draws from, and complements, other relevant national, regional and international laws, treaties and strategies focusing on countering violent extremism, border and maritime security threats.

The strategy recognizes the conceptual complexity of the three problems of violent extremism, border and maritime security. For the purpose of the strategy violent extremism is defined an ideology or strategy that ties together other related terms such as terrorism, radicalization, counter-terrorism. Extremists reject the principles and values of a peaceful, orderly and non-violent society. Instead, they utilize violent extremism to justify the use of violence and terror to change society. In doing so, they exploit extant grievances, deprivations, oppression within society to recruit the youth to violence. They also take control of local and transnational criminal networks across borders and maritime domains to fund their activities, and using advanced communication platforms to radicalize and recruit.

Because of shared borders and maritime spaces in the age of globalization, no country is immune to this complex scourge. With a view to confront this complex security threat, the International Peace Support Training Centre (IPSTC) decided to develop an integrated strategy to counter violent extremism and address border and maritime security challenges.

As its kernel, the strategy provides concrete measures and actions to underpin the strategy.

The strategy defines 'border security' as entailing the protection of porous borders from the illegal movement of people, weapons, drugs, contraband, and criminals, while promoting lawful movement of goods and people as essential to national security, economic progress and sovereignty. In the same vein, 'maritime security' is defined as the active promotion and protection of national interests, at home and abroad, through the active management of risks and opportunities in and from the maritime sphere, in order to strengthen and extend its prosperity and security and resilience and to help shape a stable world.

As its kernel, the strategy provides concrete measures and actions to underpin the strategy. These measures and actions are organized around five strategic pillars: research, training and capacity building; knowledge sharing and education; platforms for cooperation, coordination; support for development and socioeconomic interventions; and strengthening knowledge and collective capacity to receive, rehabilitate and reintegrate returnees and victims of radicalization. The strategy advocates for an integrated approach to violent extremism, border and Maritime security threats within the context of a strong 'whole-of-society' thrust as the best framework securing society from terror.

But its main strength is its focus on enhancing capacity, coordination and stronger partnerships to deal with the three-pronged challenge of violent extremism, border and maritime security threats.

Figure 7:

President Uhuru Kenyatta flags off new armoured vehicles of the Genral Service Unit to be used in Counter-Terror Strategies



I. INTRODUCTION

1. Violent extremism is an existential threat to Kenya and the entire African region. It has become a fast-evolving transnational threat to state security and human security. The main threat of violent extremism in Kenya and the Horn of Africa comes from the al-Qaeda affiliate in Somalia, Al Shabaab group (Harakat Al-Shabaab Al-Mujahidiin). In recent years, other terrorist organizations such as ISIS have also been radicalizing and recruiting in the Horn.

2. In the Horn of Africa region, the threat of violent extremism has occurred within the context of a complex amalgam of civil wars, insurgencies, criminal banditry, separatisms, political violence and criminality with tends to spill across porous borders and into the maritime space. The complex and cross-cutting nature of threats to border and maritime security has made it necessary for Kenya and other African countries to adopt integrated approaches based on cooperation across multiple sectors and actors.

3. In 2016, Kenya adopted a National Strategy on Countering Violent Extremism¹, in a move that sought to coordinate and double efforts towards ensuring a transparent, inclusive and accountable approach in dealing with threat of violent extremism. This IPSTC integrated strategy is designed to provide the necessary framework to guide research and analysis, training, education and capacity building to underpin effective policy and action to counter violent extremism and threats to maritime and border security.

