Grand Rendez-vous 2023
Prevention of Violent Extremism (PVE) in West and Central Africa:
Realities and Perspectives

28.02 - 02.03.2023, Dakar, Senegal

SYNTHESIS REPORT

March 2023
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Summary

This high-level conference underlined the strength of the ties that unite all the actors, governments, international institutions, civil society associations, the media and think tanks, who are mobilized to promote the prevention of violent extremism (PVE), considered by all the participants as the appropriate response.

It confirmed the sense of urgency expressed by the assembly, that of mobilizing more actively and in such a way as to bring adequate answers to the basic problems that are inflaming the region with multiple violence.

One of the questions at the heart of the meeting was also answered: if the PVE is the way forward, it is imperative that the States of the region and regional organizations, in particular the African Union and ECOWAS, take full responsibility and make the UN PVE Action Plan a reality both within the national territories and in an integrated manner at the regional level.

Finally, the meeting helped to make concrete the certainty that only dialogue (at all levels) can integrate all the components of the population into a single peaceful destiny and a single vision whose objective is peace.

The final plenary session approved the conclusions that appear in the final part of this synthesis report. These give a good idea of the wide spectrum of issues addressed during this major Grand Rendez-vous PVE 2023.

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1. Introduction

Seven years separate us from the launch of the United Nations Plan of Action for the Prevention of Violent Extremism (PVE) in 2015. The United Nations Office for West Africa and the Sahel (UNOWAS), the Centre for Advanced Defense and Security Studies (CHEDS) of Senegal and the Swiss Federal Department of Foreign Affairs (FDFA) deemed it necessary to take stock of the effective implementation of the Plan around which, since 2015, the three institutions have engaged in numerous activities in West, Central and North Africa. To this end, they organized a regional meeting entitled “Grand Rendez-vous 2023 - Prevention of Violent Extremism in West and Central Africa: Realities and Perspectives”, which was held in Dakar, Senegal, from February 28 to March 3, 2023; this meeting was preceded by three other similar "Regional Conversations" that took place in Dakar (2016), in N'Djamena (2017), and in Algiers (2018).

The concept note that was distributed to the participants detailed the previous work carried out by the three institutions in the field of PVE and drew up an inventory of efforts to be pursued so that this notion of prevention becomes deeply embedded in the public policies of the States of the region.

The meeting began with the launch of an important publication, Violence Prevention: The Urgency of Alternative Responses - Seven Years of Commitment by Switzerland and its Partners, and the accompanying documentary film was screened at the close; both summarize an ongoing investment in peace, using dialogue as an essential tool for living together.

More than 120 participants, for the most part people with ministerial, governmental, regional, municipal, traditional, military, police responsibilities or within civil society, the media, or the research community and regional and international organizations, met in Dakar for three days of exchanges on the PVE in West and Central Africa.
2. Context of the meeting and objectives

Violent extremism (VE) in West and Central Africa has not decreased since 2015, quite the contrary. It has even spread to West African coastal states, the Lake Chad Basin and Central Africa, confirming the cross-cutting nature of the phenomenon. While violent extremist groups continue to spearhead violence in the region, there is no denying that there is a hybridization of violent actors: transnational organized crime, exacerbation of conflicts between communities with different lifestyles (pastoralists and farmers), an increase in the number of weapons and lethal responses by states, informal or formal militias, a worrying circulation of weapons, old unresolved conflicts, and the security issues of land governance and climate change. This is a bleak picture that is of growing concern to the states of the region and their partners. For all have understood: no one is safe.

In light of this serious situation, the meeting had the following objectives:

- to take stock of the responses and in particular to consider whether the response of prevention of armed violence has found its way into West and Central Africa;
- to analyze in a lucid manner the complexity of the political, economic, social and cultural factors that fuel this violence and to consider how to reorient responses in a truly multidimensional manner;
- to draw up an inventory of the achievements, but also of the limits, by exchanging in a concrete way, on the policies and practices carried out by various actors (the good ones as well as the not so good ones), both at the national and regional levels;
- to reflect together on new modes of action and interaction and on the needs, in particular on the place of dialogue as a prevention tool;
- on the basis of all the above, formulate recommendations and revive the political will to make this prevention agenda a priority.

