



KENYA'S NATIONAL ACTION PLAN AGAINST HATE SPEECH AND RADICAL IDEOLOGIES

KOICA
Korea International
Cooperation Agency



CONTENTS

Contents.....2

Abbreviations and Acronyms.....3

Foreword..... 4

I. Introduction..... 5

II. Background..... .6

III. Objectives.....7

IV.Mapping of actors involved in addressing hate speech in Kenya.....8

V.Priorities for addressing hate speech and the dissemination of Radical Ideologies (short and long term).....20

VI.Plan of Action.....20

VII.Challenges and Opportunities for implementation.....25

VIII.Conclusions.....26

IX.References.....27

ABBREVIATIONS AND ACRONYMS

CA	Communication Authority of Kenya
COK	Constitution of Kenya
CSO	Civil Society Organization
DCI	Directorate of Criminal Investigation
HS	Hate Speech
ICC	International Criminal Court
KIPPRA	Kenya Institute of Public Policy Research and Analysis
KNCHR	Kenya National Commission on Human Rights
NCIC	National Cohesion and Integration Commission
NSC	National Steering Committee on Peacebuilding and Conflict Management
OSAPG	Office of the Special Advisor on Prevention of Genocide

FOREWORD

The National Cohesion and Integration Commission (NCIC) was established against the backdrop of Kenya's painful experiences with ethnic polarization and electoral violence, particularly the 2007/2008 post-election crisis. Since then, the Commission has worked tirelessly to promote national cohesion, integration and peaceful coexistence through research, policy development, public engagement and the enforcement of the National Cohesion and Integration Act (2008).

Over the years, significant progress has been made in combating hate speech, addressing discrimination and building inclusive communities. Guided by the Kenya National Action Plan (KNAP) Against Hate Speech and Radical Ideologies, NCIC has created a structured framework for preventing, countering and responding to hate speech and related risks. This has been achieved through strategic partnerships with government agencies, civil society, faith-based organizations and communities across the country. By aligning national efforts with global best practices, the Commission has fostered resilience against divisive rhetoric, violent extremism and radical ideologies, particularly in online spaces.

As Kenya steadily approaches the 2027 General Elections, NCIC is intensifying its interventions to ensure that the electoral environment remains peaceful, inclusive and secure. Building on lessons learnt from past electoral cycles, the Commission has strengthened its Early Warning and Early Response (EWER) mechanisms, enhanced collaboration with security agencies and expanded civic education programs targeting the youth, women and marginalized groups. Furthermore, NCIC is deepening its work with political parties, media houses and technology platforms to curb the spread of hate speech and coded political messaging that often inflames tensions.

The road to 2027 presents both opportunities and challenges. It demands vigilance, innovation, and collective action. The Commission recognizes that the fight against hate speech and radical ideologies cannot be won in isolation. It calls upon all stakeholders, that is, government institutions, political actors, civil society groups, religious leaders, the private sector, media, and citizens, to all stand united in rejecting divisive narratives and embracing Kenya's shared destiny.

With steadfast commitment, NCIC reaffirms its vision of "a peaceful, united and inclusive Kenyan society." As we prepare for the 2027 elections, let us collectively uphold peace, tolerance, and national cohesion, ensuring that our democracy continues to flourish in an environment free of hate speech and radical ideologies.



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I. INTRODUCTION

In response to the growing threat of hate speech in Kenya’s socio-political landscape, the National Cohesion and Integration Commission (NCIC) developed the Kenya National Action Plan (KNAP) Against Hate Speech in 2021. The Plan provided a structured national framework to prevent, counter, and respond to hate speech by aligning efforts across government institutions, civil society, and communities. Grounded in Kenya’s Constitution, the National Cohesion and Integration Act (2008), and relevant strategies such as the National Strategy to Counter Violent Extremism (NSCVE) and the NAP on Preventing Violent Extremism (2020), the KNAP emphasized building resilience at the individual, community, and institutional levels to deter hate-driven narratives and incitement.