1. Defining and Understanding CVE, Maritime and Border Security Threats

4. Violence extremism is a relatively new terminology. Therefore, consensus is yet to emerge regarding its meaning. How violent extremism is connected to the related concepts of 'terrorism', 'counter-terrorism' and 'radicalization' is also unclear. Understanding of how border and maritime threats facilitate the activities of violent extremists is key to effective policy and action to prevent or counter violent extremism. The integrated strategy aims at complementing current

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¹National Counter Terrorism Centre, (2016). National Strategy to Counter Violent Extremism (NSCVE). Nairobi, Kenya ² See 'Twenty Indicators for Monitoring Extremism' in Alex, P. Schmidt., Violent and Non-Violent Extremism: Two Sides of the Same Coin? (ICCT Research Paper, May, 2014). P21-22. Retrieved on January 1, 2016 from <http://www.icct.nl/download/file/ICCT-Schmid-Violent-Non-Violent-Extremism-May-2014.pdf>

The desired goal of violent extremists is to change society through fear and intimidation rather than through peaceful or constitutional means

Violent extremism is considered a more inclusive term that generically covers terrorism and other forms of politically inspired, sectarian or communal violence.

existing strategies, regulatory frameworks and policies in Kenya and the region, which includes among others, the National Strategy on Violent extremism (2016); the 2014 Security laws (Amendment Act); IGAD Regional Strategy for preventing and Countering Violent Extremism in Eastern Africa (2017) and a plethora of laws, treaties and strategies governing border and maritime security.

1.1 Understanding Violent Extremism

5. Violent extremism is as old as the human civilization. However, its ever-changing perspectives, concepts and contexts are always perceived as new—and, indeed; often pose new security challenges to society². As a concept, violent extremism connotes beliefs and actions of people who support or use violence to achieve ideological, religious or political ends. In this regard, it encompasses forms of violence relating to terrorism, politically motivated and communal violence³. The desired goal of violent extremists is to change society through fear and intimidation rather than through peaceful or constitutional means. This is the point of separation between the related issues of violent extremism and criminal violence. Clearly, not all forms of extremism lead to terrorism. Two distinct forms of extremisms are discernible. One form, 'non-violent extremism', involves non-coercive and persuasive tactics such as the use of strikes, hunger-strikes, sit-ins, demonstrations, blockades and acts of civil disobedience. However, 'violent extremism' involves tactics that regards destruction of lives and property as necessary, useful, heroic and justified⁴.

6. Noticeably, the term violent extremism has been used synonymously with the related terms 'terrorism' and 'radicalization'. Violent extremism is considered a more inclusive term that generically covers terrorism and other forms of politically inspired, sectarian or communal violence. Although the three terms are closely interlinked and interdependent, they have distinct meanings and implications for policy and programming⁵.

³ J. Drummond, "From Northwest Imperative to Global Jihad: Social Psychological Aspect of the Construction of the Enemy, Political Violence, and Terror", in C. Stout (ed.), *The psychology of terrorism: A public understanding (psychological dimension to war and peace)* (Vol. III), Connecticut: Praeger (2002).

⁴ Alex, P. Schmidt., *Violent and Non-Violent Extremism*, p13.

⁵ J. Mroz, "Lone Wolf Attacks and the Difference Between Violent Extremism and Terrorism", <http://www.ewi.info/lone-wolf-attacks-and-difference-between-violent-extremism-and-terrorism> Retrieved March 8, 2018.

- 1) **Violent extremism** refers to an ideology or strategy. As a concept, it connotes the beliefs and actions of people who support or use violence to achieve ideological, religious or political goals. Violent extremists make the strategic choice to use fear, intimidation and terror to achieve ideological, political or social change the rather than peaceful means to address grievances⁶. Simply put, extremists advocate, engage in, prepare, or otherwise support ideologically-motivated or justified violence to further social, economic, political objectives which are achievable peacefully through dialogue⁷.
- 2) **Radicalization** refers to the process through which individuals and communities are radicalized and recruited to violent extremism. The aim of radicalizers is to impart a new reality by questioning values and beliefs of societies manipulating existing and often genuine grievances, deprivations and exclusion as drivers of the radicalization particularly of the youth. However, the powder keg in the radicalization process is the “politicization of religion” or “religionization of politics”. Apparently, radicalizers, who include Islamists, political extremists, and charismatic radicals, are constantly morphing into different forms and contexts, enabling them to stay steps ahead of policy makers and security agencies. In the age of communication technology, extremists have adeptly added to Mosque and Madrasas new platforms of spreading their ideologies such as social media to appeal to the young. This has effectively transformed the campaign against radicalization into a perfect battle of values and ideas.
- 3) **Terrorism refers to the act.** It is often the logical end of a successful process of radicalization and recruitment to violent extremism. Terrorism involves the strategic targeting and deliberate killing and torture of unarmed civilians by means of extreme violent acts⁸. It is an extreme use

