



DEVELOPING AND IMPLEMENTING LOCAL ACTION PLANS FOR PREVENTING AND COUNTERING VIOLENT EXTREMISM IN EAST AFRICA

A STRONG CITIES TOOLKIT WITH LESSONS FROM KENYA

About this toolkit

This toolkit has been designed by the [Strong Cities Network \(SCN\)](#) as a resource for local governments and civil society organisations in East Africa who are interested in developing a local action plan (LAP). LAPs seek to build a multisectoral approach to strengthening community resilience and addressing the root causes of violent extremism, polarisation and hate. For the purposes of this toolkit, the term 'cities' refers to all sub-national local government structures such as counties, states, provinces or municipalities.

The SCN supports mayors, governors, policymakers and practitioners to apply their contextualised understanding of local environments in developing LAPs, enhancing national-local co-operation and implementing evidenced and co-ordinated grassroots-led prevention and resilience projects through a robust, trained local infrastructure. This toolkit builds upon the SCN's experience in delivering locally led programmes and supporting action plan development in Kenya, Jordan, Lebanon and North Macedonia as well as international best practice from the SCN's network of over 145 cities. Case studies are primarily drawn from SCN-funded projects in Kenya and supported by additional case studies from SCN programming globally. This toolkit was validated through extensive co-ordination with regional partners, including a workshop of 20 Kenyan stakeholders in November 2020.

The Government of Kenya's National Strategy to Counter Violent Extremism (NSCVE), published in 2016, paved the way for concrete national-local co-operation on security matters within Kenya. Over the past four years, a robust architecture of locally driven and nationally led strategy and programming has developed. This policy journey has not always been smooth, and implementation remains uneven, as this toolkit outlines. However, despite ongoing challenges, the Kenyan county action plan (CAP) model serves as an emerging practice for the East Africa region and ties into wider international efforts on LAPs. The importance of national and regional action plans was underlined by the adoption of the United Nations Plan of Action to Prevent Violent Extremism which recommends an 'all-of-government' multidisciplinary approach to action planning. This toolkit also borrows from the guidance set out by the United Nations Office of Counter-Terrorism (UNOCT) on action planning and other regional bodies such as the Lake Chad Basin Commission (LCBC) and the European Union (EU).

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Chapter One

Introduction to the toolkit

1.1 Why cities?

By 2050, 68% of the world's population will live in urban areas¹ and will be disproportionately affected by a combination of hybrid threats. From political violence and international terror attacks to increased hate crime and online disinformation, today's challenges are both global priorities and local realities.

National governments have dominated security agendas, and preventing/countering violent extremism (P/CVE) strategies have often overlooked the role of local governments. However, cities² are uniquely placed to facilitate, galvanise and connect to community leaders through a number of vantage points, including the following:

- *Local leaders know their communities best and thus have the potential to effectively co-ordinate activities. By co-ordinating this work, they develop an active influence on the future development of their communities.*
- *Local leaders and stakeholders may be more likely to have the trust of their citizens by virtue of their proximity and accessibility to communities. This trust is essential to the credibility and impact of local prevention efforts and is generally weaker at higher institutional or national levels.*
- *The drivers of radicalisation are increasingly recognised as being predominantly local,³ highlighting the need for prevention efforts to be led by those closest to communities.⁴*
- *Deteriorating security circumstances will weigh heavily in voter considerations during election periods, incentivising local government leaders to act on prevention agendas and demonstrate competence.*
- *Local governments are able to convene and co-ordinate a variety of local services provided formally or informally, which may be operating in isolation from one another despite targeting the same community. These might include social services, education, hospitals and youth programmes.*

Why LAPs?

By developing LAPs, local governments can bridge the gap between national strategy formation and the frontline practitioners who respond to the challenges on the ground. While national governments control national P/CVE strategies and formalise related policies, it is local governments that are best placed to identify local risks, build local partnerships and design effective prevention efforts.⁵ LAPs help build national-local co-operation by setting out clear goals, priorities, required resources, key partnerships and realistic timelines for activity delivery.

LAPs provide the opportunity for communities to build a bottom-up approach to community resilience, ensuring a cohesive strategy and co-ordinated approach with a common understanding among local stakeholders of the key issues and of their respective responsibilities. This helps avoid a common pitfall of national strategies, which can institute template models that do not necessarily align with the nuances of specific contexts or the variation in actual causative factors of violent extremism between one locale and another.⁶ Critically, it also allows local communities to devise responses which are separate to national political debate and direction.

Through LAPs, local governments can take advantage of their convening power by mainstreaming P/CVE activities into broader development plans and adopting a 'whole-of-city' approach. By incorporating resilience efforts into avenues such as education or community policing, cities are able to effectively mobilise resources to address underlying structural problems which might otherwise cause or exacerbate polarisation and extremism.

History of action planning in East Africa

There are a number of United Nations, African Union and national policy developments which have encouraged local governments in East Africa to develop their own LAPs in recent years. However, it is important to understand that neither P/CVE nor harder counter-terrorism efforts are new concepts to the continent. What is new, however, is the recognition that local governments play an important role in responding to these challenges. Some of the important milestones include:

- 1999** OAU Convention on the Prevention and Combating of Terrorism.
- 2002** AU Plan of Action on the Prevention and Combating of Terrorism.
- 2006** UN Global Counter-Terrorism Strategy and the pillars which still guide action plans.
- 2010** the AU Special Representative for Counter-Terrorism Cooperation.
- 2011** African Model Anti-Terrorism Law.
- 2015** UN Sustainable Development Goals.
- 2016** UN Secretary General's PVE Plan of Action.
- 2017** First LAP in Africa launched in Kwale County, Kenya.

1.2 Toolkit overview

This toolkit seeks to fill a gap in current resources available for local government and civil society stakeholders who are interested in drafting and implementing an LAP. An LAP serves as a platform for cities to develop their own contextualised response to extremism, polarisation and hate. While many manuals and guides exist for P/CVE efforts at the local level, they fall short of being able to guide local governments in developing locally owned practical responses through LAPs. This toolkit approaches the issue of action planning from a fresh point of view, using real-world examples and emerging practice from East Africa and the global SCN community to highlight local solutions to local problems.

Local governments and grassroots civil society stakeholders are best placed to address local issues, but often lack the resources and technical know-how to do so. This toolkit clearly demonstrates how it is possible to draft and implement an LAP with limited or no financial resources. With a renewed focus on sustainability beyond donor funding, this toolkit seeks to inspire local actors to enact and own positive change.

How to use this toolkit

This toolkit contains five chapters plus a glossary of key terms and six worksheets. Chapters One and Two serve as an introduction to the toolkit and action planning. Chapters Three and Four provide the steps for drafting and implementing an LAP. Chapter Five details guidance for developing M&E frameworks for an LAP. Each chapter has a set of learning outcomes in a purple box at the beginning.

After reading this chapter, check that you understand:

- ① The importance of securing political buy-in.
- ② The process for undertaking a risk assessment.
- ③ How to establish clear roles and responsibilities for your interim working group.
- ④ The five key steps in drafting a LAP.

Throughout the toolkit, important questions are highlighted in italics in blue boxes with blue titles.

What if my local government is not a city?

The SCN works with sub-national governments of all sizes, including counties, provinces, states and municipalities. This toolkit uses the terms 'city' and 'local government' interchangeably to refer to all forms of sub-national government structures.

1.2 Toolkit overview

Case studies drawn from SCN programming are also in blue boxes but with bold title rows.

Case study: Kumanovo Community Action Team

The SCN supported the municipality of Kumanovo to establish a multidisciplinary coordinative body – the Community Action Team (CAT) - to draft and implement P/CVE policy and programming. Working with already existing institutions, the CAT was formally created by decree within the Local Prevention Council, an entity working on all matters connected to prevention in the municipality, as a permanent thematic working group mandated to draft and implement a local P/CVE action plan. The decree which establishes the CAT explicitly mentions the institutions that are included in its work and which are expected to second a representative. This ensures that all relevant stakeholders and their expertise are included when drafting local policy in a binding way. Once the policy document was drafted, CAT members presented it at the Local Prevention Council session where it was adopted by decree. These formalities ensure that this work is systemised and institutionalised, which in turn fosters ownership, accountability and sustainability of the work that needs to be implemented as a result of the LAP.

Tips from the field, which are primarily lessons learned from implementing CAPs in Kenya, are in italics in orange boxes with orange light bulbs.



Many Kenyan counties have seen implementation enhanced by the creation of pillar heads. In Kenya, CAP activities are organised by thematic pillars such as 'education', 'ideology' and 'economic'. Pillar heads are responsible for co-ordinating activities and tracking progress on their specific priority area. This enhances not only co-ordination of activities but also the capacity of stakeholders to evaluate CAP progress.

Chapter Two

Understanding LAPs

This chapter lays the foundation for multisectoral co-ordination at the local level. It reviews the SCN approach, the three sets of guiding principles and the Kenyan CAP model.

After reading this chapter, check that you understand:

- ① What underpins the SCN approach and what makes an SCN model city.
- ② The process cities should follow for developing and implementing LAPs.
- ③ The three sets of guiding principles and their role in developing LAPs.
- ④ The Kenya NSCVE and three generations of CAPs.

What if my local government is not a city?

The SCN works with sub-national governments of all size, including counties, provinces, states and municipalities. This toolkit uses the term 'city' and 'local government' interchangeably to refer to all forms of sub-national government structures.

2.1 The SCN

The SCN launched in 2015 at the United Nations General Assembly to mount a city-led response against hate, polarisation and extremism in all its forms. We support our members to partner with their communities to design and deploy local responses to complex challenges, ensuring no city faces these threats alone.

Through the SCN's **global summits, city exchanges and regional workshops**, our members build bridges, discuss innovative policy ideas and exchange good practices with counterparts from the world's leading cities and with experts. The SCN provides a range of in-depth **models for capacity-building, interventions and youth engagement**. SCN tools and policy models are used across the world, from Australia to North Macedonia, Lebanon to the United States, and Kenya to the United Kingdom.

SCN Five Work Stream Pillars



Our approach

While local governments differ in size, powers and local risk factors, we believe there are key principles and deliverables that cities should have for the delivery of evidence-based, proportionate and credible P/CVE efforts.

SCN Key Principles for LAPs	SCN Critical Deliverables for LAPs
Whole-of-city: Multisectoral and holistic approach.	Local risk assessment: Living document that details the problem context and identifies strengths, weaknesses, opportunities and threats.
Data-informed: Informed by data and evidence-based.	LAP: Plan or strategy that outlines a local government’s approach to P/CVE with clear goals and outcomes.
Community-led: Designed and led by the community with the local government playing a co-ordinating role.	LPN: Multisectoral co-ordination body (local prevention network) that oversees the implementation of the LAP.
Sustainable: Embedded within existing structures and budgets where possible.	Lead prevention co-ordinator: Designated focal point that co-ordinates P/CVE efforts (only required if budget allows and risk level is high).
National-local co-operation: Supported by national-level stakeholders with regular two-way communications.	

What is the definition of an SCN model city?

An SCN model city has a multisectoral and community-focused LPN which is led by a prevention co-ordinator, sustainably integrated into local and national strategies, driven by an LAP and informed by an evidence-based risk assessment.

2.2 The process of developing and implementing an LAP

Does my city need a local action plan?

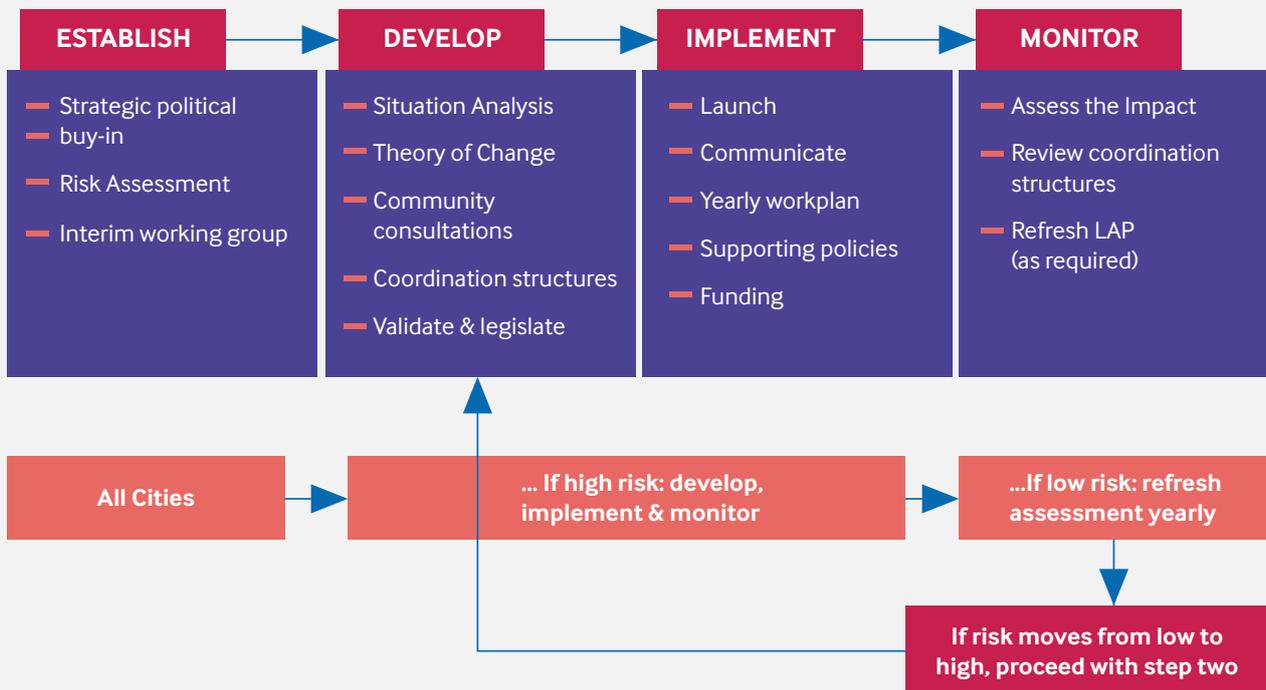
It is easy to assume that all cities must develop an LAP and that this must be exclusively focused on P/CVE. However, cities vary in terms of their risk profile and key issues. All cities deal with multiple and competing challenges, from housing and environmental issues to crime and violence. Many cities are under-resourced to tackle these issues, and there is huge variation in local government mandates and jurisdictions. Therefore, we do not recommend that all cities uniformly adopt P/CVE LAPs, but we do recommend that all cities conduct a risk assessment, which will indicate if an action plan needs to be developed.

Establish: All cities should first secure [strategic political buy-in](#) for an LAP at the appropriate government level and then undertake a [risk assessment](#) to understand the threat profile of the city or region. If the risk assessment is high, then an LAP is required and an [interim working group](#) should be established to guide the process.