Recognizing the increasing intersection between hate speech and radical ideologies — particularly in online spaces, political rhetoric, and among marginalized or disillusioned populations, the Commission is now updating and mainstreaming the KNAP to integrate a strong focus on the prevention of radical ideologies. This shift reflects an evolving risk environment, where divisive narratives, violent extremism, and coded political speech often coexist and reinforce one another. By mainstreaming radical ideology prevention, the KNAP takes on a broader and more preventive role, including addressing speech and ideologies that fall outside the legal threshold but still undermine peace and social cohesion .

The revised KNAP therefore functions as both a national coordination tool and a policy framework that unites diverse stakeholders, including public institutions, faith leaders, media actors, youth and women’s groups to collaboratively counter hate speech and radical ideologies. Through this updated framework, the Commission aims to embed peacebuilding, civic education, and early warning mechanisms across all sectors of society. The mainstreamed KNAP signals Kenya’s deepening national commitment to protect democratic gains, build inclusive communities, and prevent the escalation of dangerous speech into organized violence⁵.

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1. National Cohesion and Integration Commission (NCIC). (2021). *Kenya National Action Plan Against Hate Speech*
 2. Republic of Kenya. (2008). *National Cohesion and Integration Act*. Available at: <https://ncic.go.ke/>
 3. NCIC. (2022). *Trends and Pasterns of Hate Speech and Radicalization in Kenya. Internal Monitoring Report*.
 4. UNDP Kenya. (2023). *Strengthening Social Cohesion through Localized Prevention of Violent Extremism* <https://www.undp.org/kenya>
 5. United Nations. (2019). *UN Strategy and Plan of Action on Hate Speech UN Strategy and Plan of Action on Hate Speech*. <https://www.un.org/en/genocideprevention/hate-speech-strategy.shtml>

II. BACKGROUND

Kenya's history of electoral violence—particularly in 1992, 2007/08, 2013, and 2017—has been marked by ethnic tension, hate speech, and political incitement. The 2007/08 post-election violence claimed over 1,500 lives, displaced more than 650,000 people, and resulted in widespread destruction of property and long-term trauma among affected communities⁶. Despite the adoption of the 2010 Constitution and the enactment of the National Cohesion and Integration Act (NCI Act), recurring violence during elections continues to reflect unresolved structural inequalities. Sexual and gender-based violence (SGBV) has remained a constant feature, especially targeting women candidates and vulnerable groups⁷.

Hate speech, often weaponized by political actors, continues to undermine national cohesion. Political elites frequently exploit unresolved grievances—such as land injustices, historical marginalization, and youth unemployment—to sow division and incite communities against each other⁸. This manipulation of ethnic identity is not only visible in political rallies and public gatherings but also finds space in vernacular media, faith-based settings, and cultural platforms.

To counter hate speech, the NCI Act Cap 7(N) criminalizes incitement and ethnic contempt, prescribing penalties of up to KES 1 million or imprisonment of up to three years⁹. The NCIC has taken proactive steps, including the development of the Media Guidelines on Hate Speech and a Training Manual for Investigators and Prosecutors, and established symbolic accountability tools like the “Wall of Shame” and “Wall of Fame” to promote responsible leadership¹⁰. Despite these efforts, conviction rates remain low due to judicial backlogs, weak evidence chains, and gaps in investigative capacity¹¹.

In recent years, the challenge has evolved beyond traditional hate speech into the digital spread of radical ideologies, including ethno-nationalism, political extremism, and religious intolerance. These narratives, while not always prosecutable under current laws, create an ecosystem of hate, fear, and mistrust that can eventually trigger violence¹². Addressing these non-criminal but dangerous forms of speech requires a shift from reactive enforcement to proactive prevention.

Digital platforms have played a significant role in this shift. As of January 2021, Kenya had 11 million social media users and 59.2 million mobile connections¹³. The anonymity, speed, and amplification power of online platforms have increased the reach of hate speech and extremist content. NCIC reports that by 2022, over 50% of hate speech cases under investigation had originated from social media platforms, with perpetrators including politicians, bloggers, and religious leaders¹⁴.