3. High-level exchanges

opened by Mr. Jean Antoine Diouf, Director of Cabinet of the Minister of Foreign Affairs and Senegalese Abroad, who, referring to the words of the Senegalese President at the United Nations General Assembly in September 2022 and those of the United Nations Secretary-General in mid-February 2023, stressed that the emergency was in the Sahel, because the VE, a scourge that relies on the weakness of States, is added to the challenges of climate change and the rapid and uncontrolled development of social networks. He added that it was of the utmost importance to include the PVE in the doctrine of the DSF, which are responsible for relations with the populations in areas where VEs are rife, and which is also in contact with the latter, by force of circumstance.

His remarks were preceded by those of Ms. Giovanie Biha, Deputy Special Representative of the UN Secretary-General for West Africa and the Sahel and Acting Head of UNOWAS. She showed that recurrent challenges persist, that the security situation continues to deteriorate, including in Liptako-Gourma, and that while the Multinational Force in Lake Chad is less solicited, concern about the situation in the Gulf of Guinea countries is growing. She called for better coordination of the many initiatives that exist in the region. The current challenges require a holistic approach, combining peace, development and humanitarian action, ownership of the PVE by the countries of the region, strong political will and a regional response to the VE.

Also speaking at the opening ceremony, Brigadier General Jean Diémé, Director General of the Centre for Advanced Defense and Security Studies (CHEDS) of Senegal, and Mr. Simon Geissbühler, Deputy Secretary of State, Head of the Peace and Human Rights Division of the Swiss Federal Department of Foreign Affairs (FDFA), emphasized the alternatives to lethal measures in the face of the VE, and the need to consolidate the social link through dialogue at all levels, including with armed groups. What must be eradicated is the hatred of the other, of those who are different, and not the person who conveys these negative values.
In this respect, it was noted that the Senegalese practice of Teranga, through the humanism of which it is the bearer, plunges us into the heart of the work of this Grand Rendez-vous, as this practice, based on hospitality, is underpinned by the acceptance of the other, however different he may be, but also by the will to show him all the benevolence that is appropriate. It thus contributes to the solidity of the social bond and to the socialization process necessary for social cohesion.

The high-level panel that followed involved Mr. Albert Kan-Dapaah, Minister for National Security of Ghana, Mr. Gatta Gali N'Gothe, Minister of State and President of the Independent Monitoring Framework of the Inclusive and Sovereign National Dialogue of Chad, Mr. Maman Sambo Sidikou, High Representative of the African Union for Mali and the Sahel, and Dr. Solomon Ayele Dersso, Founder and Director of Amani Africa (Ethiopia).

They strongly emphasized several points. First, the focus was on youth and the consequences of all the violence in the region for the future of young people and, therefore, for the future of Africa. Public governance must take this world of tomorrow in hand. It is necessary to know it, to imagine its future, to be creative by "acting truly”.

To do this, the States of the region must be more attentive to minorities, women, youth and marginalized people, give more responsibility to traditional leaders, better inform the populations and systematically take their needs into account. We look at the VEs through distorting prisms: "it's them against us", when we know that no party to the conflict has a monopoly on intelligence. By knowing better the adversary, by considering him as a symptom and not as the cause of violence, we open doors to dialogue. All African countries are affected and the UN must be at the center of the PVE, because only regional solutions will bring lasting solutions.

Taking Chad as an example, one of the panelists emphasized that after 63 years of war it was time to approach the national reality through a generalized dialogue including all the actors of society, including the political-military. It is a rethinking of the country's structures that is at stake, an intellectual, political and moral "revolution" in which those who have refused dialogue until now must also participate. The results of this work must be written into the constitution and the law, so that everyone is obliged to respect what they have said and signed.