Simply put, extremists advocate, engage in, prepare, or otherwise support ideologically-motivated or justified violence to further social, economic, political objectives which are achievable peacefully through dialogue

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⁶ This definition is widely adopted to guide policy and action by many governments, see for example Australian Government, “What is Violent Extremism?” <https://www.livingsafetogether.gov.au/aboutus/Documents/what-is-violent-extremism.pdf>, Retrieved March 3, 2018.

⁷ This particular interpretation forms the kernel of the UN Plan of Action to Prevent Violent Extremism (January 2016) as well as the Department of State & USAID, Joint Strategy on Countering Violent Extremism (Washington, May 2016).

⁸ B. Ganor, “Defining Terrorism: Is One Man’s Terrorist Another Man’s Freedom Fighter?” Policy Practice and Research, 3(4), (2002): 287-304.

...the prevention and countering of violent extremism has targeted measures by governments deemed as disproportionate responses to radicalization and contributing to human rights abuses, with such excesses and human rights violations seen as fuelling further radicalization.

of violence on the civilians for political purposes⁹ ; for public policy change; and for radicalization and recruitment of membership as a grand strategy ¹⁰.

Most acts of terrorism are highly effective and unpredictable.

7. Response to violent extremism and radicalization has taken the primarily 'soft power' approaches recently popularized as 'preventing' or 'countering' violent extremism. These involve a set of policies and actions designed to neutralize the efforts by violent extremists to radicalize, recruit, and mobilize followers to violence. However, the prevention and countering of violent extremism has targeted measures by governments deemed as disproportionate responses to radicalization and contributing to human rights abuses, with such excesses and human rights violations seen as fuelling further radicalization.¹¹ In a word, as a strategy, 'preventing/countering violent extremism' marks a radical paradigm shift from counter-terrorism (CT).

8. As the classic response to radicalization and terrorism, counter-terrorism is, by and large, a traditional hard-power approach that usually employs counter-insurgency measures. It usually incorporates military tactics, techniques and strategy which government reinforces through law enforcement and intelligence bodies to combat terrorism.

1.2 Defining Maritime Security

9. For the purpose of this strategy, 'maritime security' is understood to mean the active promotion and protection of Kenya's national interests, at home and abroad, through the active management of risks and opportunities in and from the maritime sphere, in order to strengthen and extend its prosperity and security and resilience and to help shape a stable world.¹² As a major resource, source of incomes and employment, area of communication and geo-strategic interests,

⁹ B. Ganor, "Defining Terrorism", pp.287-304; A. Knight, "Jihad and Cross-Cultural Media: Osama Bin Laden as Reported in the Asian Press", Pacific Journalism Review, 13(2), (2007): 155-174; W. Loza, "The Psychology of Extremism and Terrorism: A Middle-Eastern Perspective". Aggression and Violent Behavior, 12, (2007): 141-155.

¹⁰ J. Winkate, "Suicide Terrorism: Martyrdom for Organizational Objectives", Journal of Third World Studies, XXIII (1), (2006): 87-115.

¹¹ D. A. Lake, "Rational Extremism: Understanding Terrorism in the Twenty-first Century" Dialogue-IO (Spring), (2002): 15-29.

¹² This definition is adopted from "the UK National Strategy for Maritime Security", May 2014.