6. CIPEV (2008). *Report of the Commission of Inquiry into Post-Election Violence (Waki Report)*

7. Kenya National Commission on Human Rights (KNCHR). (2018). *Sill a Mirage: The State of Accountability for Post-Election SGBV in Kenya*

8. National Cohesion and Integration Commission (NCIC). (2020). *Ethnic and Political Profiling Report*

9. National Cohesion and Integration Act (2008), Section 13.

10. NCIC (2019). *Media Guidelines on Hate Speech*; NCIC (2020). *Training Manual for Investigators and Prosecutors*

11. Office of the Director of Public Prosecution (ODPP). (2022). *Annual Performance Report*.

To respond to this growing threat, NCIC is now mainstreaming radical ideologies into the Kenya National Action Plan (KNAP) against hate speech. This updated KNAP adopts a whole-of-society approach and integrates peacebuilding, gender equality, media accountability, and community resilience. It builds on existing legal and policy frameworks—including the Constitution of Kenya, the Penal Code, the Media Act, and Vision 2030—and reflects Kenya’s commitment to preventing violent extremism in line with international frameworks such as the UN Plan of Action to Prevent Violent Extremism¹⁵ and the African Union’s “Silencing the Guns” initiative.

III. OBJECTIVES.

The main objective of the Kenya National Action Plan against Hate Speech and Radical Ideologies is to prevent, respond to, and mitigate the impact of hate speech and radical ideologies in Kenya through a coordinated, inclusive, and multi-sectoral approach that promotes national cohesion, peaceful coexistence, and respect for human rights.

The specific objectives of this National Action Plan are to:

1. To strengthen institutional, legal, and policy frameworks for the effective prevention, detection, and response to hate speech and radical ideologies at national and county levels.
2. To build awareness, resilience, and capacity among communities, state actors, media, and civil society to counter harmful narratives, promote social cohesion, and prevent radical ideologies.
3. To promote responsible and ethical use of digital media and emerging technologies to prevent the spread of hate speech and radical content, while advancing digital literacy and online safety.
4. To enhance coordination, research, and data-driven approaches for evidence-based programming, multi-stakeholder collaboration, and sustained action against hate speech and radical ideologies.

12. UNESCO (2021). *Addressing Hate Speech Online*; UNDP (2023). *Preventing Violent Extremism in Africa*

13. Hootsuite & We Are Social. (2021). *Digital Kenya Report*.

14. NCIC (2022). *Annual Hate Speech Investigations Report*

15. United Nations (2016). *Plan of Action to Prevent Violent Extremism*; African Union (2020). *Silencing the Guns: Roadmap 2020–2030*

IV. MAPPING OF ACTORS INVOLVED IN ADDRESSING HATE SPEECH AND RADICAL IDEOLOGIES IN KENYA.

There is an array of stakeholders who work towards preventing, countering and addressing the effects of hate speech and radical ideologies in Kenya. All these actors bring different and distinct qualities to the process of combating hate speech and radical ideologies.

Mapping Of Actors Involved In Addressing Hate Speech And Radical Ideologies In Kenya.

Actor	Focus	Ongoing Activities
NCIC	Investigation	<ul style="list-style-type: none"> ● Carry out research and inquiry on hate speech and related offences ● Gather evidence on perpetrators of hate speech and radical ideologies. ● Attend court as witnesses and to track the court process
	Monitoring	<ul style="list-style-type: none"> ● Procure and distribute monitoring gadgets to investigations agencies ● Monitoring of public spaces, mainstream, digital, and social media to detect incidences of hate speech and radical ideologies. ● Deployment of peace and cohesion monitors, particularly during electioneering periods
	Empowerment of various stakeholders	<ul style="list-style-type: none"> ● Training of Investigators, prosecutors, criminal justice actors, local security actors ● Public Awareness and sensitization
	Community empowerment	<ul style="list-style-type: none"> ● Promote conflict mitigation ● Address ethnic discrimination and structural