4. Contents of the work

The rest of the work was organized in plenary sessions and in dialogue workshops (working groups). For practical reasons, the results of the working groups are included in the summary of the debates that followed each plenary session.

4.1 Current reading of the concrete manifestations and multiple causes of violent extremism in West and Central Africa

The first plenary session was devoted to "Current reading of the concrete manifestations and multiple causes of violent extremism in West and Central Africa". Three experts from the region insisted on the need to understand the root causes of VE, the specific environments of the areas affected by VE, the diverse needs of the populations, the dynamics of the actors of violence and of the states, as well as the logics of engagement, and also of exit, of the armed groups. Scientific research is therefore at the center of knowledge and must be imperatively supported. The panelists also emphasized that tensions are everywhere, between central government and rural areas, between political parties, between youth and elders, between intellectuals and between states. Minorities continue to be stigmatized. National, global or even regional responses are deficient, which benefits the VEs. They need three things: human resources, operational means and financing, and are linked to organized crime. Only a seriously organized regional response can cope with the continuous development of their activities.
These presentations gave rise to numerous additions in the discussion that followed, so much so that VE questions the daily lives of everyone. It was emphasized that it is young people from the countries and region who join the groups, that it is the people, including the traders, who finance the groups, and that dialogue is the key to bringing back the insurgents. Traditional leaders have a special role to play. The same is true of socio-professional reintegration programs for young returnees, if they are well organized. These are elements of attraction that, after ten years of war, we are beginning to understand. It was also said that the coups d'état provoked in the name of the fight against the VEs facilitated the latter's task by the disruptions they caused, as can be seen in Mali and Burkina Faso. But it was above all the shortcomings of the state that focused the debate. The list of these shortcomings is well known and everyone promised to remedy them at their own level, emphasizing that the ethics necessary for this construction would not come about by itself but depended on the daily behavior of everyone. The importance of a legal corpus framing the PVE action of the State was finally underlined.

4.2 The answers. The main trends? The specific achievements of the PVE compared to other responses? The role of politicians and elected representatives?

During the second plenary session, entitled "The answers. The main trends? The specific achievements of the PVE compared to other responses? The role of politicians and elected representatives?", many examples were shared that show that the idea of PVE is increasingly becoming part of public policy: interministerial PVE committees, national PVE frameworks, agencies specialized in border management or in transhumance and sedentarization of herders, national border commissions, national parliamentary commissions in charge of "extended" security that includes civilians, agencies in charge of implementing national PVE plans, early warning committees, peace caravans, CellRad and G5 Sahel cooperation platforms, UNDP stabilization programs, and the involvement of youth, women, and civil society in actions to promote peace in areas affected by armed violence. This is the path to be followed and reinforced by states, political leaders and elected officials.

The meeting also tackled head-on the difficult question of cooperation between the military and civilian populations. It is not only a question of objective realities, but also of feelings, preconceptions, traumas and fantasies which, in times of war even more than in times of peace, pit one against the other. Otherness suffers deeply. However, in order for security to really be everyone's business, the panelists of this session emphasized the indispensable but difficult collaboration between civilians and "men in uniform". For them, the PVE is the credible alternative to violence, less costly and more effective than an armed response and, if well understood, allows all actors to collaborate together. It is necessary to multiply civil-military actions in all countries of the region.

It was also pointed out that after nearly fifteen years of conflict around Lake Chad, the violence was tending to diminish and that cooperation between civilians and the military, dialogue with the insurgents, and the realization that the various communities had a common future were making headway. We discover that endogenous responses, neglected for many years by the political elite, often under the influence of Western allies, were able to resolve entrenched situations of violence. It becomes clear that the ostracism of the Fulani (and Kanuri around Lake Chad) is one of the key issues to be resolved, and that the treatment of imprisoned insurgents and the establishment of safe corridors and reception programs for returnees have a real influence on the state of dialogue with the VEs.

