



**AFRICA CENTER  
FOR STRATEGIC STUDIES**

**Countering Violent Extremism (CVE)  
in Africa Roundtable**

**SYLLABUS**

**Rabat, Morocco**

**6-8 March 2018**





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### SYLLABUS

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## **About the Africa Center for Strategic Studies**

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)

## Overview

### Background

By every measure, the present decade has experienced a devastating outbreak of terrorism in Africa. Perhaps equally concerning, violent extremism has grown stronger on the continent, finding fertile soil in countries and regions long thought immune to radicalization. If enduring terrorist conflict zones have seen a remarkable persistence in violent extremist structures and messages, once resilient communities across the border are now witnessing the emergence of new violent extremism tendencies as well.

For years, the Africa Center has endeavored to contribute to preventing and countering violent extremism (P/CVE) work in Africa. In addition to counterterrorism (CT), the Africa Center has squarely addressed violent extremism – that is, the political, social, economic, and cultural forces that support and sustain terrorism, including by justifying terrorist acts and glorifying terrorist actors – through both a ‘countering’ and, as the concept developed, a ‘preventing’ approach. This work has dealt with thorny strands of the P/CVE debates. How should CVE programs integrate with traditional CT efforts? How can PVE programs build resilience without securitizing at risk populations? These challenges have animate the Africa Center as it conducts bi-lateral and multi-lateral academic programs, convenes policy dialogues, produces publications, and encourages networking to connect alumni, practitioners, and scholars. The CVE workshop series began with a continent-wide program surveying the many drivers of violent extremism in Africa. Subsequent workshops dealt with one theme in one area – youth in East Africa, development as CVE in the Sahel, messaging in the Horn – and led to a final continent-wide program on lessons learned and ways forward. Last year the Africa Center conducted an extensive desk review of the series to shape the work going ahead. As the P/CVE field of action and investigation takes root and grows, it is critical to identify where there are emerging gaps, and to scope decisive contributions in order to continue the advance of P/CVE work in Africa.

This Roundtable presents a unique opportunity to reflect on these concerns. At this gathering, participants and subject matter experts (SMEs) will workshop several vital themes and new directions. The program will focus on two overarching concerns: tailoring P/CVE to African contexts, and improving the P/CVE role of African defense and security professionals.

### Anticipated Outcomes

1. To support and encourage a greater sense of African ownership over, as well as a better understanding of, P/CVE in Africa by generating new insights and recommendations based on the latest evidence-based perspectives;
2. To identify and articulate the strengths, weaknesses, opportunities, and challenges for African law enforcement and defense actors in P/CVE work;

3. To reinforce a network of like-minded professionals with responsibilities regarding P/CVE in Africa.

### **Preparation, Delivery, and Resources**

In preparation for this program, the Africa Center built on its CVE workshop series and review in order to draft goals and objectives for the Africa Center's P/CVE workstream. Following internal discussion and refinement, the Africa Center prepared the current roundtable and send invitations for participants whose expertise and experience can further deepen and refine understandings of P/CVE work.

The roundtable will feature perspectives provided by policy-makers, practitioners, and academics. At this event, participants themselves serve as the subject matter experts (SMEs) providing the key content and ideas for discussion. Throughout the Roundtable, participants will be divided into working groups, where facilitators with relevant expertise and background will lead the interaction to generate ideas, lessons, insights, and recommendations. These smaller break out groups will then reassemble in plenary sessions, structured as moderated roundtables, where the entire group of participants can further refine the findings and aim at concrete deliverables on specific themes. As is customary, all activities will be conducted under a policy of strict non-attribution. This policy allows for candid and productive deliberations during the workshop.

This syllabus serves to outline the flow of the workshop and to set the stage for working group interactions. Neither the syllabus nor the readings represent the policy position of any government or institution. Rather, these documents serve as academic input for critical thinking and deliberation. The workshop will be conducted in English and French.



## CVE in an African Context

### Objective

This session aims to determine how P/CVE work in Africa could be made more African. Championed by external countries and multilateral organizations, P/CVE concepts and policies would likely gain in efficiency effectiveness, sustainability, and legitimacy through African ownership. The goal, therefore, is to describe pathways by which African governments and societies can (and will) adopt and adapt P/CVE responses to terrorism.