Develop: If a city’s preliminary risk assessment is high, the city should develop an LAP that: is [data-informed](#) and evidence-based, has a clear [goal and achievable outcomes](#), is [community-driven](#), has a clear [co-ordination structure](#), and is embedded in [local legislation](#) or policy frameworks.

Implement: If a city has an LAP, the city should implement the LAP by: holding a [launch event](#) and [communicating](#) its contents to the community, enacting [supporting policies](#), developing a [yearly work plan](#) that is financed by maximising [existing resources](#), utilising national and local [budgets and funds](#), engaging the [private sector](#), and accessing [donor funds](#).

Monitor: All cities with an LAP should annually [assess impact](#) and create a new yearly work plan, and review [co-ordination structures](#) to add or remove organisations or their point of contact. **All cities without an LAP should annually** review and [refresh their risk assessment](#).



2.3 Guiding principles of LAPs

All LAPs should be founded on guiding principles which reflect both local realities and national, regional and international guidance. Where national strategies exist, the LAP should reflect these documents to ensure national-local co-operation. Guiding principles can be divided into three sets:

- ① **Overarching considerations** which underpin the LAP's strategy and direction.
- ② **Process and governance conditions** which dictate the methodology for drafting an LAP and the co-ordination structure.
- ③ **Priority areas** which outline the broad thematic categories of interventions.

Governments of certain countries have outlined their guiding principles formally – such as the Kenyan Government in the NSCVE and the accompanying Guide to Developing CAPs. The LCBC provides a regional example in their Regional Stabilisation Strategy. At the international level, the UNOCT has published a reference guide to developing national and regional action plans. The three sets of guiding principles can be found in [Annexe B](#).

Overarching considerations

Before developing an LAP, local governments need to decide on the overarching considerations that underpin and guide their LAP. Ensure your overarching considerations reflect the local context and needs of your city. Overarching considerations can fall into the following categories:

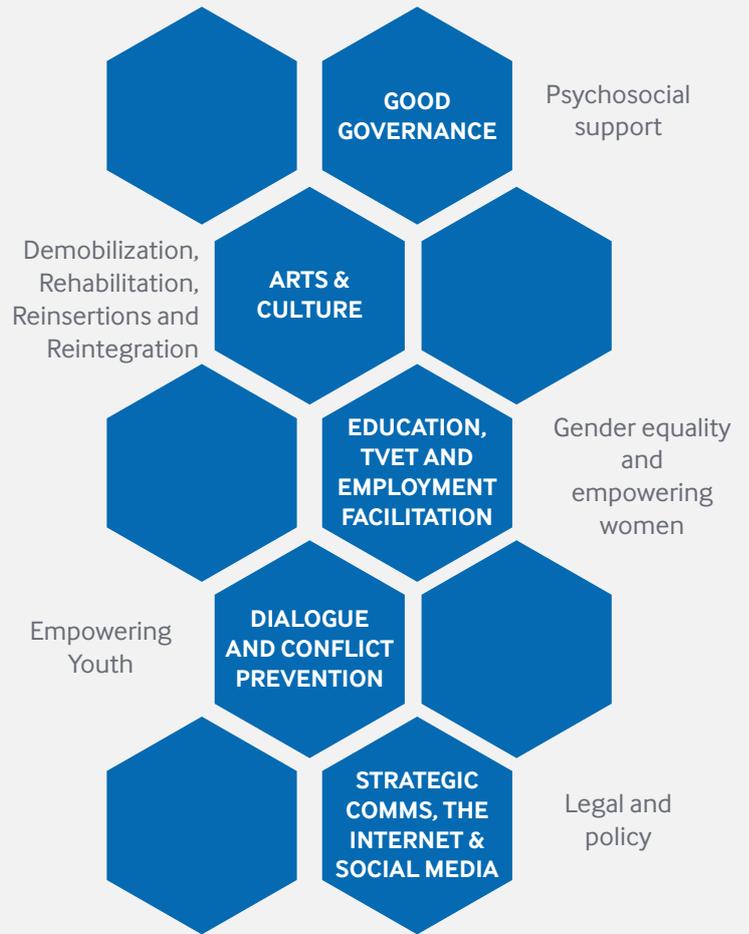
- **Responsibility, leadership and accountability:** Has sustained political support and ownership at the appropriate level, which acknowledges the role of national, regional and/or international actors.
- **Co-ordination:** Dictates how the actors will harmonise to be innovative and impact-focused and to hold mutually reinforcing partnerships that are co-operative and complementary.
- **Approaches:** Demonstrates that its approaches are evidence-driven, built on locally-relevant knowledge, multidisciplinary and holistic; and that they have respect for human rights instruments, gender mainstreaming and a do-no-harm approach.
- **Tools:** Outlines necessary conditions or tools required for implementation.
- **Outcomes:** Mentions the expected outcomes, for example: 'reduced vulnerability to recruitment and radicalisation' or 'contributes to the SDGs'.

Process and governance conditions

LAPs should be drafted and governed in a manner that adheres to national, regional and/or international guidance and conditions. The UNOCT Reference Guide lays out six procedural and institutional principles which guide a step-by-step process to ensure P/CVE plans are implementable, holistic and inclusive. While most government documents or policies contain little mention of the mandates of LAPs, the Kenyan NCTC has outlined 12 regulations in order to govern and co-ordinate the CAPs. See [Annexe B](#) for the full list.

Priority areas

In addition to guiding principles, LAPs should be organised by thematic pillars to group together interventions. Pillars should represent a whole-of-city holistic approach to P/CVE rather than a narrow security lens. It is important to note that less is more when it comes to pillars. In order for LAPs to be practical, listing feasible and realistic actions is key.



2.4 The Kenyan CAP model

Kenyan threat landscape

The 1998 al-Qaeda bombing of the United States (US) Embassy in Nairobi, Kenya, which killed 224 people, marked the beginning of a new era of extremist violence that has touched all corners of Kenyan society. While this attack was Islamist in nature, it compounded waves of tribally motivated violence that have often been sanctioned by a number of politicians, peaking during contentious election cycles. Today in Kenya, the threat has been superseded by al-Shabaab, which in recent times has increased its recruitment efforts to all regions of Kenya. This recruitment has been amplified by the influence of Islamic State of Iraq and Syria (ISIS), whose propoganda techniques have proven extremely effective in luring foreign fighters from around the world.

Primary drivers of radicalisation in Kenya:

- Real or imagined perceptions of socio-economic and political marginalisation of Muslim majority regions by post-independence governments.
- Difficulties of these communities in acquiring documents such as passports and titles to properties.
- High unemployment rates among youth.
- Government (law enforcement) excesses during counter-terrorism operations.
- General profiling of Muslim communities for abetting, supporting or tolerating terrorism.



Government of Kenya mitigation efforts

In response to the high violent extremism (VE) threat, the Government of Kenya enacted a series of P/CVE measures. These initiatives eventually lead to the establishment of CAPs for P/CVE. Kenya is one of the only countries in the world which has national government-mandated LAPs and accompanying local co-ordination mechanisms and structures.

Three generations of CAPs

Kenya's 47 counties are confronted with vastly different environments and challenges. Furthermore, Kenya's devolution process is one of the most ambitious decentralisation processes globally. Devolution provides an avenue for addressing local challenges more effectively and it is within this context that the NCTC saw the opportunity to establish CAPs. CAPs have gone through many iterations and can be divided into three generations:

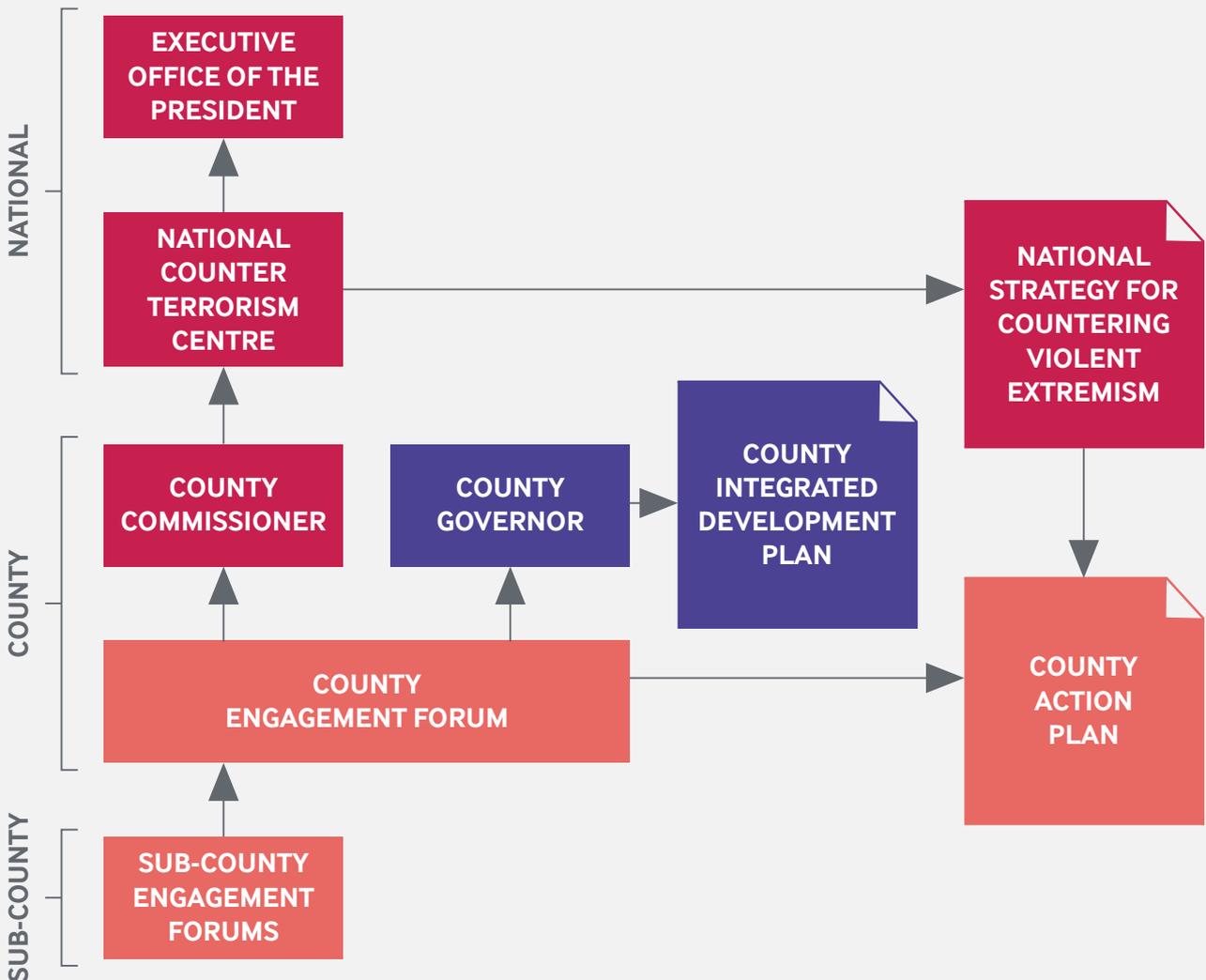
- **First-generation CAPs** were five-year strategic documents developed in the coastal region, which was the 'hotspot' region at the time. This was the first attempt to make P/CVE a shared responsibility and the ad-hoc development process was led by civil society.
- **Second-generation CAPs** in remaining coastal, North Eastern and Upper Eastern counties followed an NCTC-mandated development process and heavily borrowed and localised the NSCVE thematic pillars. There was a concerted effort to improve research and M&E and create a consultative process which led to the formation of County Engagement Forums (CEFs).
- **Third-generation CAPs, or Rapid CAPs (RCAPs)**, are short one-year documents designed for all remaining counties. The RCAPs were all developed in one- or two-day workshops and therefore lack the robust research and consultative process that previous generations benefited from. They continued the CEFs and encouraged the introduction of sub-CEFs.

Structure of the CAP model

Kenya has a robust system for guiding P/CVE strategy and policy as well as project implementation. As noted in the diagram below, P/CVE work is overseen nationally by the NCTC, which reports directly to the president. P/CVE strategy at the national level is guided by the NSCVE which was published in 2016. A new strategy has been in development for several years and is expected to be released imminently.

Each of Kenya’s 47 counties have a CAP and a CEF. The CEF is the body responsible for implementing the CAP, and it is co-chaired by the County Commissioner and the Governor. It includes an array of government and non-government stakeholders. Some counties also have sub-county CEFs or thematic pillar working groups.

While not a P/CVE document, the County Integrated Development Plans (CIDPs) and county budgets are important to CAP implementation as they provide an avenue to mainstream CAP activities into other financially resourced strategies.



Lessons learned from the Kenyan CAP model

While the Kenyan CAP model has been hailed as a marker of success for more effective and localised prevention programming, implementation has suffered a number of challenges. The lessons learned from these challenges can assist local governments across the region in their own LAP development processes. Participation of local communities, grassroots civil society and academia enhances ownership of CAPs. The CAPs in the coastal region were led by academics from the coastal counties. This greatly enhanced the ownership of the CAPs by the communities.⁷

Lesson: An LAP should always ensure that individuals from the communities it will serve are front and centre in the research and drafting of the LAP. Local stakeholders should only engage outside consultants when there is a technical gap and only in advisory roles or to provide capacity-building to local academics and other stakeholders.

CAPs are intended to be the shared responsibility of local and national governments. However, as their development has been driven by national government representatives, many county governments feel a lack of ownership, which leads to a reluctance to fund activities or mainstream the document into other county actions such as the CIDPs.⁸

■ **Lesson:** *It is critical to have the right balance of local and national government buy-in and involvement from the very beginning. When an LAP is a national-government-mandated process, it is critical for locally elected officials to understand its importance. Linking P/CVE issues to other priority issues which the local government is dealing with can be a useful tactic, provided cities ensure not to securitise non-security issues. For example, you could explain how the rise in insecurity impacts tourism, or how out-of-school youth might be at higher risk from VE recruitment.*

Many CAPs in Kenya remain underfunded and heavily reliant on donor funding. This has impacted their ability to be sustainable and operational. This could have been partially solved by closer engagement with the county governments, which have access to funding during their inception.

■ **Lesson:** *LAPs should be drafted in a way that maximises existing resources and is not dependent on additional funding. Stakeholders with access to resources, in kind or financial, should be involved in the drafting process in a meaningful way.*

Chapter Three

Establishing and drafting an LAP

Perhaps you have attended an SCN training session, heard about the success of Kenyan CAPs, or been tasked by your government to draft an LAP. Regardless of how you got here, you are now trying to navigate the daunting task of drafting a sustainable, multisectoral, feasible and inclusive LAP. This chapter outlines how to establish the groundwork required for an LAP and then how to draft your LAP. This chapter includes case studies and accompanying annexes filled with worksheets and templates to assist you.

After reading this chapter, check that you understand:

- ① The importance of securing political buy-in.
- ② The process for undertaking a risk assessment.
- ③ How to establish clear roles and responsibilities for your interim working group.
- ④ The five key steps in drafting a LAP.