During the debate that followed, the participants, now benefiting from a decade of effective implementation of the PVE, were convinced of some strong ideas: knowledge of the facts and their analysis is fundamental to a good understanding of the public policies to be put in place; justice must prevail; politics is at the center of the PVE, listening is the main tool, dialogue, and among others religious dialogue, the main institutional instrument; the training of the DSF has direct consequences on the state of violence and cooperation (i.e., dialogue between States) a crying necessity. We must also avoid hiding from the truth: even if areas or states have not yet been affected, extreme violence can threaten them. Moreover, the PVE, with its panoply
of measures in favor of the populations, must be at the center of public policies even, and especially, where violence is already rampant.

4.3 The place of communities, youth and women in the definition of public PVE policies and their implementation

"The place of communities, youth and women in the definition of public PVE policies and their implementation" was the subject of the third plenary session. A panel of politicians (local and national) and civil society leaders took the opportunity to touch on an all too obvious reality of life in our states: women and youth are by far the most affected by VE. They are the actors and the victims. They are the same age, whether they are on one side or the other of the forces at play. They suffer and cause insecurity and at the same time participate in the co-security of their communities. If many positive dynamics were stated (women and youth do not remain inactive anywhere), the absence of their weight and participation in public policies was also widely denounced. For an effective approach to community life without violence, for the transmission of a culture of peace, local frameworks for dialogue are considered the central core of state PVE mechanisms. Women and youth must be integrated as quickly and as widely as possible into the management of community security because they are much better connected to local realities than most of the DSF, elected officials or administrative officials, and they know a lot but only pass on the information they possess when they feel safe.

In the debate that followed, there was a lot of talk about the current state of youth, its needs, its aspirations and the handicaps it faces in the face of the closed vision that the elders have of it. The whole relationship of trust and sincerity in dialogue was highlighted. This is clearly described in the numerous Resolutions of the United Nations, the African Union and the ECOWAS that concern both women and youth. It was also pointed out that if women manage to make themselves heard in urban areas, thanks to numerous civil society associations, they remain silent or unheard in rural areas. A clear distinction was made between "those in the room" and "those outside". Furthermore, the external expertise, whether international or local, that "looks into" these issues was questioned: our communities are difficult to penetrate, to get to know; they deserve a lot of "tact" in the approach because of the communication codes that differ in each case and their fear of the administration or the foreigner. Finding the right communication vehicle is difficult and takes time, allowing women to free their voice is a long-term undertaking. The example of the Far North of Cameroon allowed us to show how much women are at the center of the city, of the food and economic life of the community, of the education of future adults and of the dialogue with the insurgents. They are field agents, indispensable to the PVE. Together with youth, they make up more than 80% of the informal sector, both economic and political. Where are we going if we do not integrate them?

4.4 Human security for all: What are the spaces for dialogue between politicians, populations and Defense and Security Forces?

In the fourth plenary session, entitled "Human security for all: What are the spaces for dialogue between politicians, populations and Defense and Security Forces?", the introductory panel of experts showed the impressive evolution, especially around Lake Chad, of the DSFs mentality towards the VEs. While cooperation between states has improved, it is the soldiers' reactions that have changed the most: numerous platforms for dialogue between soldiers, between soldiers and administrations, and for training soldiers have been created. Political as well as military problems are discussed, such as how to deal with civilians, and in particular with the Fulani and Kanuri minorities. Consensus has been reached and the youngest soldiers can express their needs and feel that they are being listened to. While appropriate training for the DSF promotes peaceful dialogue, the army's communication is also very important: the DSF place their actions within political frameworks that concern all citizens and for which elected officials are primarily responsible.

During the lively debate that followed, several representatives of the various components of the DSF showed how spaces for dialogue facilitate their work, when they exist. Their
participation in peace forums, their dialogues in local languages, their respect for community traditions and traditional and religious leaders, their inter-army coordination, the real integration of non-criminal ex-insurgents into their ranks, their listening to the needs of the population, their fearless use of the media, and their awareness of the risk of their own radicalization, are all forms of dialogue with the DSF today. But this is not enough, according to some participants: the different levels of dialogue must be enshrined in law, monitored to ensure that they are working, and a dynamic of peace and openness to the other must be established within all administrations, both civilian and military. It is also imperative that justice, human rights and international humanitarian law prevail, starting with the DSF.