Actor	Focus	Ongoing Activities
		<p>inequalities</p> <ul style="list-style-type: none"> ● Involve and engage members of vulnerable groups eg women, youth, minorities and persons living with disability . ● Build capacity of communities and institutions to promote cohesion ● Lobby for cohesion friendly legal frameworks ● Commission scientific research into national cohesion and integration
	Conciliation	<ul style="list-style-type: none"> ● Develop tools to govern the conciliation process of hate speech ● Constitute a conciliation committee as need arises ● Undertake conciliation between perpetrators and complainants of hate speech and radical ideologies.
	Collaboration and Partnerships	<ul style="list-style-type: none"> ● Lead a multi-sectorial team on elimination of hate speech ● Lobby for partnerships in dealing with hate speech ● Undertake hotspot mapping and scenario building ● Develop and implement National strategies
NCTC	Conduct public awareness on prevention of terrorism	<ul style="list-style-type: none"> ● Assist in building national resilience to shrink the pool of individuals advancing radical ideologies
	Development of strategies	<ul style="list-style-type: none"> ● Develop strategies to mitigate radical ideologies and violent extremism
	facilitate capacity building for counter-terrorism stakeholders;	<ul style="list-style-type: none"> ● Organize, conduct, train and offer technical support on County Action Plans, early warning, and CVE coordination

Actor	Focus	Ongoing Activities
Ministry of Interior and Co-ordination of National Government	<p>Monitor radical ideologies and narratives</p> <p>Monitoring</p> <p>Hate Speech Prevention</p>	<ul style="list-style-type: none"> ● Coordinate through multi-agency approach ● Set up of National Command Centre on Election Security ● Prevent hate speech through resolution of community disputes through District Peace Committees, National Government Administration Officers and nyumba kumi
National Steering Committee on Peacebuilding and Conflict Management (NSC)	Fostering national unity	<ul style="list-style-type: none"> ● Provide the lead on national cohesion by using the presidency as a symbol of National unity ● Initiate and realize national conversations that reach out to everyone regardless of their ethnicity, religion, region or race
National Steering Committee on Peacebuilding and Conflict Management (NSC)	Peace building and conflict management	<ul style="list-style-type: none"> ● Set up and build the capacity of county peace forums ● Monitor elections ● Train and capacity build CSOs and grassroots organizations ● Generate and implement Peace dividend programs in communities
ODPP	Prosecution	<ul style="list-style-type: none"> ● Undertake criminal proceedings against perpetrators of hate speech based on evidence collected ● Recommend investigation of hate speech Perpetrators; ● Appointment of special prosecutors to handle hate speech cases.

Actor	Focus	Ongoing Activities
Directorate of Criminal Investigations	Investigation	<ul style="list-style-type: none"> ● Contribute to law reforms on hate speech. ● In conjunction with the NCIC carry out investigations on hate speech and radical ideologies. ● Collect and provide intelligence on hate speech ● Bond witnesses during prosecution ● Retrieval of digital evidence
Witness Protection Agency	Monitoring Provide Witness Protection	<ul style="list-style-type: none"> ● Detect and prevent incidences of hate speech and radical ideologies ● Establish and maintain a witness protection program for witnesses in hate speech cases; ● Provide testimonial evidence to the justice system on behalf of witnesses of hate speech and radical ideologies
Judiciary	Case Determination and management	<ul style="list-style-type: none"> ● Hear and determine hate speech cases ● Establish practice directions on hate speech and radical ideologies ● Set up special courts on hate speech and ethnic contempt
Treasury	Financial Support	<ul style="list-style-type: none"> ● Provide resources to NCIC and other government stakeholders involved in combating hate speech ● Facilitate collaboration with the international community and development partners willing to support mitigation of hate speech
Technology Companies; Social	Regulation	<ul style="list-style-type: none"> ● Generate regulations that discourage hate speech

Actor	Focus	Ongoing Activities
Media Companies (local and int'l)		<p>perpetration on their various platforms</p> <ul style="list-style-type: none"> ● Regulation of content through local moderators ● Self-regulation
	Investigation	<ul style="list-style-type: none"> ● Investigate and pull down hate speech content
	Partnership	<ul style="list-style-type: none"> ● Partner with social media platforms
	Accountability	<ul style="list-style-type: none"> ● Require their members to subscribe to the Peace and Political Decency Charter ● Investigate and report their members who commit hate speech and radicalize the public ● Put in place measures to sanction members who perpetrate hate speech ● Take responsibility on behalf of their members ● Punish the deviant political party members and aspirants ● Promote peace messages.
Registrar of Political Parties	Peace champions	<ul style="list-style-type: none"> ● Organize awareness raising forums targeting political aspirants ● Undertake public and civic education ● Award badges of honor to the best performing aspirants in promoting cohesion and integration
	Regulation and Enforcement	<ul style="list-style-type: none"> ● Monitor conduct of political parties in respect of hate speech and radical Ideologies ● Sanction political parties and their members ● Collaborate with oversight institutions such as NCIC, IEBC, ODPP, and other agencies to ensure that political party actors who engage in hate speech or propagate radical ideologies are held