¹³ Michael A. Innes, Denial of Sanctuary: Understanding Terrorist Safe Havens. Greenhood Publishing Group, 2007.

the maritime domain matters to all countries. But oceans, seas, lakes and large rivers territorial waters have been exploited by nations, criminals, pirates and terrorists. This requires strong capacity to police and regulate the maritime domain to prevent and counter illicit maritime trafficking (of humans, weapons and contraband), piracy, acts of violence against navigation, degradation of the marine environment, dumping of toxic wastes, the harmful effects of natural disasters, and exploitation of maritime resources to finance the activities of violent extremists. It also requires strong regional and global partnerships to address areas of common interest, striking the appropriate balance between facilitating legitimate movement and monitoring hostile activity.

10. Nations have established norms for regulating the response to these challenges, with the United Nations Convention on the Law of the Sea (UNCLOS) of 1982 as the main international legal framework for the regulation of marine domains. Regional organizations such as the African Union have developed strategies based on the close interdependence between maritime security and broader interests.

11. Kenya and the region need to strengthen the capacity of maritime police to counter marine threats at the sea and the coastal strip, and to effectively monitor big ships accompanied by small boats that traffic illegal substances into the offshore towns. These maritime threats include piracy, illegal and unreported fishing, maritime degradation and toxic waste dumping. They need this capacity to combat Illegal Unreported and Unregulated (IUU) Fishing, which is pushing such fish species as tuna to extinction, destroying marine habitats, distorting competition and giving unfair disadvantage to local honest fishermen.

1.3 Understanding Border Security Challenges

12. In this integrated strategy, border security is understood to entail the protection of borders from the illegal movement of people, weapons, drugs, contraband, and criminals, while promoting lawful movement of goods and people as essential to national security, economic progress and sovereignty. Preventing extremists and trans-national criminals from using Africa's porous borders to facilitate trafficking in humans, drugs and contrabands, small arms and light weapons, cattle rustling by heavily armed cross-border bandits and radicalization of nationals by foreign extremists is a key focus of border security.

As a major resource, source of incomes and employment, area of communication and geo-strategic interests, the maritime domain matters to all countries. But oceans, seas, lakes and large rivers territorial waters have been exploited by nations, criminals, pirates and terrorists.

Preventing extremists and trans-national criminals from using Africa's porous borders to facilitate trafficking in humans, drugs and contrabands, small arms and light weapons, cattle rustling by heavily armed cross-border bandits and radicalization of nationals by foreign extremists is a key focus of border security.

13. While seeking to address the porosity of African borders that eased the unregulated and uncontrolled movement of radicalized individuals across borders, the border security component of this strategy seeks to prevent violent extremists from exploiting 'ungoverned spaces' or lawless zones along the borderline belt which have been safe havens for radicalizers to radicalize and recruit disaffected individuals and cross-border communities. Acts of violent extremism and trans-national crimes have not only undermined economy, employment, safety and security, but also soured diplomatic relations between neighbouring countries.

14. The changing nature of borders and the challenges of managing them due to technological advancement has rendered traditional approaches of managing borders obsolete, requiring states to increasingly adopt modern and integrated approaches to border management to confront the threat of terrorism and cross-border crimes. While cross-border communities lack instruments of citizenship such as national identity cards (IDs), security forces are unable to fully patrol and secure the borders, and lack of effective surveillance systems along the borders. This integrated strategy, therefore, gives priority to need to strengthening the capacity of specialized government border security agencies to and management in Africa in ways that promote national security.

15. The need for a unified border management command, effectively addressing the effects of transnational organized crimes and terrorism, human trafficking and drug trafficking across porous borders. This strategy provides the necessary framework to guide research, training and capacity building for security forces and civilians and non-state actors intervening to counter violent extremism across common borders and maritime domains.

2. Purpose and Scope of the Strategy

16. This integrated Strategy provides the requisite strategic framework to enable IPSTC build capacity at strategic, operational, and tactical levels and share knowledge, skills and attitude based applied research with its partners and stakeholders including practitioners, policy makers and academics to effectively and comprehensively address violent extremism, border and maritime security challenges. Because extremist elements and other trans-national criminals are planning, radicalizing and moving across territorial waters and borders, this

strategy seeks to strengthen cross-sectoral cooperation, coordination and planning through research, training and education across civilian, police and military actors to effectively counter violent extremism and security threats in the border and maritime domains.