### Workshop Questions

1. Which P/CVE frameworks, concepts, policies are particularly (in)applicable in Africa? How do they differ from counterterrorism?
2. How can P/CVE be tailored to specific African contexts? Are there common (sub)regional contextual features shaping P/CVE in Africa (if so, what are they)?
3. How can Africans take greater ownership of P/CVE efforts on their continent, and what are the likely implications and results?
4. In developing P/CVE approaches, what can Africans draw from their existing defense and security experience and expertise (e.g., in conflict prevention, mitigation, and resolution; reconciliation and peacebuilding; disarmament, demobilization, and reintegration [DDR], etc.)?

### Relevant Readings

- Marisha Ramdeen. "Countering Terrorism and Violent Extremism in Africa." ACCORD. 21 July 2017.  
<http://www.accord.org.za/conflict-trends/countering-terrorism-violent-extremism-africa/>

This article contrasts the military interventions against terrorism in Nigeria and Somalia to more complete and robust approaches adopted in Mali. It recommends 'soft power' to counter violent extremism and terrorism, including enhanced use of mediation, more humanitarian diplomacy, connecting development and peace processes, and increasing research and information sharing on P/CVE.

- UN Development Program. "Journey to Extremism in Africa: Drivers, Incentives and the Tipping Point for Recruitment." September 2017.  
<https://africacenter.org/security-article/journey-extremism-africa-drivers-incentives-tipping-point-recruitment/>

This report examines how official development assistance can serve to counter violent extremism. Based on extensive interviews with former members, this study argues for a (human) rights-based approach to counterterrorism, improved governance structures, and a stronger link between peace and development frameworks.



## Analyzing CVE Roles by Sector and Service

### Objectives

This session aims to articulate the respective role of each actor involved in P/CVE work on the continent. African and external, (sub)regional and member state, national and local, state and non-state, P/CVE actors exist at every level and in every category. Within governments, P/CVE activities span across ministries, departments, and agencies with broad and distinct responsibilities, including defense, diplomacy development, security, law enforcement, justice, borders, labor, legislation, religion, education, youth, sports, women, and much more. To avoid duplication, mission creep, and dispersion of resources, P/CVE roles should form a coordinated system that empowers each actor, based on its mandate, competency, and comparative advantage. The goal here is to outline what, in an African context, such a system and set of roles might look like.

### Workshop Questions

1. Which P/CVE roles are particularly difficult to scope and enact? Are there any P/CVE responsibilities not (adequately) covered by any actor?
2. Which potential P/CVE actors are the most (and least) integrated into a coherent system of P/CVE response?
3. How should African countries and societies initiate, coordinate, and monitor P/CVE efforts? Should one actor lead all P/CVE activities in a locality, nation, (sub)region?

### Relevant Readings

- Lisa Sharland, Tim Grice, and Sara Zeiger. "P/CVE in Africa: The Role of the Mining Sector." ASPI (Australian Strategic Policy Institute). November 2017.  
<http://www.hedayahcenter.org/publications/89/report>

This report examines the relationship between mining projects and violent extremism in Africa, identifying risks and opportunities across the life cycle of a mining project. It concludes with 13 specific recommendations to enhance CVE in mining, tailored to the mining sector, mining companies, host governments, and local community organizations.

- 'Kemi Okenyodo. "The Role of Women in Preventing, Mitigating and Responding to Violence and Violent Extremism in Nigeria." Chapter 5 of Naureen Chowdhury Fink, Sara Zeiger, and Rafia Bhulai, eds. *A Man's World? Exploring the Roles of Women in Countering Terrorism and Violent Extremism*. Hedayah, 2016.  
<http://www.hedayahcenter.org/publications/89/report>

This piece examines the gender roles in Nigeria and their implications for CVE. It argues that women's participation in law enforcement and military agencies might improve CVE efforts in situations where men cannot intervene due to gender differences and cultural expectations.