3.1 Establish the need for an LAP

Secure strategic political buy-in

In order for an LAP to succeed, it needs to be the shared responsibility of state actors, including local and national legislators and decision-makers, as well as non-state actors. Implementing LAPs requires multisectoral co-ordination efforts to ensure efficiency and efficacy. Strategic political buy-in from the very beginning is critical in order to embed the LAP into local-level structures, policies and legislation. There are typically three main obstacles to securing buy-in: (1) a misunderstanding of the issue caused by a lack of awareness; (2) a reluctance to address P/CVE given that security issues fall under national responsibility; and (3) a fear of stigmatising your city by openly implementing a policy for the prevention of radicalisation or P/CVE.⁹



Certain counties in Kenya have seen success with securing political buy-in by explaining to government stakeholders that while they are not responsible for peace and security in the county, they are responsible for the drivers that lead to instability as well as violent extremism. Engaging locally elected representatives as well as the executive branch of the government has been instrumental in some counties in terms of securing and sustaining political buy-in for LAPs.

Strategic political buy-in can be secured through different means, and the avenue you take will depend on your governance structures as well as existing local, national and regional strategies. The end result needs to be a clear mandate from your political leaders for the development of an LAP as well as a mutually agreed roadmap for political input/review during the drafting period. Advocacy can be achieved through the following means:

- **International:** *There has been an international push to complement traditional security-led approaches with soft multidisciplinary prevention measures. The UN, AU and other multilateral bodies strongly advocate 'whole-of-society' approaches for peace and security issues. Stakeholders can use this international discourse to persuade governments to adopt LAPs.*
- **National:** *If your national government has already adopted a national P/CVE Plan or another policy which covers P/CVE efforts, you can use this as the basis to lobby local leaders. Not all national governments recognise the importance of local governments in their strategies. However, their documents provide the basis and parameters for LAPs – for example, whom local stakeholders can and cannot engage.*
- **Local:** *Your local government has the opportunity to use its own convening power to organise a conference, roundtable or meeting to build consensus amongst the other stakeholders. This event will ultimately cascade political buy-in.*
- **Civil society and grassroots:** *Lobbying by international non-government organisations (INGOs), civil society organisations (CSOs) and activists can also help secure strategic political buy-in by demonstrating the evidence that radicalisation, violent extremism and terrorism warrant a comprehensive local response.*
- **Mandated LAP:** *If your national strategic document stipulates the design of localised tailored approaches, it should be relatively simple to lobby your local government to initiate the process. If you encounter difficulties, you can approach the national government or representatives to send official instructions to your local government to address the need to draft an LAP.*

Case study: Human Rights Agenda (HURIA) and the development of the Kwale CAP

Kwale County was the very first Kenyan county to develop a CAP – a process that began even before the NSCVE was officially launched. In 2016, HURIA, a local CSO, noticed that Kwale County was experiencing a high rate of extra-judicial killings and forced disappearances which were linked to suspected violent extremists or supporters of violent extremist groups. This was causing conflict and tension within the community. HURIA decided to hold roundtables with community members to understand the hyper-local issues they were facing and design responses. HURIA then lobbied the local and national governments to support the creation of a plan to address these issues. HURIA used a heavy advocacy approach with both the community and the government to gain support for the development of the very first CAP.

Conduct a local risk assessment

Once political buy-in has been secured at the local and national levels, your city will need to determine if an LAP is needed or not. The local government should commission a local risk assessment of the threat environment. The team commissioned to complete the risk assessment should include or engage representatives from sectors relevant to P/CVE, as well as the community which the LAP seeks to serve. There are many methodologies for conducting local risk assessments. The depth of your local risk assessment will depend on financial resources available and the initial perceived threat level. The local risk assessment should strike a balance: it should be thorough but should not create fatigue amongst stakeholders or exhaust all resources. A more in-depth situation analysis will take place if the threat level is deemed high enough for the creation of an LAP.

It is recommended that the assessment focuses on the following:

- Identify the **nature** and **level** of local violent extremism risks.
- Articulate **how** known local drivers of violent extremism may increase risk levels.
- Categorise local risk factors according to those **both to and from**: individuals, ideologies and institutions.

When focusing on individuals, the assessment needs to consider both vulnerable populations and groups that pose a risk to the community. This local risk assessment needs to be supported by existing and/or new research and analysis of the local push and pull factors which drive individuals towards violent extremism. Ideologies present need to be identified and understood to contextualise the environment where violent extremism groups are functioning. As for institutions, both formal and informal, they serve as an indicator of the networks present on the ground and are useful in mapping violent extremist and vulnerable groups.

Establish an interim working group

If the local risk assessment indicates a high threat level and determines that an LAP is required, the next step is to establish an interim working group to guide the development of the LAP. The local government should identify and reach out to all relevant stakeholders in order to form an interim working group. The interim working group should have a gender balance and include youth and women in positions of leadership. The members can be drawn from local and national government institutions, civil society and grassroots organisations, regional or international organisations, community leaders, clergy and religious leaders, influential youth, researchers, media, private sector and local development or livelihood experts. It is important to include stakeholders and influencers who can identify and work with young people less amenable to traditional sources of authority.¹⁰

The interim working group should be established with an official decree, or equivalent, to ensure legitimacy and a transparent process. The decree should have the following components:

- *A list of institutions, organisations and experts participating in the interim working group.*
- *Details of individuals from those institutions, with an appropriate description of their seniority, expertise and relevant skills for P/CVE.*
- *The name of the chair of the interim working group, who will co-ordinate activities – preferably staff from the mayor or governor’s office, or department within the local government which covers P/CVE issues. It can also be helpful to have a national government representative co-chairing the working group; ideally someone whose portfolio include security issues.*
- *Rules and procedures, or ‘terms of reference’, for the functioning of the interim working group – including protocols for meetings, changing members and decision-making.*
- *A mandate including agreed resources for the drafting of the plan and concrete roles and responsibilities.*
- *Deadlines for the completion of the activities arising from the mandate of the interim working group.*

Case study: Kumanovo Community Action Team

The SCN supported the municipality of Kumanovo to establish a multidisciplinary co-ordinating body – the CAT - to draft and implement P/CVE policy and programming. Working with existing institutions, the CAT was formally created by decree within the Local Prevention Council, an entity working on all matters connected to prevention in the municipality, as a permanent thematic working group mandated to draft and implement a local P/CVE action plan. The decree which establishes the CAT explicitly mentions the institutions that are included in its work and are expected to second a representative. This ensures that all relevant stakeholders and their expertise are included when drafting local policy in a binding way. Once the policy document was drafted, CAT members presented it at the Local Prevention Council session, where it was adopted by decree. These formalities ensure that this work is systemised and institutionalised, which in turn fosters ownership, accountability and sustainability of the work that needs to be implemented as a result of the LAP.

3.2 Draft an LAP

Step 1: Conduct a situation analysis

LAPs need to be grounded in research and use an evidence-based approach in order to be targeted and generate measurable impact. The interim working group should lead on the situation analysis, which should cover the following:

- *Identify localised threats, drivers and vulnerabilities, building on the local risk assessment.*
- *Review the policies, structures and activities currently being implemented which are relevant to P/CVE.*
- *Map existing institutional, financial and human resources that are mandated to cover P/CVE and all relevant issues related to radicalisation, hate and terrorism.*
- *Map existing civil society activities that complement government streams of work.*
- *Understand technical gaps and strengths of the existing actors working in this space. Identify and analyse the key online and offline extremist narratives (this may be a distinct part of your evidence base where resources and need warrant thorough digital analysis).*
- *Identify the target beneficiaries of your LAP.*
- *Identify any political or social factors which might affect the delivery of your project, either positively or negatively; for example, changes in security or relevant government policies.*
- *Survey public perceptions of extremism and measurements of resilience, if possible by demographic groups and neighbourhood and using an unbiased representative sample.*
- *Frame findings within an historical, political and socio-economic analysis of the local context.*

The interim working group should first organise a roundtable discussion to map out key stakeholders in local communities. The interim working group can use different methodologies to understand the different needs of the community. For example: presentations from key institutions, focus groups, key informant interviews, household surveys, free digital platforms for stakeholder surveys, problem tree analysis, literature reviews of existing programming and evaluations, and strengths, weaknesses, opportunities and threats (SWOT) analysis matrices.¹¹



Use local academics and consultants when conducting the situation analysis. Outside technical assistance should only be employed to fill specific technical/expertise gaps and train up local stakeholders to make the process more locally sustainable going forward. First- and second-generation Kenyan CAPs heavily emphasised local expertise, which fostered local understanding and ownership. Third-generation CAPs, or RCAPs, relied on national-level experts who led on multiple RCAPs, which in some cases led to 'template'-style documents that did not fully represent the depth of local issues and responses.

Step 2: Develop a Theory of Change (ToC)

It is critical that the LAP is underpinned by a ToC which consists of a clear goal with achievable short- and intermediate-term outcomes. A robust M&E framework is required in order to measure success and ensure that LAP activities are working towards the goal and outcomes. Chapter Five of this toolkit covers M&E in greater detail; a template for developing a ToC can be found in [Annexe F](#), and an indicator-tracking table template can be found in [Annexe G](#).

A good strategy needs to be evidence-based. However, lack of adequate planning time or proper budgeting and insufficient technical knowledge often means that M&E is treated as a burden and neglected until the closing phase of project delivery. Sometimes M&E is ignored entirely. In other cases, it can be treated as a box-ticking exercise, and it is often allocated to M&E specialists and consultants.

To ensure measurable impact for beneficiaries and underpin the LAP with a strong evidence base, it is important that M&E is not treated as optional but is embedded into projects from the start. Incorporating M&E into the design process for your LAP has a number of benefits:

- *It allows you to measure success against goals and objectives and determine if your intervention is working as intended, or what changes might be needed.*
- *It helps you to understand the impact your LAP is having on its beneficiaries and the wider societies they live in, and whether your LAP is causing any unpredicted outcomes.*
- *It generates lessons learned, allowing you to make corrections to your LAP to mitigate challenges.*
- *It increases your ability to learn from activities and ensures greater impact can be achieved with each new iteration.*
- *It advertises a clear and robust purpose and value for your LAP, which will help you to secure funding, find partners and increase your access to communities.*

Creating a ToC is the most important step when designing your LAP M&E plan. Developing an effective ToC will give you something to aim for and help you to define what success looks like for your LAP. Without a clear ToC, it can be difficult to understand what your LAP has achieved and whether it has made a measurable difference to beneficiaries.

The LAP needs to be in sync with national and local policies and strategies and ensure that it follows existing M&E methods tools, if any already apply. Additionally, to ensure sustainability and support from the national-level institutions, the interim working group should seek to link activities to existing budgets and development plans. The LAP does not need to be a standalone document and should be mainstreamed into existing funding sources where possible.

Case study: Kiunga Youth Bunge Initiative (KYBI) and Kikozi Programme Group's efforts to effectively conduct M&E with illiterate audiences

In an effort to create platforms for young people to engage with the Lamu CAP, KYBI and Kikozi, two Community-Based Organisations (CBOs) from Lamu County, Kenya, established ward-level youth working groups on P/CVE. During their first town hall meeting with young people, they encountered difficulties with evaluating the success of the event, as the young people had difficulties completing the pre- and post-event surveys. Many of the young people were illiterate, and most had difficulties understanding the questions, which were phrased using technical M&E language. KYBI and Kikozi decided that, moving forward, they would take an unconventional approach to pre- and post-event surveys. The project team began to rephrase the survey questions so that they were easy to understand and also had group conversations with participants in order to qualitatively measure the success of events.

Step 3: Carry out community consultations

As the local community is the ultimate beneficiary of the LAP, the interim working group should organise community consultations to ensure public input and ownership. This is key to implementing a holistic 'whole-of-city' approach. These consultations should be a mix of large development conferences and smaller roundtables. Key things to consider:

- *Having learning sessions on P/CVE and VE manifestations so that the community understands the issues and the importance and value of having an LAP.*
- *Having key community stakeholders define the city they want and articulate the vision of the future.*
- *Validating the situation analysis to deepen understanding.*
- *Validating the ToC.*
- *Gathering ideas on locally led solutions and existing grassroots responses to P/CVE-relevant issues.*

Special attention should be given to ensuring stakeholders from hard-to-reach sectors of the community are included. 'Hard-to-reach' can be determined both in terms of geography, i.e. isolated or remote from the interior, or in terms of minorities and marginalised groups, i.e. those traditionally excluded from public participation processes who are difficult to engage or who are naturally suspicious of the government. Smaller roundtables held in community spaces accessed by hard-to-reach groups help to reach these individuals.



The selection of stakeholders should be completed by the interim working group as a whole and not the chair or a single stakeholder. Certain Kenyan counties, when developing their CAPs, had the county commissioner lead on the selection of stakeholders to consult, particularly when developing RCAPs. This caused tension in the community, as the commissioner was seen to be playing favourites and not listening directly to members of the community which the document was intended to serve.

Case study: Pastoralist Women for Livelihood and Social Support (PWLS) and engaging 'hard-to-reach' communities

A CBO in Isiolo, PWLS, noticed that pastoralist women were being left out of CVE awareness campaigns or efforts to engage the community in CVE matters. Pastoralist women in Isiolo are highly affected by violent extremism and many have family members accused of supporting al-Shabaab or who have left Isiolo to join the group. PWLS organised a series of roundtables with women to address this gap in engagement. In order to engage this 'hard-to-reach' audience, they organised the roundtables in venues which were frequented by the women. They used local terms to explain CVE efforts, secured the involvement of a local chief, and employed facilitators with whom the women would feel comfortable speaking.

Step 4: Establish co-ordination structures – local prevention network (LPN)

There are different systems and frameworks on which to base successful co-ordination and implementation. Generally, co-ordination structures should respond proportionately to the scale of the threat, balancing existing resources with needs and ensuring institutional congruence with existing platforms. There needs to be a very clear Terms of Reference (ToR) or Standard Operating Procedures (SOPs) document for all co-ordination structures which outlines the roles and responsibilities of individual positions and institutions. These documents should also include clear oversight and accountability mechanisms. Details such as a code of conduct, information-sharing protocols, frequency of meetings and reporting mechanisms should also be included and agreed upon. A graphic of the Kenyan co-ordination structure, CEFs, can be found on page 12.

Regardless of size and complexity, the co-ordination structures should include a multisectoral committee composed of the following. The SCN uses the term LPN to describe this committee.

- *Chair or co-chairs of the committee.*
- *Seconded or delegated representative from the local government.*
- *Delegated representative from the national government.*
- *Wide array of relevant stakeholders, as suggested for the interim working group in Section 3.1. The specific individuals, institutions and organisations may change or be expanded in number.*



CEFs in several Kenyan counties have encountered difficulties in moving forward with CAP implementation because the government representatives appointed to sit on the forum were in some cases unavailable for meetings or were not attending such meetings regularly and thus unable to action critical points. Frequent transfers and or redeployment of government officers did not help either. It is absolutely critical that the government representatives selected to sit on the LPN strike the right balance between being senior enough to make decisions and having adequate time to devote to their roles and responsibilities as outlined in the ToR. While a junior officer might have more time, their inability to influence senior decision-makers or make decisions on their own impedes the ability of the committee to implement the LAP.