4.5 How to consolidate the PVE approach at the regional level?

The fifth and final plenary session addressed the delicate question: "How to consolidate the PVE approach at the regional level?" This was to open a pandora's box, and the panelists and participants, as courteous and friendly people as they are, gracefully carried out their task, as the subject can be annoying, according to some. It was indeed widely demonstrated that the absence of regular systemic dialogue between states considerably facilitated the territorial expansion of VE. While regular and specific exchanges do take place between some national intelligence services, the panelists mainly pointed out the deficiencies in inter-state information systems and in the large-scale coordination of joint actions that could facilitate and better understand the PVE (not to mention the obvious need for joint cross-border military actions). While the panel avoided placing the responsibility for this lack of cooperation on any one national or regional institution, it did not fail to consider the most effective ways to put in place a solid structure or structures to limit the action of the VEs. Thus, after stressing the importance of relying on one's own forces and not on those of foreign powers, panelists felt it was important to argue against sovereignty and a purely national reflex in all areas where cooperation is necessary: cybernetics, communication, environmental analysis, population movements, illegal financial flows, trafficking in arms and illicit products, criminal networks and their links with political and economic circles.

The debate that followed was just as courteous but more precise: it was abundantly emphasized that data sharing between government administrations and between states is very difficult. There is no tradition of knowledge sharing. It is dispersed in well-guarded spaces. But why are so many transnational and international institutions doing similar work, or the same lack of work, was it asked? ECOWAS should be at the center of the process of unifying regional knowledge and action since it includes almost all the states in the region. In this case, should not WAEMU and ECOWAS unify their PVE programs? Can the Accra Initiative help Burkina Faso get out of the difficult situation it is in? Who will help this country? Shouldn't migration and displacement be managed on a regional basis? All of this relates to local and cross-border governance. There is an urgent need to strengthen these links to fight transnational and international crime, to understand the criminal circuits. In addition, climate and environmental issues cannot be dealt with on a national basis. It is the whole region that is concerned. Common policies are essential, given the increasing scarcity of soil and subsoil resources, the disorderly exploitation of mining areas and forests, the evolution of pastoralism and the management of transhumance.
5. Summary of Conclusions

Gathered in Dakar from February 28 to March 2, 2023, more than a hundred participants from some twenty countries - ministers, senior government officials, senior military officers, national and local elected officials, community and civil society representatives, researchers, and officials from regional and international organizations - took part in the "Grand Rendezvous for the Prevention of Violent Extremism in West and Central Africa: Realities and Perspectives", organized by the United Nations Office for West Africa and the Sahel (UNOWAS), the Swiss Federal Department of Foreign Affairs (FDFA), and the Center for Advanced Studies in Defense and Security (CHEDS) of Senegal.

The general observation is that violent extremism and its various manifestations are spreading and continue to negatively impact states in West Africa, the Sahel, and Central Africa; they have not diminished since the UN Secretary-General launched his Action Plan for the Prevention of Violent Extremism (PVE) in December 2015, despite the efforts made at the military and security levels.

The participants discussed ways to prevent violent extremism by acting on its causes and reached the following conclusions, which they addressed to the States of the region, regional and subregional organizations, multilateral and bilateral partners, and all political, security and civil society leaders:

1. There is an urgent need to systematically engage in concerted action by all relevant actors on the root causes of this violence and their reduction, both locally and nationally, as well as at the regional and international level.

2. Explicit and substantial integration of the PVE into the public policies and strategies of states and organizations in the region, particularly ECOWAS, ECCAS and the African Union, as well as appropriate means and structures, are key to better integrate the prevention approach into the range of multidimensional responses to address the complexity of political, economic, social, and cultural factors that fuel violence.