## Defense and Law Enforcement Institutions in CVE

### Objective

This session aims to elaborate the P/CVE role of African defense and law enforcement sectors. For these sectors, fighting terrorism is only one of many missions, and their contribution is often understood (by others and occasionally by themselves) as limited to short-term kinetic counterterrorism actions. The military wages war to kill and capture terrorist enemies; the police restores law and order by arresting and imprisoning terrorist criminals. But defense and law enforcement actors inevitably influence violent extremism as well. The goal in this session is to sketch how these institutions should and do perceive and approach P/CVE principles and priorities.

### Workshop Questions

1. What are the P/CVE roles and responsibilities of defense, law enforcement and related agencies and departments (as distinct from their counterterrorism duties)?
2. How do varied governmental structures and practices across countries, in matters of rule of law (e.g., differences in civil and common law) and force structure (e.g., existence or not of a gendarmerie), impact P/CVE possibilities for defense and law enforcement, including (sub)regional collaboration?
3. How does security cooperation aimed at strengthening institutions, such as 'defense institution building' (DIB) and security governance programs, affect P/CVE in Africa?

### Relevant Readings

- Nicholas Robinson and Catherine Lena Kelly. "Rule of Law Approaches to Countering Violent Extremism." ABA Rule of Law Initiative. May 2017.  
<https://www.americanbar.org/content/dam/aba/directories/roli/misc/rule-of-law-approaches-to-countering-violent-extremism-2017.authcheckdam.pdf>

This article argues for a greater integration of Rule of Law perspectives into CVE work. It argues that main drivers of violent extremism, like repression, rights abuses, and state illegitimacy are fundamentally Rule of Law matters. To improve CVE programming, states and societies should tailor responses to local contexts and avoid backlash effects resulting from neglecting Rule of Law concerns.

- Stevan Weine. "The Role of Community Policing in Countering Violent Extremism." START Research Brief. February 2015.  
<http://www.start.umd.edu/publication/role-community-policing-countering-violent-extremism>

This brief outlines the competencies shared by community policing and CVE law enforcement across seven practice domains. It notes that CVE policing entails additional concerns, such as avoiding excessive centralization, encouraging regular meetings with the public, and not stigmatizing the communities addressed.



# CVE Challenges for Defense and Law Enforcement Personnel

## Objectives

This session aims to recommend ways to improve the P/CVE performance of African defense and law enforcement professionals. A soldier moving through a newly liberated village, a police officer patrolling a neighborhood after a bombing, an immigration officer at an airport running a passport against an Interpol database, these uniformed personnel often are, for the public, the face of the state in the everyday fight against terrorism. Just as abuse, corruption, and callousness by such figures can exacerbate violent extremism, positive interactions and high professional standards can mitigate it by building respect and trust and strengthening the social contract. The goal, therefore, is to formulate concrete steps for African defense and law enforcement personnel to achieve desired P/CVE outcomes.

## Workshop Questions

1. What unique opportunities for P/CVE exist for African defense and law enforcement personnel?
2. What are the key shortcoming and challenges for P/CVE work by African defense and law enforcement personnel? How can they be overcome?
3. How might education, training, and exercises at the national, (sub)regional, and international levels improve the P/CVE outcomes of African defense and law enforcement professionals?

## Relevant Readings

- Michael McNerney et al. "Defense Institution Building in Africa: An Assessment." RAND. 2016.

[https://www.rand.org/pubs/research\\_reports/RR1232.html](https://www.rand.org/pubs/research_reports/RR1232.html)

This report examines US defense institution building (DIB) in Africa through two cases studies (Liberia and Libya) and through two comparisons (United Kingdom and France). It argues for greater agreement on DIB definitions and priorities, better communication about DIB, and improving links between DIB and other security cooperation goals.

- Georgia Holmer and Fulco van Deventer. "Inclusive Approaches to Community Policing and CVE." USIP. September 2014.

<https://www.usip.org/publications/2014/09/inclusive-approaches-community-policing-and-cve>

This article compares P/CVE community policing to three other contexts for community policing: transitional societies, marginalized communities, and inclusion of women. It finds broad overlap among these cases, but notes some differences. Most significantly, it emphasizes a common and nuanced understanding of 'violent extremism' and effective responses between police and the community, for the generation of joint solutions to mitigate the threat.