Senior officers have more authority to approve decisions and activities; however, they can be frequently unavailable for committee duties, as they manage multiple portfolios.

Do I need a local prevention co-ordinator?

If resources are available and the VE threat is high, the local government should appoint a full time P/CVE co-ordinator. If resources are not available, senior management should link LPN duties to the delegated representatives' job descriptions to ensure they dedicate necessary attention to the LPN and LAP implementation.

If your LPN contains more than 20 members, you should consider creating a smaller secretariat to aid with co-ordination. The secretariat should be comprised of the chair or co-chairs, delegated local and national government representatives and a select number of key members drawn from the wide array of stakeholders. An LPN of approximately a dozen permanent members has proven the most effective size and composition in a number of the locations piloted in partnership with the SCN.

For cities with large populations or high threat levels, you may wish to organise the LPN into sub-committees to aid co-ordination and implementation of the LAP. Sub-committees can be based upon geographic lines such as sub-regions of the city, or otherwise by thematic focus area.



Many Kenyan counties have seen implementation enhanced by the creation of pillar heads. In Kenya, CAP activities are organised by thematic pillars such as: education, ideological or economic interventions. Pillar heads are responsible for co-ordinating activities and tracking progress on their specific priority area. This enhances not only the co-ordination of activities but also the capacity of stakeholders to evaluate CAP progress.

Case study: The establishment of LPNs in Jordan and Lebanon

Initially inspired by the Danish 'Schools-Social Work-Police (SSP)' model, six municipalities across Jordan and Lebanon formally launched the first SCN pilot LPNs in 2017, adapting mechanisms designed for multiagency case management to multi-stakeholder secondary-level prevention. Convened at the outset by mayors, the LPNs recruited a membership from across local religious, education, youth, development, health and welfare sectors. Exact roles and backgrounds varied from one municipality to the next, and all LPNs needed to reflect the different social, ethnic and religious and gender makeups of their municipalities. LPN members then elected a 'focal point' to lead co-ordination with the municipality, represent the LPN with other institutions, convene meetings and approve strategy and action planning documents. LPN focal points continue to be critical to the efficacy of the mechanism, and promoting their leadership and skillsets has helped expand the credibility and ownership of the institution and roll out train-the-trainer programmes through which focal points and other LPN members train their sector peers across the municipality.

Case study: The establishment of LPNs in Jordan and Lebanon

LPNs in Jordan and Lebanon have inspired replication worldwide, both through SCN programming and through inspiring other member cities to implement similar initiatives. They now represent the primary mechanism for informing and delivering locally on the national P/CVE strategies of both countries and are currently building a unique peer-learning mechanism with local 'Safety Houses' mechanisms in municipalities across the Netherlands.

Step 5: Validate and legislate

Your LAP should strike a balance between being comprehensive and being sufficiently concise so that it is accessible to the communities it is intended to serve. A skeleton LAP can be found in [Annexe D](#). Once the LAP has been drafted, it will need to be validated by relevant stakeholders. This can take place virtually by reviewing and consolidating comments, through a workshop, or through a series of roundtables – or through a combination of the three. Stakeholders engaged should include:

- *Local government executive and/or elected officials.*
- *National government representatives such as devolution officers or security officers which operate in the city or region.*
- *Interim working group.*
- *Select members of the community drawn from those who participated in the consultations.*

In order to make the LAP legitimate, implementable and sustainable, it is of utmost importance to ground the document in local legislation or policy frameworks. Elected officials acting in the interests of their constituents add a critical legitimacy to the document by ensuring the LAP draws a mandate from existing institutional and legislative mechanisms. This is vital to building local ownership and long-term sustainability.



Several counties in Kenya are currently in the process of passing 'peace and cohesion bills' in their county assemblies. These bills cover a range of things but also include reference to the CAPs or P/CVE initiatives. Through this bill, stakeholders have been able to engage elected officials around the importance of locally led P/CVE initiatives and to reframe P/CVE issues so that the elected officials are interested and see their bearing on the wellbeing of their constituents. These bills will also facilitate greater attention to CAPs from the county executive and potentially open the door for county funding for CAPs.

Depending on your system of governance and relevant institutional and legislative structures, the precise means through which to embed the LAP will vary. The LAP legislation does not need to be a standalone piece of legislation. For instance, it might be included as an amendment, additional clause or secondary instrument under other relevant policies that address urban violence, cohesion or peace and security. Some examples include:

- *Executive order or decree from the mayor or governor.*
- *Law or bill passed by a locally elected assembly.*
- *Policy supported by head of local department i.e. minister, secretary or chief officer.*
- *Sign-off from national government representative, such as minister of devolution or security services.*
- *Memorandum between government departments.*
- *Statement of approval from mayor, governor or other elected official.*
- *Any other acts issued under primary or secondary legislation.*



Some counties in Kenya, such as Mombasa and Mandera, have created a P/CVE directorate by executive order of the governor. This has ensured that P/CVE matters and the CAP are a government priority and that there is a chief officer responsible for P/CVE. As noted above, if resources allow and the threat is high, appointing a lead prevention co-ordinator can be beneficial to the implementation of an LAP.

Case study: Midrift Hurinet and the development of the Nakuru County Violence Prevention Policy

During implementation of Intersectoral Urban Violence Prevention (IUVP) Programme by Midrift Hurinet, it was realised that there were deep underlying issues that might never be addressed in the life of the project and which required a multisectoral approach and a policy framework. Emerging issues were interlinked, and this required a broader approach to violence prevention. Stakeholders were mobilised during ward dialogue forums to identify issues that a violence prevention policy should address. The issues were further subjected to the municipality dialogue forums for validation with stakeholders drawn from the police, civil society and youth leaders. During subsequent policy validation workshops, PCVE was identified as an emerging issue that should be incorporated into the policy. The Nakuru County Violence Prevention policy informed the CAP design and is continually informing engagements in CAP implementation. Particularly, it is informing CAP resourcing, whereby a Peace Bill before the county assembly of Nakuru seeks to institutionalise violence prevention in the County Government of Nakuru.

Chapter Four

Implementing an LAP

Drafting an LAP and setting up co-ordination and implementation structures may be considered easy in comparison to actual implementation. Governments can be great at drafting documents, but implementation is often complex and problematic.

The next chapter guides you through the process of launching the LAP, communicating the contents with stakeholders, creating a yearly work plan and generating the necessary policy support. We will also look at four potential funding streams for your LAP – existing resources, government budgets, donor funding and private sector partnerships. Remember that all LAPs should be achievable within existing resource constraints and address need proportionately. The last part of this chapter looks at the importance of assessing the impact of the LAP every year, creating new yearly work plans, reviewing co-ordination structures and updating the local risk assessment and LAP as required.

After reading this chapter, check that you understand:

- ① How to launch your LAP and communicate its contents to the community.
- ② How to develop feasible and measurable yearly work plans.
- ③ The four different funding streams for your LAP.
- ④ How to assess the impact of the LAP.

4.1 Launching and communicating an LAP

Hold a launch event

It is absolutely critical to the success of the LAP to publicise it within the community. Awareness of local prevention mechanisms and institutional responses has been shown to be a significant component of local community resilience measures.¹² Typically, the same body that enacted the LAP into legislation will also host a launch event. It is important to have representatives from all the stakeholders engaged throughout the process, as well as the media, local elected officials and the wider community at the launch event. This is the first opportunity to present the finalised LAP to the community, so it is important to show that the process has been inclusive in line with a 'whole-of-city' approach. Be prepared to answer questions and clarifications. P/CVE is a sensitive topic, so it is important to demonstrate that the policy is promoting social cohesion and not stigmatising or looking only at a subset of the community.

Communicate the LAP

Even if your city is small, it cannot be assumed that a launch event alone is sufficient to sensitise the LAP with the entire community and intended beneficiaries. The working group will need to undertake a series of ongoing communication activities to ensure the public and the different stakeholders are aware of the LAP and of its impact and progress. Outreach should include the following points:

- *The rationale for having an LAP and its goals.*
- *The content of the LAP and the implementation process.*
- *Accountability measures, including the roles of the different stakeholders.*
- *Training and sensitisation on P/CVE.*
- *Updates on progress and any changes to the LAP.*



Keep in mind the demographics in your city when drafting a communications plan. For example, the Government of Somalia used comic-style publications to educate the public on their national action plan to ensure individuals who are illiterate were able to access the content of the strategy.

Communications campaigns also help increase trust amongst service providers, civil society, government and the community. Trust-building is an ongoing activity; regular and inclusive communications need to continue at all stages of implementation. Some obstacles to the mobilisation of partners are inevitable. These might include institutional deadlocks or the reluctance of partners to engage or share information. It is important to note that many stakeholders mobilised under the LAP will already have existing work programmes and responsibilities, so the working group should reinforce the intention of the LAP to complement, build on and strengthen their expertise and existing activities.¹³



The situation analysis and CAP drafting processes for second-generation CAPs in Kenya was very inclusive and comprehensive. A wide range of stakeholders and community members were engaged. At first, the documents were very securitised, but they soon incorporated non-security approaches following consultations with civil society and the community during the drafting phase. Unfortunately, as is the case in Isiolo County, there was little to no follow up with those same individuals after the CAP was launched, which has led to some of them feeling alienated. Ensure to continuously engage stakeholders throughout implementation.

4.2 Operationalising an LAP

Create a yearly work plan

The LAP will outline the ToC, which explains the LAP's goal and intermediate and immediate outcomes and how it will achieve its stated aims. Each year, the LPN responsible for implementing the LAP should draft a work plan which sets out the outputs and activities for how it will work towards the goal and outcomes. The ToC drafting step is found in Section 3.2. See Chapter Five for a detailed explanation of how to develop outputs, activities and indicators. A template for a yearly work plan is found in [Annexe E](#).

Each activity undertaken should have its own set of SMART (specific, measurable, achievable, relevant and time-restricted) goals which can be reviewed at the end of the year. Tips for a successful yearly work plan:

- *All activities should be implementable within existing resources.*
- *All activities should be feasible within any financial, technical, bureaucratic or other constraints.*
- *All activities' impacts should be measurable and work towards the outcomes.*
- *Each activity should be assigned to an institution or organisation, and they should agree to be held accountable for its implementation.*
- *It is important to achieve everything listed in the work plan so that stakeholders do not lose faith in the LAP. It is better to list a few activities which can be completed to high degree of quality, rather than multiple activities for which there are not enough financial or human resources.*
- *The yearly work plan should be drafted at the same time that discussions concerning financial resources and budgets are happening at local and national levels in order to integrate activities into government plans and budget cycles.*
- *The work plan should note any additional technical support required or knowledge gaps to be filled.*

Identify additional policies to support the LAP

During the drafting phase, the working group will have outlined existing legislation and gaps. In addition to grounding the LAP in local legislation, there may be additional policies that need to be enacted to operationalise the different activities within the LAP. Some of these policies will be found at the national level, which highlights the importance of involving national representatives at every stage of the drafting. LAP implementation can begin even if all these policies are not in place. However, the LPN should continue to advocate for policy change on the outstanding areas. In some cases, a policy or legislation may already exist, but may be being unevenly implemented; the LPN should advocate for its implementation.

Some examples include:

- *Education institutions regulation.*
- *Community policing or community-orientated policing.*
- *Inclusive socio-economic policies, including employment, healthcare, education.*
- *Devolution or decentralisation policies.*
- *Access to justice, including alternative dispute mechanisms.*
- *NGO registration or regulation.*
- *Anti-corruption policies.*
- *Peace or cohesion policies.*

Case study: Collaborative Women in Development (CWID) and the development of the gender-sensitive Early Warning and Early Response (EWER) framework for Mombasa County

A CBO in Mombasa, CWID, noted that there was no framework within Mombasa County to respond to early signs of radicalisation. Furthermore, while warning signs were well-known among P/CVE practitioners, the community had limited understanding. CWID, in partnership with Mombasa County Government, the County Commissioner’s Office and technical experts, started the process of drafting a gender-sensitive EWER framework. The EWER framework is domiciled in the Mombasa CAP but acts as a supporting policy to aid CAP implementation.

4.3 Funding an LAP

It is important to recognise during the drafting phase that resources are scarce and that LAP actions should be mainstreamed into existing financial resources as much as possible. This not only strengthens funding mechanisms for the LAP but also helps mainstream it within existing funded policy priorities. The funding options can be divided into four different streams: maximising existing resources, networks and structures; utilising local and national funds; generating private sector support; and accessing donor or CSO funding.

Case study: Youth Bila Noma (YBN) and using devolved funds and engaging the private sector

Youth unemployment, substance abuse and criminal gang recruitment are all issues facing Nakuru County’s urban youth population. While these issues are not inherently linked to violent extremism, they create conditions whereby young people are more susceptible to anti-government or anti-society narratives. YBN, a youth-led CBO, is working with young people in Nakuru to raise awareness on these issues and provide peer mentoring and job skills to vulnerable youth. YBN has helped a number of youth groups formally register and has assisted them with their applications for government youth fund grants and loans. YBN has also linked vulnerable young people to local businesses for internships and to various government offices for employment assistance. YBN also facilitated a contract between the local police station and one of the youth groups to paint murals at the station.

Maximise existing resources, networks, structures

Even on the smallest budgets, local governments and civil society still have immense resources in terms of infrastructure, connections and networks. In-kind support is arguably the easiest to gather and may be the most practical and sustainable support mechanism. State and non-state stakeholders can support LAP implementation indirectly through in-kind support or granting by picking an activity within the LAP and funding it directly. Reports and lessons learned can then be shared with other stakeholders, including the communities and national and county governments, through the LPN. Some examples include:

- *Hosting events in spaces provided in kind by state or non-state actors, such as government halls, community centres, CSO offices, youth centres, and education or faith buildings.*
- *Providing catering.*
- *Printing facilities.*
- *Providing media support, including social media.*
- *Using free virtual platforms such as Zoom, Survey Monkey, Skype, WhatsApp.*
- *Using existing networks, such as community policing, interfaith, women's groups, and youth groups.*
- *Providing transport and logistical support, i.e. buses, garbage trucks, sound equipment.*
- *Harnessing youth volunteer programmes.*
- *Waiving of government stipends for participation in events or activities.*

Access national and county budgets and funds

With political goodwill, both local and national governments can factor LAP priorities into their existing sectoral plans, such as development or devolution plans. In addition to including LAP priorities in major other plans, local governments should ensure that they are planned and budgeted for in the annual budgets. There are often other national devolved funds as well. The LPN should look at existing legislation that governs intergovernmental relations, including funding and budgeting. For example:

- *Local governments can plan, budget and implement P/CVE related activities, so long as these are included in their development plans and approved by locally elected assemblies during budgeting processes.*
- *Local governments can lobby relevant national government departments during budget allocation period for funds to go towards LAP activities. Typically, this would involve engaging the devolution or decentralisation ministry; however, it could also include traditional security services.*
- *Local governments and implementing partners can access devolved funding sources or grant schemes for LAP activities which overlap with the grant objectives. For example, a CSO could work with youth groups targeting vulnerable populations to increase their capacity to obtain micro grants for economic enterprises or skills development.*

- Local governments can access existing schemes that are funded – such as Technical and Vocational Education and Training (TVET) programmes – to target vulnerable populations or update the training to be more accessible or applicable. For example, if there is a big tourism sector locally, you may wish to include hospitality or foreign language skills, instead of more traditional skills such as fishing, in a TVET centre.
- Local governments can also look at other funding schemes that will help improve the community while indirectly contributing to the LAP aims and objectives. For example, many governments have programmes to renovate police stations, create youth centres or improve arts and cultural spaces.