Actor	Focus	Ongoing Activities
Parliament, Kenya Law Reform Commission and Office of the Attorney General	Legal Frameworks	<ul style="list-style-type: none"> Promote civic education within party structures to counter polarizing narratives and build resilience against ideological manipulation. Ensure full compliance by political parties with existing guidelines on responsible language, especially during campaigns and public engagement. Enact and amend laws that enable effective handling of hate speech and Radical Ideologies in consultation with AG Institute legislation Oversight for other key Government actors Organize sensitization and awareness raising efforts on hate speech Allocate adequate funds to relevant actors tackling hate speech and radical Ideologies
IEBC	Electoral management; Deliver free, fair, credible, verifiable elections	<ul style="list-style-type: none"> Monitor and sanction political actors, parties, and candidates who engage in hate speech, incitement, or extremist rhetoric during electoral processes. Clearance of candidates and political parties Enforce strict adherence to electoral laws, and electoral code of conduct during election cycles Facilitate civic and voter education campaigns that promote tolerance, non-violence, and respect for diversity in the electoral context. Work with NCIC, RPP, and security agencies to detect and respond to inflammatory language, hate speech, and politically motivated messaging.

Actor	Focus	Ongoing Activities
Kenya National Commission on Human Rights (KNCHR)	Human Rights Oversight & Advocacy	<ul style="list-style-type: none"> ● Oversee campaign platforms and public engagements to ensure political communication adheres to legal and ethical standards. ● Promote representation of women, youth, persons with disabilities, and marginalized groups in politics to counter exclusivist ideologies and build inclusive governance. ● Monitor and investigate human rights violations arising from hate speech and radicalization. ● Provide legal advisories on balancing freedom of expression with the limitation of hate speech. ● Advocate for the protection of victims' rights and access to justice.
Media Council of Kenya (MCK)	Media Regulation & Ethics	<ul style="list-style-type: none"> ● Enforce the Code of Conduct for the Practice of Journalism regarding inflammatory content. ● Monitor media houses and journalists to ensure ethical reporting on sensitive ethnic and political issues. ● Accredite journalists and provide training on conflict-sensitive reporting.
Ministry of Gender, Culture, the Arts and Heritage	Capacity Building Social Protection & Cultural Cohesion	<ul style="list-style-type: none"> ● Mainstream gender-responsive strategies to protect women and children from targeted hate speech and radical ideologies. ● Utilize cultural platforms and heritage sites to promote national values and traditional conflict-resolution mechanisms.

Actor	Focus	Ongoing Activities
Civil society organizations and Faith Based Organizations.	Monitoring	<ul style="list-style-type: none"> • Coordinate child protection services to prevent the recruitment of children into radical ideologies. ● Detection and monitoring of mainstream and social media to detect incidences of hate speech and Radical Ideologies ● Deploy peace and cohesion monitors particularly during electioneering periods and champion actions countering hate speech narratives ● Report incidences of hate speech & radical Ideologies
	Advocacy	<ul style="list-style-type: none"> ● Advocate and lobby for laws and policies that combat hate speech and radical Ideologies ● Speak out against instances of hate speech and radical ideologies ● Disseminate counter-narratives ● Provision of psychosocial support for victims of hate speech and radical Ideologies, and peace actors
	Public Awareness	<ul style="list-style-type: none"> ● Organize sensitization on the negative impact of hate speech and radical ideologies ● Disseminate public information and raise awareness on hate speech and radical Ideologies
	Promoting of cohesion and integration amongst Kenyans	<ul style="list-style-type: none"> ● Build capacity of Social Media Influencers ● Preach peace and use their platforms to condemn violence ● Stop politicians from using their platforms to spread hate speech and radical ideologies. ● Provide financial support for cohesion, integration