17. At the inter-state and regional levels, the strategy aims to strengthen mutual support and harmonizing security efforts to allow for joint planning in response to the risks and threats posed by violent extremism and challenges to border and maritime security. In line with IPSTC's mandate as an international institution, this Strategy takes special account of each of the regional oceans, seas, major international river basins and lakes, namely the Indian Ocean, the Red Sea, the Congo and Nile Basins and Lake Victoria. The strategy will help in addressing the fault lines that are being exploited by criminals and extremists.

18. In line with the IPSTC mandate, the strategy provides the necessary platform for more research, education, training and capacity building to deal with the trio-challenge of violent extremism, border and maritime security threats. It also aims to enhance the sharing of information, collaborative action among state and non-state actors in developing measures to effectively deal with the existing security challenges. Ultimately, this strategy will synergize efforts to address security threats; share collective experiences from different actors contributing to socio-economic transformation and long-term development of Africa and the African Agenda 2063 of securing peace, security, stability and prosperity across the region.

3. Methodology

19. In developing this integrated strategy on countering violent extremism and threats to maritime and border security, IPSTC ensured that it followed a comprehensive and inclusive methodology that adhered to the highest standards of professionalism. The development of the strategy involved: a comprehensive and systematic desk review of key documents; primary data collection in order to generate necessary strategy options – in this regard Key informant interviews with members of IPSTC, Security Forces, and experts drawn from the academia, research think-tanks and civil society were undertaken, including focused group discussions with selected stakeholders.

In developing this integrated strategy on countering violent extremism and threats to maritime and border security, IPSTC ensured that it followed a comprehensive and inclusive methodology that adhered to the highest standards of professionalism.

20. The process of strategy development drew from a rich repertoire of debates during two IPSTC Learning and Expert Sharing workshops. The first workshop on “Enhancing Strategies and Policies for Border Security and Countering Violent Extremism” was held on October 5, 2017. The Second workshop on “Enhancing Strategies and Policies for Maritime Security” held on November 30, 2017. The strategy also benefited from the a “Technical Experts Workshop on the Development of the Integrated Strategy on Countering Violent Extremism, Border and Maritime Security”, convened by the Africa Policy Institute (API) on February 14-15, 2018. These workshops, focused group discussions, targeted interviews paved the way for the drafting of the strategy document, which was validated by a team of experts from diverse institutions and expertise during a Validation Workshop held on March 7, 2018.

Figure 8:

KDF Soldiers board a chopper during a security operation in Somalia



II. DESIRED END-STATE OF THE STRATEGY

21. The strategic vision of this strategy is the availability of adequate research-based knowledge, well-trained security and civilian personnel and experts and robust platforms for policy dialogue to underpin:

- 1) A relatively peaceful, secure, just and prosperous Kenya and region with the requisite capacity to minimize the ability of violent extremists to radicalize and attract new recruits or gain support for their activities in communities, to preserve its territorial integrity and maritime space while promoting the free movement of people and goods across territorial borders.
- 2) A strong and well-coordinated collective knowledge and capacity in all sectors of society at the local communities, national and the regional to detect, reject and resist violent extremist ideologies to minimize the capacity and effectiveness of terrorists to radicalize and recruit to violence.