In Kenyan counties bordering Somalia, county governments have supported National Police Reservists (NPRs) with logistical (transport) support and provision of stipends. The NPR is an auxiliary arm of the Kenya Police Service that is composed of locally recruited personnel. The NPR has contributed greatly to violence prevention in certain Frontier countries and filled in key security personal gaps.

Form partnerships with the private sector

It is possible to form partnerships with the private sector to mobilise and fundraise for LAP activities. This requires strong stakeholder management skills on behalf of the local government or CSO implementing partners to sell the opportunity as mutually beneficial. Opportunities for P/CVE can be harnessed, especially where VE has been seen to damage local businesses. There is a caveat or risk that needs to be considered when exploring this option of funding CAPs: businesses may be targeted by extremists for supporting P/CVE efforts. Through engagement with businesses, extremists may also infiltrate P/CVE efforts and try to undermine and discredit them. Nevertheless, this is untapped potential for local funding of P/CVE in Kenya and elsewhere. While there may be limited examples of partnerships between the public and private sectors on CVE-specific activities, local governments can look to resources from other violence prevention sectors.¹⁴



In Kwale County in Kenya, Base Titanium (a mining company operating in the area) has been supporting youth activities, including but not limited to micro-enterprise and internship opportunities for young people. Beyond this example, several other businesses in North Eastern Kenya have previously supported peacebuilding processes such as inter-community dialogues and negotiations, especially in North Eastern Kenya. This included, but was not limited to, donations of food and supplies during such peace processes.

Access donor money through proposal writing and fundraising

To date, some of the largest funding sources for LAPs and P/CVE activities come from donor funding. However, while this can be used to launch an LAP, it may be unsustainable in the long term, and often donors will stipulate which activities are implemented irrespective of community priorities. Embassies and international organisations will often post calls for proposals on their websites, and local governments and civil society can also reach out directly for support. It can be useful to approach governments towards the end of their financial year when they will be looking to allocate any surplus budget. Donors will typically have priority areas which you should familiarise yourself with in advance of pitching your ideas.

4.4 Reviewing and refreshing an LAP

Even if your city does not have a fully-fledged LAP, it is important to review all documentation and structures every year to ensure lessons learned are being incorporated and that the LAP is flexible and able to respond to any changes in context.

Assess impact and create a new work plan

Every year, the LPN should host a conference to review LAP implementation thus far and validate the next year's work plan. The yearly evaluation can be done by a sub-working group or individual in advance of the conference. Likewise, the work plan can also be drafted in advance by a sub-working group or by having each thematic sub-working group submit their ideas in advance. It is important to understand the broader impact of the LAP thus far. The LPN should also look at the direct and indirect impacts of the LAP and try to understand if everything went as planned and how the LAP responded to challenges.

Review co-ordination structures

Every year, the leadership of the LPN should review its membership to add or remove institutions and organisations or update their associated points of contact. Any changes should be completed in a transparent and consultative manner in co-ordination with the larger membership. The LPN should continue to ensure that women, youth and minorities are represented in positions of influence in a way that goes beyond tokenistic membership. Some examples of why membership could change are:

- *Retirement or staff turnover.*
- *Shifts in priority issues or pillars require new technical stakeholders to be added.*
- *Individual organisations make a strategic choice to no longer work on P/CVE-relevant topics.*
- *New organisations are created (through legal, policy or administrative processes), or an existing organisation takes on P/CVE-relevant work.*
- *Changes in geographic coverage of the LAP, i.e. a new hotspot or change in political constituency.*
- *Challenges in working with a certain organisation or individual*.*

*If issues arise and an organisation or individual is asked to leave the LPN, this must follow a transparent process. This should be in accordance with the code of conduct or ToR agreed upon during the drafting phase as well as the division of roles and responsibilities within the LPN.

Refresh risk assessment (yearly) and LAP (as required)

If your local risk assessment found a low level of risk from VE and your city decided not to draft an LAP, the working group should simply reconvene to update the local risk assessment. If the risk remains low, then no further action is required; however, if the risk has increased, the working group can decide to begin the process of drafting an LAP.

Every city with an LAP should review and refresh it to incorporate lessons learned, changes in context and any changes in co-ordination structures or implementation plans. **The extent of this exercise and resources required will largely depend on your individual LAP.** For example, it might be sufficient to hold a yearly review conference and not make any substantial changes. However, particularly if it has been several years since the document was drafted, the LAP might need a more substantive review process which leads to significant changes or a new document entirely.

Tools which you can use include:

- *Focus group discussions.*
- *Key informant interviews.*
- *Desk review of new research, news stories and/or project documents.*
- *Targeted online and offline community surveys.*
- *Community forums.*
- *An annual conference with working groups and co-ordination and implementation bodies.*

The review should aim to assess what has been implemented and what, if anything, has changed in the context you are working in. The review can also evaluate how to improve implementation. If you are undertaking a large assessment with the aim of making major changes in your updated document, you can look at factors such as those listed below. The assessment should be action-orientated, with recommendations to include in the updated document on the following example areas:

- *Awareness and relevance of the LAP.*
- *Level of interaction with the LAP from stakeholders.*
- *Stakeholder collaboration and co-ordination.*
- *M&E frameworks.*
- *Status of activity implementation.*
- *Capacity gaps (technical).*
- *Resourcing gaps and co-ordination (financial).*

Chapter Five

Monitoring and Evaluating an LAP

Monitoring and Evaluating the implementation of the LAP is an integral part of the LAP cycle as a whole. This enables the stakeholders to monitor the progress of implementation, flag out any gaps that needs to be addressed and generate lessons to guide future reviews of the LAP or implementation in general.

After reading this chapter, check that you understand:

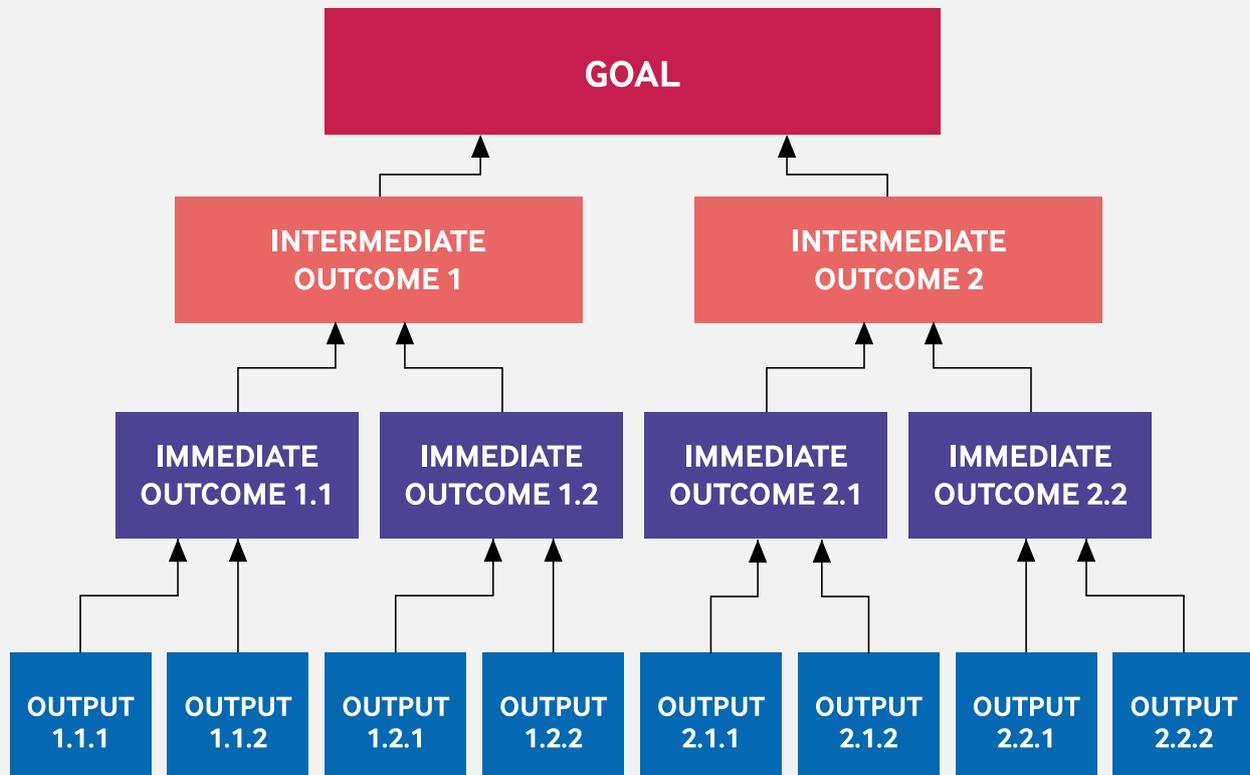
- ① The importance of monitoring and evaluation (M&E) in the implementation of LAP.
- ② The process for undertaking M&E.
- ③ How to establish clear roles and responsibilities for undertaking LAP M&E

5.1 Creating a ToC

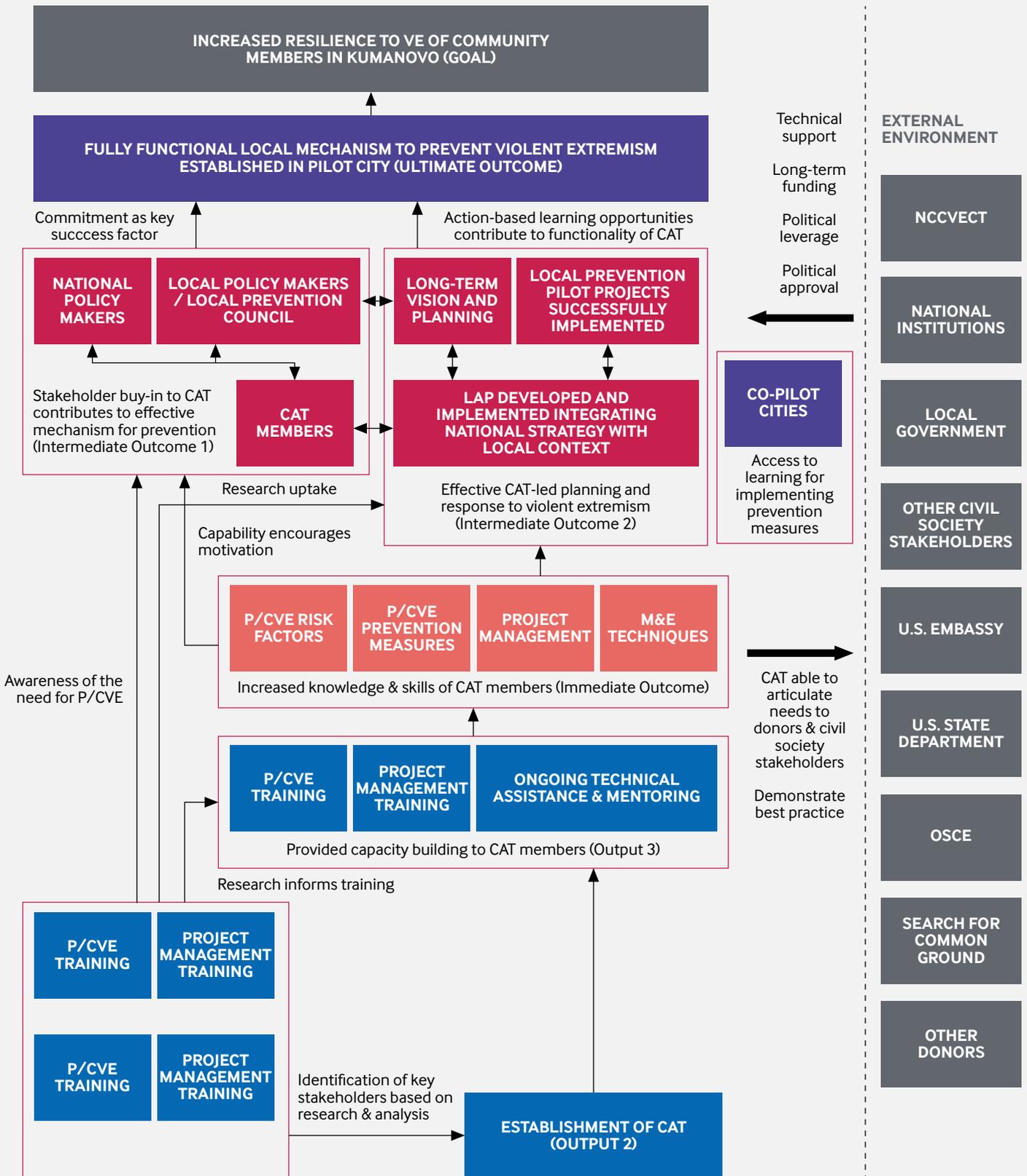
The ToC explains the connections between planned activities and desired outcomes. This can be displayed as a process of change in a flow chart, which is sometimes called a logic model. The ToC that the SCN recommends using contains six levels. The top three levels outline the changes you expect to occur, and the bottom three reflect the actions through which you plan to produce these changes. ToCs are arranged in this order to encourage you to work backwards, beginning with your ultimate goal. This ensures a consistent focus on the changes you want to occur rather than the things that your LAP does.

GOAL	The ultimate long-term aim of a project and the highest-level change that it intends to contribute towards, but may not achieve alone.
ITERMEDIATE OUTCOMES	The medium-term results of a project that are expected to be obtained by the end of the implementation period. They usually include changes in behaviour, practice and performance.
IMMEDIATE OUTCOMES	The short-term effects of a project on its beneficiaries. These consist of changes in capacity such as increases in knowledge, skills, awareness, attitudes or access.
OUTPUTS	The direct product or services delivered at the project level by the execution of activities. Outputs lead to outcomes, but are not themselves the changes expected to occur.
ACTIVITIES	What a project actually does. These are the actions taken or work performed through which inputs are turned into project outputs.
INPUTS	The human, financial, organisational and community resources required to implement a project.