3. The creation of spaces for dialogue, at the local, national, cross-border and regional levels, must be promoted as a central tool for violence prevention. Indeed, the existence of such spaces is essential to strengthen trust and solidarity in the relationship between states and citizens and the participation of all in public governance. The dialogue should be respectful of the local contexts, adapted to the culture and inscribed in a dynamic of listening. Political leaders and elected officials have the primary responsibility to open and facilitate such spaces or frameworks for dialogue. Dialogue must be ongoing.

4. The participation of local communities in decisions that affect them is a guarantee of their security, development and peace. The effective existence of structures for political and social dialogue between the State and local communities, as well as the effective implementation of decentralization as an institutional policy, are central instruments of public governance. Strengthening these links requires an increased role for local authorities, local elected officials and customary and religious leaders.

5. The defense and security forces (DSF), often the sole providers of state services in remote areas, have an active role to play in the PVE through a citizen-centered approach to human security. Adapting security governance reform to the local context is essential, even in countries unaffected by VE. Integrating PVE into the doctrines, mandates, operational frameworks, and training of DSF is necessary to serve the population. In this regard, dialogue between political leaders and the SDF, between the SDF and the population, and between the DSF themselves is essential. It is important to capitalize on good practices, such as participatory community security systems, the Army-Nation concept, and the alignment of national security strategies with human security principles.
6. **Justice and respect for rights** are basic human needs. Working to ensure social justice, eliminate corruption, and reduce abuse, exclusion, human rights violations, impunity, and failures of the justice system is at the heart of the prevention effort. **Dialogue between justice actors and communities** allows for better access and mutual understanding for the resolution of disputes and conflicts. Ensuring the **rule of law** is essential for a relationship of trust between the citizen and the state. The use of **traditional conflict resolution mechanisms** also helps to satisfy the need for justice.

7. Giving **youth** a full place in decisions that affect them will be crucial to ensure that the current crisis does not bear the seeds of the next one. It is necessary to ensure spaces where youth can express their concerns, propose solutions and actively participate in their implementation. The promotion of **intergenerational dialogue** also fosters mutual understanding and acceptance. The strengthening of **formal and informal education** for all is one of the fundamental levers of the PVE.

8. The role of **women** in preserving peace in their society, while respecting their specificities and roles within communities, is more essential than ever. Including women in decision-making centers, including political and security ones, and making use of their cohesive strength within communities and families are PVE actions that must be fundamentally reinforced.

9. Strengthening **communication** between the various actors through appropriate channels (community radio, social networks and traditional media) and actively using these channels as vectors of cohesion and peace are likely to strengthen the PVE.

10. It is essential to take better account of the challenges of **land governance, natural resources, and climate change in relation to security**, and to forge new partnerships to address them effectively.

11. Promoting **cross-border cooperation** in connection with peace and security issues, actively involving local authorities and communities, makes it possible to create spaces that are useful for local life, where the different lifestyles of the populations can find their best balance.

12. Actors responsible for developing and implementing PVE policies and responses are encouraged to take ownership of the results of **research work** and analysis.

13. It is essential to invest in **capacity building for the PVE**, through PVE training programs, such as the one proposed by the African Union in partnership with Switzerland, or by integrating the PVE into the curricula of government and DSF training schools. Strengthening the acquisition of dialogue tools at the level of communities and local leaders is also recommended.

14. **Periodic sharing at the regional level** of experiences and progress must continue, in formal or informal settings, to build commitment and practice for violence prevention.

15. **Regional and continental organizations** have an active role to play in promoting the PVE approach. Formal inclusion of the PVE in the texts, active monitoring of their implementation by dedicated entities, as well as the establishment of institutional frameworks for consultation, are likely to strengthen this mobilization, in a coordinated manner, for sustainable solutions to the root causes of violence.

16. By providing technical and financial support, and by facilitating spaces for dialogue such as this Grand Rendez-vous for the PVE, **multilateral and bilateral partners** are actively contributing to a real integration of the PVE as an alternative response to armed violence.

Done in Dakar, on March 2, 2023.
Annex – Useful links


Website UNOWAS – https://unowas.unmissions.org/

Website CHEDS – https://cheds.gouv.sn