The strategic vision of this strategy is the availability of adequate research-based knowledge, well-trained security and civilian personnel and experts and robust platforms for policy dialogue



Figure 9:

A Kenya Navy war ship

Figure 10:

**Mandera Border
crossing control post**



III. CORE PRINCIPLES AND VALUES GUIDING THE STRATEGY

22. Based on the IPSTC's core values of excellence, professionalism, trust, integrity, accountability and gender equality, the normative goal of this integrated strategy is to counter violent extremism, secure the maritime and border security interests of Kenya and the wider region against a spectrum of trans-national risks and threats. Also propelled by IPSTC mission to undertake training, education and research in order to improve the effectiveness of the response to complex emergencies, the integrated strategy is based on the following guiding principles:

- 1) **Inclusivity and Cross-sectoral approach:** The implementation of this strategy will be guided by the principle of inclusivity and mutual respect, as well as participatory and representative decision-making approaches to counter violent extremism and challenges to border and maritime security. It will operate in a cross-sectoral and 'whole-of-society' approach that brings together all partners from civilian, military, law enforcement, border, customs and maritime authorities, fisheries and environmental management authorities, civil society organizations, research and innovation institutions among others to cooperate better and develop effective, accountable, responsive and transparent programs for target communities.
- 2) **Rule-Based Approach:** In the implementation of this strategy, IPSTC and its partners will fully comply with and maintain respect for international law, including the United Nations Convention on the Law of the Sea (UNCLOS), all the applicable regional and bilateral treaties and the values enshrined therein which are the cornerstones of this Strategy and key principles for rules-based good governance of borders and maritime domain. IPSTC will provide the necessary research knowledge, capacity, skills and education to ensure that the settlement of border and maritime disputes is through competent regional and international courts and tribunals as an integral part of entrenching a rule-based response to violence extremism, border and maritime security challenges.
- 3) **Respect for Institutional integrity:** The Strategy does not interfere with or undermine established competences of Kenya or the region in regard to the domains of countering violent extremism, border and maritime security. It will be guided by its mandate and responsibilities as defined in its founding principles, core values, mission and vision. In this regard,

...the normative goal of this integrated strategy is to counter violent extremism, secure the maritime and border security interests of Kenya and the wider region against a spectrum of trans-national risks and threats.

research, training and capacity building agenda in the areas of countering violent extremism, border and maritime security will be informed by professional ethics.

Figure 11:

**KDF Special Forces
training exercise**



In the implementation of this strategy, IPSTC and its partners will fully comply with and maintain respect for international law, including the United Nations Convention on the Law of the Sea (UNCLOS), all the applicable regional and bilateral treaties and the values enshrined therein which are the cornerstones of this Strategy and key principles for rules-based good governance of borders and maritime domain.

IV. STRATEGIC OBJECTIVES

23. The overall objective of this Integrated Strategy is to use applied research, training, capacity building and education to enhance the collective capacity of actors in Kenya and the African region to counter violent extremism, border and maritime security challenges, guided by Kenya's National Strategy to Counter Violent Extremism (2016); the OAU Convention on the Prevention and Combating of Terrorism (1999), Africa's Integrated Maritime Strategy 2050 (2012), IGAD's Regional Strategy for Preventing and Countering Violent Extremism in Eastern Africa; UN Plan of Action to Prevent Violent Extremism (January 2016); the UN Global Counter Terrorism Strategy (2006), and other relevant national, regional and international laws, treaties and strategies on border and maritime security domains.

24. Specifically, the Strategy will aim to achieve the following Strategic objectives:

- 1) Generate and share applied research and analysis to better understand the drivers of violent extremism, border and maritime security threats to underpin evidence-driven policy interventions by national and regional actors;
- 2) Provide a comprehensive strategic framework for capacity building through training, knowledge sharing and education in order to deepen the coordination of collective response by national and regional actors to violent extremism and threats to border and maritime security.
- 3) Establish platforms for cooperation, coordination and policy dialogue. These platforms will help strengthen the capacity of local voices and stakeholders to effectively challenge and change the perception of violent extremist groups and their ideologies and to reduce the threat of radicalization and terrorism across territorial borders and waters.
- 4) [IPSTC strategy will] Provide research-based knowledge, training and skills on ways and means of mobilizing funds and technical support for development and socio-economic interventions across territorial borders and maritime domains designed to address specific grievances and to empower communities facing the risk of radicalization and recruitment to violence.