ToCs are often structured in the form of a pyramid. This shape helps to illustrate the cause-and-effect logic that underpins this type of framework. In order to move up the logic model towards the goal, a group of lower level components must first be completed or achieved. While an LAP should only have one ultimate goal, the number of component pieces at each lower level will usually increase exponentially.



A ToC could be in a very simple form like those above, or it could be as complicated as the diagram below. It is important to remember that in complex environments, the connections between each level of a ToC operate dynamically and are often based on a range of assumptions. This is because change rarely occurs in such a simple linear fashion. Such a model can be seen from the example below, which represents an SCN project that included the creation of an LAP and LPN/CAT in Kumanovo, North Macedonia.



Your ToC should be accompanied by a narrative which explains the connections or arrows between each component of the logic model. It should draw on the information gathered during the situation analysis and should begin by briefly explaining the context of the LAP and its beneficiaries. The narrative ToC should then explore the assumptions that underpin each link or arrow in your logic model, where possible providing evidence to support the claim that one component will lead to another.

A ToC hypothesis is a helpful tool for formulating each assumption and links an existing condition with the change you wish to effect. This tool is normally written using the statement: 'If _____, then _____'

Stating your goal

Goals are broad statements that encapsulate the ‘why’ of your project. They outline the ultimate change in conditions or wellbeing that you want your beneficiaries to experience. A good goal will often represent an ambitious, long-term aim that cannot be fully realised in the timeframe of your LAP. For this reason, it is likely that a number of factors will contribute to the success or failure of your ultimate goal, many of which may be outside of your control. Nevertheless, whatever goal you select, you must ensure that it is something that your project can realistically contribute to. However, unlike outputs and outcomes, it does not have to be measurable.

Example goal: Increased resilience to VE of community members in Kumanovo

Developing intermediate outcomes

Intermediate outcomes contribute to the goal of an LAP and are the highest-level results that can be directly achieved by the activities you conduct. They should capture the change you seek to effect, rather than describing the activities performed. Make sure that your objectives adhere to the SMART acronym, or at least incorporate many of its principles.

S	pecific	Is the desired change clearly defined?
M	asurable	Can the change be quantified and measured?
A	ppropriate	Is the objective relevant to the goal you are trying to achieve, and will it contribute to its realisation?
R	ealistic	Can the objective actually be achieved with the resources available for your project?
T	imely	Can the objective be achieved in the time period available for the project?

Below are some objectives from an SCN private/public collaboration project in London, UK. It is recommended that you formulate no more than two to five intermediate outcomes for your ultimate goal.

Objective 1: *Increased motivation of private companies to develop sustainable partnerships with CSOs in the P/CVE sector.*

Objective 2: *Increased access of CSO actors working in the P/CVE sector to resources directly offered by the private sector, including technical assistance and tools.*

Writing outcome statements

Formulating effective, measurable outcomes from the beginning is crucial if you hope to evaluate your efforts in the long run. To make sure that you create outcome statements which clearly encapsulate the change you want to occur, you need to include details on what will change, the direction of that change, who will experience it and where it will take place. One way to write outcomes can be found in the table below. These statements should be written in the past tense, on the basis that they are intended to reflect changes at the end of a project. You should include only one change per outcome.¹⁵

Direction	What	Who	Where
Improved	awareness of reporting services for hate crimes	among minorities	in selected communities in city X
Increased	trust in the LAP and VE prevention stakeholders	among target community	in region Y
Reduced	vulnerability to extremist narratives	among at-risk youth	in ward Z
Increased	support for VE prevention agenda	among county officials	in district Y
Increased	knowledge and skills in VE prevention	of LAP working group members	in county X

Writing output statements

Output statements detail the services or products that your project or LAP provides for its beneficiaries. These statements should include information on what product or service was delivered, in what subject and to whom.¹⁶ One way to write outputs can be found in the table below.

What	Verb	Subject	Who
Training	provided	on financial literacy and accessing government funding schemes	for out-of-school youth in county Y
Best practice guide	distributed	on teaching digital citizenship skills	to youth workers in city Z
Technical assistance	provided	on working with local community groups to organise youth events	to local government staff in county X
Networking opportunities	organised	connecting local government and civil society	for CSOs in city X of county Y

5.2 Developing indicators

Indicators are measurable variables that are expected to change from one value at the beginning of a project to another at its end. They can be quantitative or qualitative and should provide simple and reliable measures for assessing whether the components in your ToC have been achieved.

To formulate an indicator capable of measuring results, you should include: a unit of measurement, such as a number or percentage; who is being measured; and what it is that will be measured.

Quantitative indicators

Quantitative are traditionally objective and measure quantities or amounts of something. The unit of measure in these indicators is typically a pure number, percentage or ratio.¹⁷

Unit of Measure	Unit of Analysis	Context
#	of municipal officials	completing all four sessions of a local action planning workshop
%	of young people trained	who report changes in the distribution of news sources they consume online after participating in a school workshop
%	of teachers	who receive a passing grade in an exam on having difficult conversations in the classroom with vulnerable youth
Ratio	of women to men	in decision-making positions in the local government

Writing output statements

Qualitative indicators are subjective and typically capture data on experiences, attitudes and performance. Methods like scales, content analysis or systematic observation can help quantify your data.¹⁸

Unit of Measure	Unit of Analysis	Context
%	of comments made by users	with the counter-narrative training provided during the workshop
Average level of satisfaction (on a -7point Likert-type scale)	of CSO workers	who report increased confidence in having difficult conversations in the classroom with vulnerable youth
%	of teachers	who receive a passing grade in an exam on having difficult conversations in the classroom with vulnerable youth
Quality	of the LAP	developed by members of the LPN
		<p>Quality of LAP measured through:</p> <ol style="list-style-type: none"> (1) Reflection of best practice (2) Alignment with identified local needs, risk factors and national strategy (3) Inclusiveness of groups in the local community (4) Feasibility of the action plan (5) Indication of long-term vision and planning

Baselines and targets

Collecting baseline data provides you with a reference point against progress towards your outputs, outcomes and goals. Your baseline data should be recorded using the same unit of measurement specified in the indicator and, where relevant, disaggregated by sex, ethnicity, etc.

Targets specify a particular value that you would like to see for one of your indicators by the end of the project. Targets should be ambitious, but achievable, and are best set after baselines have been collected. Some of the previous examples of indicators are listed with their associated baselines and targets in the table below.

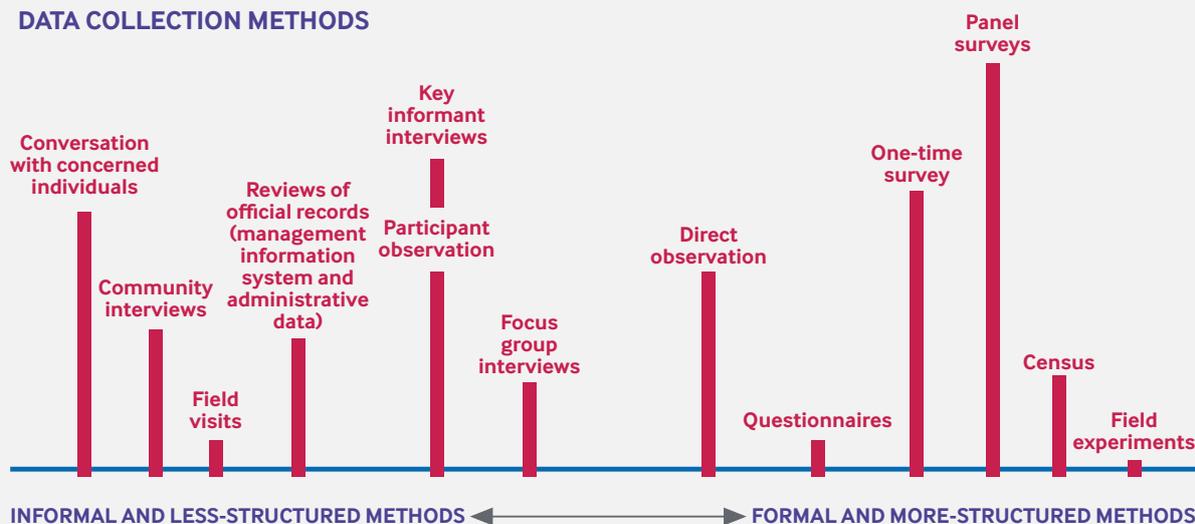
Indicator	Baseline	Target	Endline
Average level of satisfaction (on a 7-point Likert-type scale) of CSO workers with the counter-narrative training provided during the workshop	NA	5.0	5.9
% of teachers who receive a passing grade in an exam on having difficult conversations in the classroom with vulnerable youth	51%	70%	78%
# of municipal officials completing all four sessions of a local action planning workshop	0	120	117
Ratio of women to men in decision-making positions in the local government	1:4	1:2	1:2

5.3 Collecting data to measure success

Collecting reliable data is at the heart of any good M&E plan, and there is a wide variety of tools that can be used to gather the information your project needs. The sensitive nature of P/CVE programming also poses additional challenges for data collection. In some cases, respondents may be unwilling to share their personal information or views with project teams. In others, finding and accessing target audiences may be incredibly difficult.

It is important to think about the types of data you can reasonably expect to collect when designing your indicators. The diagram below illustrates the various methods of data collection that can be employed. Which ones you select should be decided based on your M&E capacity, the type of information you are trying to gather, how much access you have to your beneficiaries, and any time constraints you may face.¹⁹

DATA COLLECTION METHODS



Source: Adapted from Marchant 2000.

Surveys

Surveys are the most common M&E tool. They can be used to gather both quantitative and qualitative data. Surveys typically ask respondents to report back on their demographics, attitudes, confidence, knowledge-confidence and behaviours.²⁰ They are particularly useful when a project calls for you to collect readily comparable information from large groups of people that can be disaggregated down to an individual level, such as participants at a workshop. Surveys can be handed out in paper format or sent to respondents digitally using online surveying platforms like SurveyMonkey. Some of the most frequently used question types in surveying are explained below.

- **Open-ended questions:** Open-ended questions allow individuals to answer in any way they like using an open text format.
- **Dichotomous questions:** These are closed questions that provide respondents with a binary choice between two possible answers, typically 'Yes/No' or 'True/False'.
- **Multiple-choice questions:** This is a form of closed question in which respondents are presented with a range of possible answers and asked to select only one.
- **Check-box questions:** Like multiple-choice questions, check-boxes present respondents with a range of answers but allow them to select multiple responses based on their preferences.

- **Likert-type questions:** These employ a psychometric scale and are typically used to measure attitudes and opinions. Likert-type questions are normally arranged on a symmetrical 5- or 7-point scale that ranges from one attitudinal extreme to another, like 'Strongly agree' to 'Strongly disagree', often with a neutral mid-point.
- **Ranking questions:** These allow respondents to rank or arrange a list of options in a specific order based on their preferences.

While surveys represent a valuable tool for M&E, they do have a number of shortcomings. Surveys are limited by the questions they contain and may not be sensitive enough to pick up on issues that are important for the continued delivery of a project. Equally, self-reported information is not always the most reliable type of data because it can be easily corrupted by biases injected by both the respondents and the researchers themselves.

Knowledge surveys

Knowledge surveys or tests are a sub-category of surveying that seek to gather objective data on knowledge acquisition and can be very helpful for demonstrating the impact of capacity-building projects. Tracking changes in the behaviour of project beneficiaries poses a consistent challenge in P/CVE that is very difficult to overcome. As a result, understanding how an individual's knowledge and their ability to apply it may have changed takes on extra importance. Combined with attitudinal data, this can help to develop a more robust understanding of project impact and avoid an over-reliance on self-reported behavioural change.

Focus groups

This data collection method consists of holding small group discussions between a facilitator and beneficiaries or stakeholders to uncover information relevant to a project. The questions asked in focus group discussions can largely be split into two categories: generative questions, which are broad and open-ended; and probing questions, which seek to explore the group's responses in greater depth and home in on points of interest for project staff. Focus groups are predominantly a means of gathering qualitative data, though quantitative measures can also be introduced through the use of tailored questions and handouts.

Interviews

Like focus groups, interviews rely on discussions between an interviewer and a beneficiary or stakeholder to gather insights about a project. While there are many similarities between the two methods, such as the question format and the fact that they predominantly capture qualitative insights, there are also some important differences. Interviews typically require far more time and resources to organise, and so are best saved for discussions with key beneficiaries or stakeholders.

Observation

Also known as an observational study, this is one of the most basic approaches available in M&E and is usually carried out in concert with other data collection methods. Observation consists of project staff watching beneficiaries and recording and analysing what they do.

Case study

Case studies are not a data collection tool per se, but a descriptive piece of work that can help to provide a detailed examination of a subject or topic. They will typically be based on information collected through a range of tools and serve to create a highly detailed picture of a specific portion of a project that can speak to the wider impact of the initiative as a whole. Case studies usually focus on a single unit of analysis such as an individual, family, community, location or organisation.

Annexe A — Glossary

For the purposes of this toolkit, the following are operational definitions of the key terms, concepts and phrases used throughout this toolkit.

At-risk or Vulnerable: Social, political, ideological or economic conditions an individual or group faces that might make that individual or group more susceptible to radicalisation leading to violent extremism.

Community-Based Organisation (CBO): Grassroots organisations that have been locally registered as self-help groups. Grassroots lobby groups, associations and networks are also referred to as CBOs.

Community Engagement Forum (CEF): In Kenyan counties, the CEF is a body made up of state and non-state stakeholders. It is responsible for the implementation of the CAP. The CEF discusses key CAP implementation priorities, co-ordination, emerging lessons, challenges and mitigating factors. The SCN's LPN is a comparable structure.

County Action Plan (CAP): There are three generations of CAPs in Kenya. The first-generation CAPs were developed in the coastal counties – particularly Kwale, Mombasa and Lamu – in 2017. They were five-year plans. The second-generation CAPs were developed in 2018 in the remaining coastal counties, counties of North East bordering Somalia and other at-risk counties such as Isiolo and Marsabit. These CAPs were developed based on the guidelines provided by National Counter Terrorism Centre (NCTC). The final (third-generation) CAPs were developed in 2019 following a Presidential Directive. They were rapidly developed, and hence are sometimes called RCAPs. They were mainly one-year plans.

Civil Society Organisation (CSO): This term generally refers to organisations and institutions that act in the interests of citizens – including informal collectives, labour unions, activists, charities, religious institutions, and media, among others.

Guiding Principles: This term broadly refers to beliefs, values and other attributes that guide the development, implementation and review of LAPs. Those entrusted with development and implementation of LAPs, including institutions, should abide by its stated guiding principles. There are three sets of guiding principles: (a) overarching considerations which underpin the LAP's strategy and direction; (b) process and governance conditions which dictate the methodology for drafting an LAP and the co-ordination structure; and (c) priority areas which outline the broad thematic categories of interventions.