Actor	Focus	Ongoing Activities
Registrar of Societies		<p>and de radicalization initiatives</p> <ul style="list-style-type: none"> ● Organize and facilitate regular dialogue forums on hate speech and radical Ideologies
Private Sector	Financial Support	<ul style="list-style-type: none"> ● Monitor conduct of CSOs in respect of hate speech and radical Ideologies ● Sanction CSOs found to be promoting hate speech and radical ideologies ● Provide financial assistance to stakeholders that counter Hate Speech and Radical Ideologies
	Workplace Policies	<ul style="list-style-type: none"> ● Develop workplace policies against Hate Speech and spread of radical Ideologies
	Monitoring	<ul style="list-style-type: none"> ● Monitor and compile evidence for prosecution
Ministry of Information, Communications and the Digital Economy	Regulation	<ul style="list-style-type: none"> ● Develop and enforce regulations against hate speech and radical Ideologies for the communication industry (computer misuse and cybercrime act, broadcasting Regulations) ● Sanction media houses whenever they perpetuate hate speech and radical ideologies. ● Build capacity of State actors ● Regulate the media and communication industry ● Support other regulatory agencies in countering hate speech and the dissemination of radical Ideologies ● Collaborate with social media platforms for content moderation

Actor	Focus	Ongoing Activities
Communication Authority (CA)	Monitoring Regulation	<ul style="list-style-type: none"> ● Monitor compliance of mainstream and social media <p>Sanction media houses whenever they perpetuate hate speech and radical Ideologies</p> <ul style="list-style-type: none"> ● Enhance platform engagement and accountability ● Integrate early warning system to social media platforms ● Enhance requirements for local content moderation in Kenya ● Frequent reporting on flagged hate speech posts ● Digital literacy campaigns to teach citizens how to identify hate speech and report it ● Enhance notice and takedown mechanisms to escalate removal of content during elections and national emergencies
Mainstream Media	Sensitization	<ul style="list-style-type: none"> ● Provide platforms to sensitize the public on effects of Hate Speech and radical Ideologies ● Provide evidence and witnesses in Hate Speech and radical Ideologies cases ● Train community radio stations and other media actors on hate speech and dissemination of radical ideologies ● Target families with messaging on hate speech and the dissemination of radical ideologies
Ministry of Education (including TSC, KICD,)	Monitoring Education and Values	<ul style="list-style-type: none"> ● Monitor and report incidences of hate speech and radical Ideologies ● Deploy investigative journalists ● Incorporate Hate Speech and radical Ideologies in the educational curriculum ● Develop short audio programs on cohesion and

Actor	Focus	Ongoing Activities
Institutions of Higher Learning (CUE, TVETs)	Academia	<p>integration</p> <ul style="list-style-type: none"> ● Promote Amani Clubs with a special component on deterrence of hate speech ● Foster Character development education ● Undertake mentorship and leadership trainings for children and youths ● Undertake training of teachers on hate speech and radical Ideologies ● Conduct research and come up with reports and findings that can inform interventions ● Promote culture of tolerance and critical thinking through curriculum, mentorship and cultural activities ● Sensitization of students and staff on hate speech and radical Ideologies ● Review curriculum to incorporate peace and cohesion study programs
County Governments	Community Engagement and Early Warning	<ul style="list-style-type: none"> ● Establish and support community peace and cohesion committees to detect and report hate speech and radical Ideologies ● Facilitate dialogue forums among different ethnic, religious, and political groups to address grievances and foster unity ● Promote early warning and early response systems (EWER) at ward and village levels
	Civic Education and Awareness	<ul style="list-style-type: none"> ● Partner with civil society to conduct public awareness campaigns on the dangers of hate speech and violent extremism ● Integrate peacebuilding, tolerance, and diversity