The overall objective of this Integrated Strategy is to use applied research, training, capacity building and education to enhance the collective capacity of actors in Kenya and the African region to counter violent extremism, border and maritime security challenges

- 5) Strengthen knowledge base and collective capacity of state and non-state actors at the local, national and regional levels to receive, rehabilitate and reintegrate returnees and other individuals caught in the cycle of radicalization to violence.

[IPSTC strategy will] Provide research-based knowledge, training and skills on ways and means of mobilizing funds and technical support for development and socio-economic interventions across territorial borders and maritime domains designed to address specific grievances and to empower communities facing the risk of radicalization and recruitment to violence.

Figure 12:

A Somali Pirate



V. MEASURES OF ACHIEVING THESE STRATEGIC OBJECTIVES

25. In order to achieve the above strategic objectives, IPSTC's Integrated Strategy on Countering Violent Extremism, Border and Maritime Security will adopt concrete measures and activities. These measures and actions will be organized around the following five pillars: Applied research and analysis capacity to inform responses to violent extremism, border and maritime security threats; Capacity building through training, knowledge sharing and education; Platforms for cooperation, coordination and policy dialogue to strengthen the capacity of local voices and stakeholders; Sharing of research-based knowledge and skills on resource mobilization to support development and socio-economic interventions; and Strengthen knowledge and collective capacity to receive, rehabilitate and reintegrate returnees and victims of radicalization.

1. On Measures to Generate Research to Inform Responses to Violent Extremism, Border and Maritime Security Threats:

- 1) Undertake research on the drivers of Violent Extremism in the areas affected;
- 2) Promote research and learning on the root causes of Violent Extremism;
- 3) Use results from empirical research to underpin policy intervention by Government, Civil Society and relevant stakeholders;
- 4) Create relevant platforms for sharing knowledge and information from research results with different stakeholders;
- 5) Focus on Countering Violent Extremist strategic communication to counter misinformation;
- 6) Secure border controls to preserve territorial integrity while promoting freedom of movement by:
 - a) Strengthening government voice in preserving territorial integrity;
 - b) Cultivating community buy-in into government border security policies; and,
 - c) Building capacity of government security agencies.

2. On Measures to Strengthen Local Capacity to Respond to Violent Extremism, Border and Maritime Security Threats:

- 1) Support the government and relevant agencies in the implementation of policies;

The overall objective of this Integrated Strategy is to use applied research, training, capacity building and education to enhance the collective capacity of actors in Kenya and the African region to counter violent extremism, border and maritime security challenges

[IPSTC strategy will help] combat Illegal Unreported and Unregulated (IUU) Fishing, which are pushing such fish species as tuna to extinction, destroyed marine habitats, distorted competition and giving unfair disadvantage to the honest fishermen.

- 2) Create networks and partnership for implementation of the national frameworks, including special attention to women, youths and persons with disabilities;
- 3) Increase the capacity of Maritime Police through training and skills development;
- 4) Engage counties to share knowledge, training, and skills on border security and threats to the Maritime domain.
- 5) Strengthening the capacity of maritime police to counter marine threats at the sea and the coastal strip.
- 6) [IPSTC strategy will help] combat Illegal Unreported and Unregulated (IUU) Fishing, which are pushing such fish species as tuna to extinction, destroyed marine habitats, distorted competition and giving unfair disadvantage to the honest fishermen.

3. On Measures to Establish Platforms for Cooperation, Coordination and Policy Dialogue to Strengthen the Capacity of Local Voices and Stakeholders:

- 1) Developing alternative messages to be channelled to the vulnerable identities;
- 2) Identify credible voices- including academics, teams of experts especially Muslims scholars, Imams and Sheikhs, community persuaders, opinion leaders, gate keepers;
- 3) Establish on-line platforms to share information through social media and cyber spaces;
- 4) Undertake research to examine the trend of radicalization through scholarships expand the constituency to represent the vulnerable groups;
- 5) Provide Advisory support to the Government on how to inject resources to standardize curricula for religious institutions.
- 6) Promote dialogue with at-risk communities and vulnerable individuals to identifying the root causes of their grievance and the specific interventions needed.
- 7) Generate counter-narratives and messages to resist the narratives of extremists.