Indicators: These are specific, observable, achievable, realistic, measurable and time-bound characteristics or conditions that can be used to show changes or progress. For example: # of LAP activities which the local government has mainstreamed in its fiscal plan.

National-Local Co-operation: This includes vertical co-operation among relevant national-level and local-level actors within a particular country. These can vary depending on the country and can include national government, local government, law enforcement professionals, mental health and education practitioners and other relevant civil society organisations (CSOs), the private sector, and researchers.²¹

<p>Local Prevention Network (LPN): This is a body of state and non-state actors which leads on LAP implementation. The SCN has established LPNs in Lebanon, Jordan²² and North Macedonia²³ as well as supported the Kenyan equivalent, CEFs. The purpose of the LPN is to co-ordinate on P/CVE efforts, to act as the key local body for determining local P/CVE priorities, to design local strategies and to deliver local PVE activities.</p>
<p>Local Risk Assessment: This assesses vulnerabilities and risk factors within the city/local government area in order to understand what needs to be addressed through an LAP. The assessment can identify the risks of not intervening as well as including the risks of interventions (interfering with activities, for example, of extremist groups and their recruiters or sympathisers).</p>
<p>Logic Model: This is a diagram which depicts the ToC, typically in a pyramid format, though it can be presented in more complicated manners as well.</p>
<p>National Action Plan (NAP): This is a national, practical framework to address the drivers of violent extremism conducive to terrorism through a comprehensive, multidisciplinary and co-ordinated approach. Many countries have developed and are implementing NAPs.²⁴</p>
<p>Preventing/Countering Violent Extremism (P/CVE): Is a wide range of non-coercive means, i.e. programmes, policies, strategies or activities that seek to delegitimise violent extremist ideologies in order to prevent individuals or groups from being radicalised and recruited to violent extremism and resorting to ideologically motivated violence to further social, economic, religiously-based or political objectives.²⁵</p>
<p>Situation Analysis: Refers to understanding the internal and external extremism context (including how they interact) as well as the actors (including power dynamics) and opportunities for addressing the issue. The development of an LAP should be guided and informed by the findings of the situation analysis as part of the risk assessment.</p>
<p>Standard Operating Procedures (SOPs): Often used interchangeably with ToR. The term refers to the specific roles and responsibilities for LPNs or CEFs, including how they should conduct themselves and transact official business and communication.</p>
<p>Strong Cities Network (SCN): Global network of mayors, local government officials and frontline practitioners established by the Institute for Strategic Dialogue (ISD) in 2015 at the United Nations General Assembly.²⁶</p>
<p>SWOT Analysis: Refers to the analysis (or a better understanding) of the Strengths, Weaknesses, Opportunities and Threats of an organisation, strategy or a policy framework – in this case for developing and implementing a LAP.</p>
<p>Theory of Change (ToC): Outlines the causal process through which you expect activities to produce a series of changes that lead to outcomes and goals. A narrative ToC is designed to accompany a logic model and focuses on explaining the connections or arrows between each component of the framework. The narrative ToCs explore the assumptions that underpin each link or arrow in your logic model, where possible providing evidence to support the claim that one component will lead to another.</p>

Terms of Reference (ToR): This is a term often used interchangeably with SOPs. It outlines deliverables that an individual, structure, organisation or a network needs to deliver in order to achieve a stated objective. It can be used to explain clear roles and responsibilities for LPN and CEF members.

Whole-of-city: This is an approach based on the whole-of-government or whole-of-society approach. Whole-of-city implies that all sectors of local government and civil society are working together to draft and implement an LAP. Priorities of the city as a whole are taken into account in order to ensure a holistic approach to P/CVE initiatives.

Yearly Work Plan: A plan detailing LAP activities for the next year. The work plan should include outputs that lead to the LAP's outcomes as well as M&E indications for measuring the activities. The work plan should also indicate who is responsible for each activity and where the resourcing is coming from. Given the dynamic nature of VE and the short-term nature of funding, it is good practice for LAPs to have yearly work plans that can be reviewed at the end of each fiscal year.

Annexe B –

Three sets of guiding principles

This annexe includes the full text from the four documents referenced in Chapter Two when describing the three sets of guiding principles. This includes a national example from Kenya, a regional example from the LCBC, and an international example from the UNOCT.

Overarching Principles		
Kenya NSCVE 'Outcomes'	LCBC 'Major Principles'	UNOCT 'Overarching Principles'
<ol style="list-style-type: none"> 1 Kenyan people to demonstrate patriotism 2 Deep appreciation throughout Kenya of our way of life 3 Delegitimisation and rejection of VE ideologies 4 Availability of accessible early warning and early intervention tools 5 Ability to enable violent extremist organizations (VEOs) to disengage from membership 6 Co-ordinated, innovative and impact-focused 7 Sustained support by national and local leaders 8 Available resources for demand-responsive initiatives 9 Evidence-driven, non-dogmatic, and built on locally-relevant knowledge 	<ol style="list-style-type: none"> 1 National and regional ownership 2 Leadership: national, regional and continental 3 Mutual accountability 4 Co-operation and complementarity 5 Mutually reinforcing partnerships 6 Transformative approaches to stabilisation/development 7 Respect for regional, continental and international human rights instruments 8 Capacity-building for effective service delivery Gender mainstreaming 	<ol style="list-style-type: none"> 1 Responsibility is with member states 2 Should be within UN CT framework 1 UN role is to support national led efforts 2 Multidisciplinary and holistic, diversity of stakeholders 3 Should be evidence-based 4 Should 'support social compact against VE' i.e. promote respect for human rights 5 Contribute to the SDGs 6 Align with UN Security 7 Council resolutions on foreign terrorist fighters (FTFs), women, youth and internal humanitarian law 8 Adopt a 'do-no-harm' approach

Procedural or Governance Conditions	
Kenya 'Governing and Co-ordinating the CAP'	
<ol style="list-style-type: none"> 1 The CAP will be developed by a committee chosen by the commissioner in consultation with county government and include a representation of actors 2 A County P/CVE Engagement Forum (CEF) will be formed. It will be co-chaired by the governor and commissioner and include a representation of actors 3 The NCTC will be a member of the CEF 4 The CEF will meet regularly in accordance to its decisions and will also be able to call for extraordinary meetings 5 The CAP will be action-focused and will pursue a modest number of priorities in each time period 6 The CAP's implementation will recognise and observe security and non-security tasks. The security functions are only for security agencies 7 Civil society groups implementing part of the CAP should be transparent and accountable to the CEF for their actions and results 8 The CAP's implementing partners should reflect the religious, ethnic, demographic, occupational and socio-political make-up of the county as much as is practical 9 NGOs, trusts and associations implementing the CAP should register at https://citizensupport.go.ke for national effort mapping, partnering, training and support 10 All CAP actors should be committed to the protection and advancement of the letter and spirit of the Kenyan constitution, and particularly the Bill of Rights and its values 11 The co-chairs of the CEF should ensure that an annual report of progress, outputs and outcomes of the CAP is published 12 The CEF should engage foreign partners and donors in a structured fashion that recognises their diplomatic function and imperatives 	
LCBC 'Means of Implementation'	UNOCT 'Procedural and Institutional Principles'
<p>3 accountability principles:</p> <ol style="list-style-type: none"> 1. Results 2. Funds 3. Efficiency <p>Implementation mechanisms</p> <ul style="list-style-type: none"> • Steering committee • Secretariat • Civil-Military Co-operation Cell • Territorial Action Plans 	<ol style="list-style-type: none"> 1. Establish 2. Gather 3. Analyse 4. Develop 5. Implement 6. Monitor

Pillars of Strategic Priority Areas		
Kenya 'Work Pillars for CVE'	LCBC 'Pillars of Intervention'	UNOCT 'Key Thematic Areas'
<ul style="list-style-type: none"> ① Psychosocial pillar ② Education pillar ③ Political pillar ④ Security pillar ⑤ Faith-based and ideological pillar ⑥ Training and capacity-building pillar ⑦ Arts and culture pillar ⑧ Legal and policy pillar ⑨ Media and online pillar 	<ul style="list-style-type: none"> ① Political co-operation Security and human rights ② Disarmament, demobilisation, rehabilitation, reinsertion and reintegration of Boko Haram-associated persons ③ Humanitarian assistance ④ Governance and the social contract ⑤ Socio-economic recovery and environmental sustainability ⑥ Education, learning and skills ⑦ Prevention of violent extremism, and building peace ⑧ Gender and women's empowerment 	<ul style="list-style-type: none"> ① Dialogue and conflict prevention ② Good governance, human rights and the rule of law ③ Engaging communities ④ Empowering youth ⑤ Gender equality and empowering women ⑥ Education, skills development and employment facilitation ⑦ Strategic communications, the internet and social media

Annexe C – LAP development checklist

Local governments or CSOs creating an LAP can use the following checklist to ensure they have covered all elements of LAP development and implementation.

Phases	Steps	Actions	Who
Establish	Secure strategic political buy-in	<ul style="list-style-type: none"> <input type="radio"/> Lobby relevant government stakeholders not already engaged <input type="radio"/> Organise a conference or roundtable with government and non-government stakeholders <input type="radio"/> Build consensus on the need for an LAP and importance of P/CVE <input type="radio"/> Secure approval from appropriate government authority to proceed to commissioning a risk assessment 	<ul style="list-style-type: none"> <input type="radio"/> CSOs and/or local government²⁷ <input type="radio"/> Local government <input type="radio"/> CSOs and local government <input type="radio"/> Executive branch of local government
	Conduct a local risk assessment	<ul style="list-style-type: none"> <input type="radio"/> Commission risk assessment <input type="radio"/> Engage a local researcher to conduct the risk assessment <input type="radio"/> Identify the nature and level of local VE risks <input type="radio"/> Articulate how known local drivers of VE may increase risk levels <input type="radio"/> Categorise risk factors according to those from and to: individuals, ideologies and institutions <input type="radio"/> Validate the risk assessment with the same stakeholders from the original conference <input type="radio"/> Based upon the risk assessment, determine if an LAP is required <input type="radio"/> Secure approval from appropriate government authority to proceed with drafting an LAP 	<ul style="list-style-type: none"> <input type="radio"/> Local government <input type="radio"/> Local government <input type="radio"/> Researcher <input type="radio"/> Researcher <input type="radio"/> Researcher <input type="radio"/> CSOs and local government <input type="radio"/> Local government <input type="radio"/> Executive branch of local government
	Establish an interim working group	<ul style="list-style-type: none"> <input type="radio"/> Secure official decree, or other equivalent, to establish the interim working group and a mandate <input type="radio"/> Determine the chair/s of the interim working group <input type="radio"/> Draft a ToR that includes: rules, procedures, roles and responsibilities, and resources <input type="radio"/> Invite government and CSOs to join the interim working group <input type="radio"/> Hold inaugural meeting to validate the ToR and set out deadlines for completion of draft LAP 	<ul style="list-style-type: none"> <input type="radio"/> Executive branch of local government <input type="radio"/> Interim working group

Phases	Steps	Actions	Who
Draft	Carry out community consultations	<ul style="list-style-type: none"> <input type="radio"/> Deliver consultations and compile reports <input type="radio"/> Make adjustments to the situation analysis and ToC <input type="radio"/> Draft the LAP 	<ul style="list-style-type: none"> <input type="radio"/> Interim working group <input type="radio"/> Interim working group and local researchers or academics
	Establish co-ordination structures	<ul style="list-style-type: none"> <input type="radio"/> Identify LPN member organisations or institutions <input type="radio"/> Invite LPN members to join and designate a point of contact <input type="radio"/> Determine the chair/s of the LPN <input type="radio"/> Draft a ToR or SOP that includes: rules, procedures, roles and responsibilities, code of conduct information-sharing protocols, frequency of meetings and reporting mechanisms <input type="radio"/> Hold inaugural meeting to validate the ToR or SOP 	<ul style="list-style-type: none"> <input type="radio"/> Interim work group <input type="radio"/> Local government <input type="radio"/> Local government <input type="radio"/> Local government <input type="radio"/> Local government
	Validate and legislate	<ul style="list-style-type: none"> <input type="radio"/> Validate the LAP, through a conference or a series of engagements <input type="radio"/> Pass local legislation or an executive order legitimising the LAP 	<ul style="list-style-type: none"> <input type="radio"/> Local government <input type="radio"/> Executive or legislative branch of local government
Implement	Hold a launch event	<ul style="list-style-type: none"> <input type="radio"/> Identify an appropriate venue for holding the launch event <input type="radio"/> Invite wide range of stakeholders <input type="radio"/> Prepare copies of the LAP, you may wish to print an abridge version <input type="radio"/> Secure your speakers and draft the agenda 	<ul style="list-style-type: none"> <input type="radio"/> Local government <input type="radio"/> Local government and LPN <input type="radio"/> Local government <input type="radio"/> Local government and LPN
	Communicate about the LAP	<ul style="list-style-type: none"> <input type="radio"/> Create a year one communications plan for the LAP <input type="radio"/> Executive the communications plan <input type="radio"/> At the end of the year, review the communications and evaluate if the community's knowledge of the LAP and its contents has increased 	<ul style="list-style-type: none"> <input type="radio"/> LPN <input type="radio"/> LPN <input type="radio"/> LPN
	Create a yearly work plan	<ul style="list-style-type: none"> <input type="radio"/> Review the ToC and brainstorm on implementable outputs and activities that work towards the outcomes <input type="radio"/> Consult the previous community consultations for ideas, or organise more consultations <input type="radio"/> Draft the work plan, indicating responsible organisations or institutions for each activity, required resources and indicators <input type="radio"/> Validate the work plan with the relevant stakeholders <input type="radio"/> Publish the work plan 	<ul style="list-style-type: none"> <input type="radio"/> LPN <input type="radio"/> LPN <input type="radio"/> LPN <input type="radio"/> LPN, CSOs and local government <input type="radio"/> Local government

Phases	Steps	Actions	Who
Implement	Fund the yearly work plan	<ul style="list-style-type: none"> ○ Ensure there is funding for each activity within the work plan using the four different funding methods: maximising existing resources, utilising local and national funds, generating private sector support and accessing donor or CSO funding 	<ul style="list-style-type: none"> ○ LPN and local government
	Identify additional policies to support the LAP	<ul style="list-style-type: none"> ○ Review the list of policy gaps notes in the LAP ○ Advocate for the creation of new policies, amendments to existing policies or the implementation of existing policies 	<ul style="list-style-type: none"> ○ LPN and CSOs
Monitor	Assess impact	<ul style="list-style-type: none"> ○ Collate all M&E data and qualitative stories of change ○ Present findings to the local government and community ○ Incorporate lessons learned into the LAP and next year's work plan 	<ul style="list-style-type: none"> ○ LPN ○ LPN and local government ○ LPN
	Create new yearly work plan	<ul style="list-style-type: none"> ○ Review the impact assessment to understand which activities were a success, and if any were not implemented, why ○ Brainstorm on new outputs and activities ○ Assign activities to organisations or institutions and draft indicators ○ Validate the work plan with the relevant stakeholders ○ Publish the work plan 	<ul style="list-style-type: none"> ○ LPN ○ LPN ○ LPN ○ LPN, CSOs and local government ○ Local government
	Review co-ordination structures	<ul style="list-style-type: none"> ○ Review and update the LPN ToR or SOP if required ○ Review the LPN membership to add or remove organisations or institutions or update the point of contact 	<ul style="list-style-type: none"> ○ LPN leadership ○ LPN leadership
	Refresh local risk assessment ²⁸	<ul style="list-style-type: none"> ○ Review and update risk assessment, or commission a new one ○ Based upon the updated risk assessment, determine if an LAP is required 	<ul style="list-style-type: none"> ○ Local government ○ Local government
	Refresh LAP ²⁹	<ul style="list-style-type: none"> ○ Determine the extent to which a refreshed document is required ○ Draft a ToR for the LAP assessment and engage local researcher, academic or organisation to support ○ Conduct all research for the LAP assessment ○ Validate LAP assessment with the community ○ Draft refreshed LAP ○ Validate refreshed LAP ○ Launch refreshed LAP 	<ul style="list-style-type: none"> ○ LPN ○ LPN ○ Researcher or academic ○ LPN ○ LPN ○ Local government ○ Local government

Annexe D – LAP skeleton

The following is a template or skeleton format which local governments and CSOs can use when drafting their LAP. This is intended to be guidance and is customisable to your context. Examples of LAPs from around the world can be found on the [SCN Resource Hub](#).