4. On Measures to Share Research-Based Knowledge and Skills on Resource Mobilization to Support Development and Socioeconomic Interventions:

- 1) Promote Socio-Economic Empowerment of Women and Youth in Communities at Risk of Radicalization and Violent Extremism through:
 - a) Bringing/inject resources to boost sources of livelihood- increase market opportunities, putting contingencies;
 - b) Encourage Government Support for Civil Society- led interventions to build capacity in at-risk communities;
 - c) Skills development in envisaged areas of investments for the youths and other vulnerable groups such as Mining;
- 2) Deprive violent extremists the opportunity to exploit maritime resources by:
 - a) Enhancing maritime domain awareness for reduced sea blindness;
 - b) Cultivating inter-agency coordination in maritime governance;
 - c) Building the capacity of relevant actors for effective maritime domain management; and,
 - d) Helping mainstream Kenya's maritime diplomacy.

5. On Measures to Strengthen Knowledge and Local Capacity to Receive, Rehabilitate and Reintegrate Returnees and Individuals Trapped in the Cycles of Radicalization to Violence:

- 1) Strengthen and improve government inter-agency, civil society and community collaboration in rehabilitation programs; and,
- 2) Develop a comprehensive model program that can be shared and used in rehabilitation;
- 3) Work with universities, think tanks and prisons authorities to develop knowledge-based platforms to create individual and community awareness of the challenge of rehabilitating and re-integrating returnees;

Figure 13:

**KDF soldiers in
action, Somalia**



VI. IMPLEMENTATION OF THE STRATEGY

26. IPSTC is has the full ownership and responsibility for the implementation of this integrated strategy, which will follow the established system within the institution. However, IPSTC will work closely with the National Counter-Terrorism Centre (NCTC) and other national focal points on violent extremism and the respective national structures and authorities on border and maritime security to ensure a well-coordinated implementation, to ensure greater synergy and avoid unnecessary overlaps and conflicts of mandates.

27. IPSTC will adhere to its mandate to conduct applied research and analysis, develop curriculum and undertake training and capacity building in all projects and programmes on peace and security approved by the Centre's management. Because of the integrated nature of the strategy, its implementation will involve a wide spectrum of partners and stakeholders, including militaries, police forces, intelligence agencies, diverse ministries of governments, non-state actors and international partners. Where necessary, IPSTC will sign Memorandums of Understanding (MoUs) with potential partner institutions and Centres of Excellence to ensure smooth implementation

IPSTC will adhere to its mandate to conduct applied research and analysis, develop curriculum and undertake training and capacity building in all projects and programmes on peace and security approved by the Centre's management

Figure 14:

Eastern Regional Commissioner Mohamud Saleh says construction of the security 'wall' along the border with war torn Somalia is on course



Figure 15:

Kenya Navy soldiers during a security exercise



VII. MONITORING & EVALUATION

28. IPSTC has a well-established system of monitoring and evaluation of projects. In regard to this strategy, the Centre will develop a results framework for measuring progress towards achieving the objectives of the strategy. This will entail the development of a set of common indicators to help evaluate short-term, medium-term and long-term effectiveness of the projects, activities and programmes adopted to implement this strategy. Further, IPSTC will collate and share lessons and good practice arising from previous efforts to avoid repeating past mistakes and to use monitoring information to improve on the implementation. IPSTC will also work with its partners to enhance local monitoring and evaluation capabilities of organizations involved in implementing elements of the strategy. This will entail developing tools and mechanisms for effective evaluation and monitoring.

IPSTC will collate and share lessons and good practice arising from previous efforts to avoid repeating past mistakes and to use monitoring information to improve on the implementation

Figure 16:

Kenya policemen patrol the border near the town of mandera



Figure 17:

Al Shabaab militants







INTERNATIONAL PEACE SUPPORT TRAINING CENTER

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