Foreword

The LAP should start with a **foreword from the leader of your local government** – such as the mayor, governor or premier. This foreword will demonstrate that the LAP is supported by the highest level of your local government and will add legitimacy to the document.

Executive summary

While the entire LAP should be written in concise language, many stakeholders will not have the time or see the need to read the document in its entirety. As such, a **1- or 2-page executive summary** should present the most critical information. The executive summary should include sections that justify the need for an LAP, provide an overview of what the LAP is trying to achieve, and include a short description of implementation efforts.

Introduction

The introduction should begin by **providing the context and rationale for the LAP**. You may wish to detail local and national legislation, policies or strategies which the LAP draws inspiration from. You should also include a short description of the formation of the interim working group and any executive decrees or legislation which enacted the LAP officially.

The introduction should also include a **section on methodology** which details how the interim working group and local researchers and academics carried out the risk assessment, situation analysis and community consultations.

Overview of violent extremism, polarisation and conflict

The title of this section should be adjusted to use the context-appropriate terminology for the issues your LAP addresses. This section relies heavily on the **situation analysis** to provide the contextual overview of violent extremism and any other relevant topics. The situation analysis itself should be quite a lengthy document, therefore you should seek to present the most critical information in a concise manner for the purposes of the LAP.

The scope and objective

This section should begin by **outlining the guiding principles** which your LAP will uphold in its implementation. Remember that there are three sets of guiding principles. Overarching considerations underpin the LAP's strategy and direction, process and governance considerations dictate the methodology for drafting an LAP and the co-ordination structure, and priority areas (sometimes called pillars) outline the broad thematic categories of interventions.

This section should next **outline the ToC**, explaining the goal and intermediate and immediate outcomes. You should also explain how the outcomes work towards the goal and any underlying assumptions. Building upon the ToC, this section should then outline the desired results for each priority area – i.e. for each thematic area or pillar selected for the LAP.

Implementing the LAP

It is recommended that the LAP includes specific activities and outputs outlined in detail in the yearly work plan. However, this section should provide in broad strokes the **different courses of action, interventions and activities** which are anticipated to take place to achieve the outcomes. You may also organise these by priority area.

This section should then detail **how the LAP implementation will be co-ordinated** – i.e. through a LPN or multisectoral committee. In Kenya, this is called the CEF. The ToR or SOP and membership list for the LPN should be a separate document; however, you should detail in broad strokes how the LPN will function and the types of stakeholder which make up the membership.

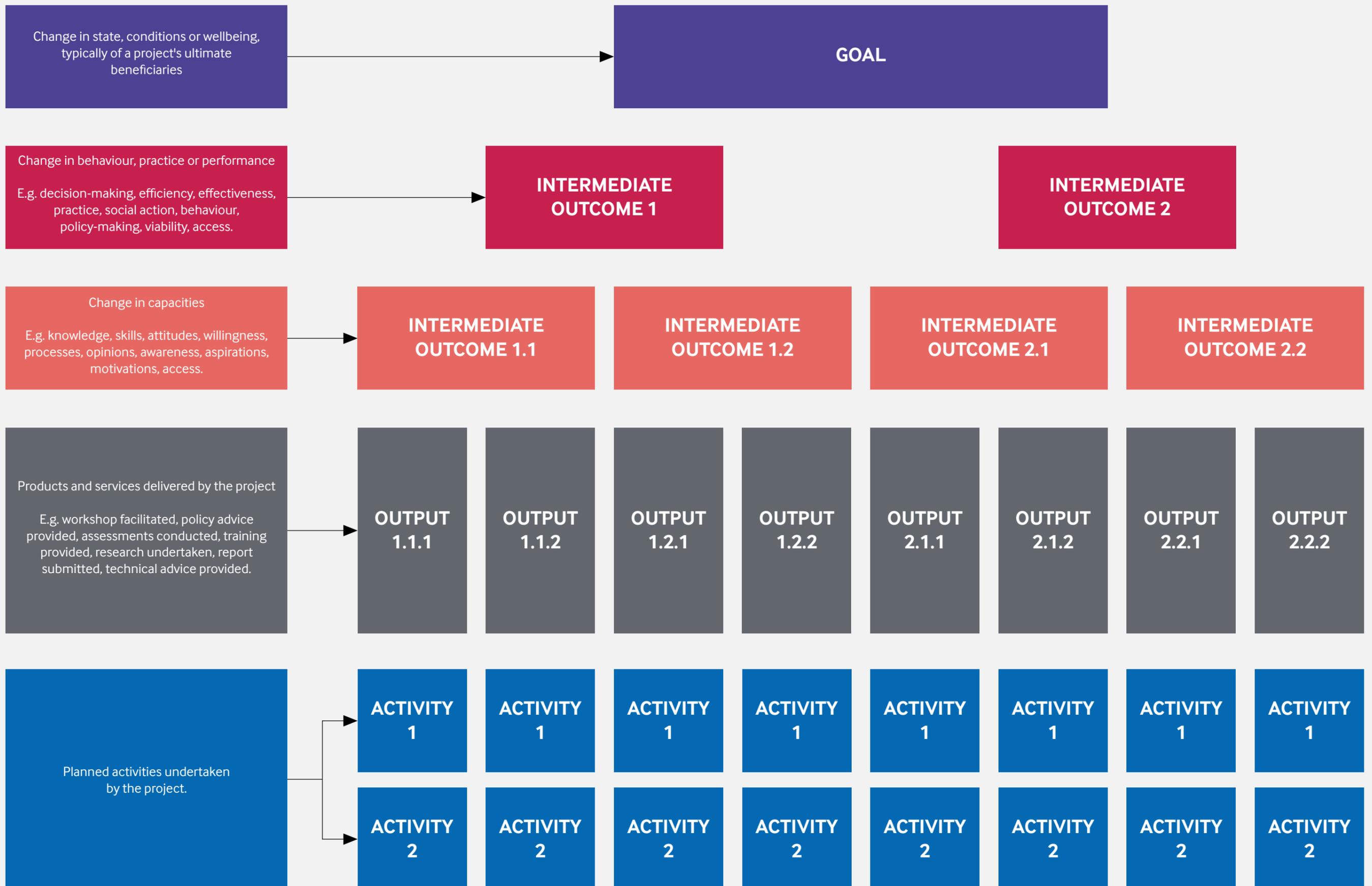
This section should then **outline the accountability measures** which are being put in place to oversee the LAP as well as the LPN. As with the previous section, the details of this will be in the ToR or SOP; however, the LAP should provide a top-line overview.

This section should also explain how the LPN and local government plan on **assessing impact** of the LAP and include key timelines for review as well as the structure of the review. As noted in this toolkit, it is suggested that all evaluations and indicators are collated once a year so that impact can be assessed before the next yearly work plan is drafted.

Sustainability

Sustainability is a key element of the LAP and should be mainstreamed throughout the document. However, this section can include things like **key funding sources**. This section can also speak to existing policies, strategies, or development plans which the LAP activities will seek to be mainstreamed into.

Annexe E – ToC template



Annexe G – Indicator-tracking table template

Intervention Level & Result	Indicator Number	Indicator	Indicator Definition	Data Source, Disaggregation	Data Source	Frequency of Collection	Reporting	Baseline	Endline	Target
GOAL										
Intermediate Outcome 1:	1									
	2									
Intermediate Outcome 2:	1									
	2									
Intermediate Outcome 1:	1									
	2									
Intermediate Outcome 1:	1									
	2									
Intermediate Outcome 2:	1									
	2									
Intermediate Outcome 1:	1									
	2									
Output 1:	1									
	2									
Output 2:	1									
	2									
Output 3:	1									
	2									

Endnotes

¹ United Nations, Department of Economic and Social Affairs, “68% of the world population projected to live in urban areas by 2050, says UN”, 16 May 2018. Available online at:

<https://www.un.org/development/desa/en/news/population/2018-revision-of-world-urbanization-prospects.html>

² For the purposes of this toolkit, the term ‘cities’ refers to all sub-national local government structures such as counties, states, provinces or municipalities.

³ Sterman, D. and Rosenblatt, N., All Jihad is Local Volume II: ISIS in North Africa and the Arabian Peninsula, New America, 2018. Available online at: https://d1y8sb8igg2f8e.cloudfront.net/documents/All_Jihad_Local_Vol2.pdf

⁴ United Nations Development Programme, Journey to Extremism in Africa: Drivers, Incentives and the Tipping Point for Recruitment, 2017. Available online at: https://www.undp.org/content/dam/denmark/docs/Journey%20to%20Extremism_report.pdf

⁵ Global Counterterrorism Forum (GCTF), Memorandum on Good Practices on Strengthening National-Local Cooperation in Preventing and Countering Violent Extremism Conducive to Terrorism, 2020. Available online at: <https://www.thegctf.org/Portals/1/Documents/Framework%20Documents/2020/GCTF%20Memorandum%20on%20Good%20Practices%20on%20Strengthening%20NLC%20in%20PCVE.pdf?ver=2020-09-29-100315-357>

⁶ Feve, S. and Dews, D. National Strategies to Prevent and Counter Violent Extremism: An Independent Review, Global Center on Cooperative Security, 2019. Available online at: <https://www.globalcenter.org/wp-content/uploads/2019/10/GCCS-2019-National-Strategies-Prevent-Counter-Violent-Extremism-Independent-Review.pdf>

⁷ Pkalya, D. “Kenyan Stakeholders Call for Implementation of Local Action Plans to Stem Youth Radicalisation and Extremism”, Strong Cities Network (SCN), 15 January 2021. Available online at: <https://strongcitiesnetwork.org/en/kenyan-stakeholders-call-for-implementation-of-local-action-plans-to-stem-youth-radicalisation-and-extremism/>

⁸ Institute for Strategic Dialogue (ISD), Assessment of Kwale, Nakuru and Isiolo County Action Plans (CAPs), 2021 (unpublished at the time of publication of this toolkit).

⁹ European Forum for Urban Security (EFUS), Prevention of Radicalization Leading to Violent Extremism: Methodological guide for the development of a local strategy, 2017. Available online at: https://issuu.com/efus/docs/publication_liaise2_en

¹⁰ National Counter Terrorism Centre (NCTC), Guide to Developing County Action Plans, 2018.

¹¹ Refers to the analysis or a better understanding of the Strengths, Weaknesses, Opportunities and Threats of an organization, strategy or a policy framework.

¹² Dukic, S., Hulse, T. and Hooton, D., Community Resilience Study: Kumanovo, North Macedonia, Institute for Strategic Dialogue (ISD), 2021.

¹³ EFUS (2017), p. 33.

¹⁴ Prevention Institute & Urban Networks to Increase Thriving Youth Unity through Violence Prevention, Multi-Sector Partnerships for Preventing Violence: A Collaboration Multiplier Guide, 2014. Available online at: <https://www.preventioninstitute.org/sites/default/files/uploads/Multi-Sector%20Partnerships%20for%20Preventing%20Violence%20Part%203.pdf>

¹⁵ Table of outcome syntax modified from Global Affairs Canada (GAC), Results-Based Management for International Assistance Programming at Global Affairs Canada: A How-to Guide, second edition, 2016.

¹⁶ Ibid.

¹⁷ Ibid.

¹⁸ Content analysis is a research method through which text or other mediums are broken down into quantifiable components, such as the frequency of specific words or themes. Systematic observations include tools such as needs assessments or risk assessments.

¹⁹ Kusek, J. & Rist, R., Ten Steps to a Results Based Monitoring and Evaluation System, World Bank, 2004.

²⁰ Knowledge-confidence is a subjective measure and refers to an individual’s perception of how much they know as opposed to what they actually know. Knowledge-confidence is often measured through the use of Likert-type scales.

²¹ GCTF (2020).

²² Strong Cities Network (SCN), “SCN in Lebanon and Jordan – 6 Prevention Networks established”, 17 July 2017. Available online at: <https://strongcitiesnetwork.org/en/scn-lebanon-jordan-6-prevention-networks-established/>

²³ Dogani, B. & Joy-Zein, N. “SCN’s Local Prevention Network Model expands to the Western Balkans”, Strong Cities Network (SCN), 9 October 2019. Available online at: <https://strongcitiesnetwork.org/en/lpn-model-expands-to-the-western-balkans/>

²⁴ United Nations Office of Counter-terrorism (UNCCT), Reference Guide: Developing National and Regional Action Plans to Prevent Violent Extremism, 1st Edition, 2018. Available online at: https://www.un.org/counterterrorism/ctitf/sites/www.un.org/counterterrorism.ctitf/files/UNOCT_PVEReferenceGuide_FINAL.pdf

²⁵ Adopted from Government of Kenya, National Strategy to Counter Violent Extremism, NCTC, 2016. Also see Hedaya & Search For Common Ground (SCFG), Countering Violent Extremism: An Introductory Guide to Concepts, Programming, and Best Practices, MENA Edition, 2019.

²⁶ For more information about Strong Cities Network (SCN), see <https://strongcitiesnetwork.org/en/>

²⁷ For the purposes of this checklist, the term 'CSOs' includes traditional civil society, grassroots, and community, faith, women and youth leaders, amongst others.

²⁸ Only if your city does not have a LAP.

²⁹ A review of the document should happen every year however an intensive refreshment can happen once needed and if resources permit.

³⁰ For the purposes of this worksheet, 'organisation' includes government and non-government departments, organisations or institutions.

³¹ Resources includes financial, human, networks, in-kind donations, government budgets or funds and any other type of resource required and secured.

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