Actor	Focus	Ongoing Activities
	Youth Empowerment and Economic Inclusion	<p>education into county development and youth programs</p> <ul style="list-style-type: none"> ● Provide skills, training, employment, and entrepreneurship programs for vulnerable youth who are often targeted by extremist groups or politicians spreading hate ● Create safe spaces and mentorship programs to keep youth positively engaged
	Regulation and Oversight of Local Media and Events	<ul style="list-style-type: none"> ● Monitor local FM stations, public barazas, and religious gatherings for inflammatory or divisive messaging ● Work with Communications Authority, NCTC and NCIC to regulate hate speech and the dissemination of radical Ideologies in vernacular media
	Integration into County Development Plans	<ul style="list-style-type: none"> ● Mainstream peacebuilding and cohesion goals into County Integrated Development Plans (CIDPs) and Annual Development Plans (ADPs) ● Allocate resources for programs that build social cohesion, counter radical Ideologies, and promote reconciliation in post-conflict areas
	Partnerships with National Agencies	<ul style="list-style-type: none"> ● Collaborate with NCIC, NCTC, IEBC, National Government Administrative Officers (NGAOs) and security agencies to share information and coordinate interventions
	Inclusion and Representation	<ul style="list-style-type: none"> ● Promote inclusion of minorities, women, youth and PWDs in county governance structures to reduce marginalization and feelings of exclusion ● Ensure equitable service delivery and resource allocation to avoid perceptions of bias that fuel ethnic resentment

V. Priorities for addressing hate speech and the dissemination of Radical Ideologies (short and long term)

This national action plan lays out the following short-term and long-term commitments. Short-term commitments will be implemented within 2 to 12 months, while long-term commitments will be implemented within 12 to 26 months.

VI. Plan of Action

This plan of action details the activities that shall be undertaken under each commitment and specifies the roles of different stakeholders in the implementation process.

Kenya's National Plan of Action on Hate Speech and Radical Ideologies

SHORT TERM PRIORITY

Commitments	Proposed activities	Outcome	Responsible actors
Monitor and analyze hate speech and Radical Ideologies	Monitor, collect, record, analyze and report hate speech and radical ideologies in public spaces	Increased deterrence in perpetrating hate speech and radical ideologies in public spaces	NCIC, NCTC DCI, Ministry of Interior, Kenya National Committee on Prevention of Genocide and Mass Atrocities & CSOs
	Monitor, collect, record, analyze and report Hate Speech and Radical Ideologies on social media	Reduced hate content on social media	CSOs, Media Agencies, NCIC & NCTC
Engage and support victims of Hate Speech	Offer psychosocial support for Victims of Hate Speech	Increased levels of social reconciliation	CSOs, Religious organizations and NCIC
	Undertake conciliation between perpetrators and victims of Hate Speech	Reduced retaliation and violence	NCIC
	Conduct gender analysis and interventions to empower women and youth against gender hate speech	Women and youths empowered to engage and mitigate effects of hate speech	National Gender and Equality Commission, Ministry of Public Service, Gender and Youth Affairs,

Commitments	Proposed activities	Outcome	Responsible actors
	Implement policy initiatives through law enforcement, judicial and other public officials. Recognize and reward the institutions fighting hate speech and shame the perpetrators/ spreaders of hate speech Enhance access to justice by providing legal aid and fairness to victims of Hate Speech	Improved community trust in government to handle hate speech Increased knowledge on the dangers of hate speech Increased deterrence on the commission of hate speech and relates offences	CSOs National Police Service, DCI, ODPP, Judiciary, Ministry of Interior. NCIC, Media, CSOs
Convening Relevant actors	Build partnerships to lay policy and programmatic interventions against hate speech	Sufficient financial and technical resources to combat hate speech	Judiciary, Law Society of Kenya, CSOs, KNCHR NCIC, Ministry of Interior and Coordination of local Government
Engage new and traditional media	Generate and disseminate online/ alternative narratives against hate speech and the dissemination of Radical Ideologies Empower social media users (bloggers, citizen journalists etc.) to engage responsibly online Build the capacity of mainstream media journalists to report using conflict sensitive means Strengthen self-regulation and codes of conduct Promote values of tolerance, non-discrimination and cohesion through public engagement	Dilute hate content on online platforms More responsible use of social media Increased utilization of peace journalism Reduced hate speech from members or users Enhanced resilience among the public against manipulation through hate speech	CSOs, NCIC, NCTC NCIC, CSOs, Media Media, NCIC, CSOs Political Parties, Media, IT Companies Media, CSOs & KNCHR
Research and Technology	Undertake research on the use of social	Increased knowledge on	Academia, NCIC, KIPPRA

Commitments	Proposed activities	Outcome	Responsible actors
	media for the dissemination of hate speech and Radical ideologies	the irresponsible use of social media and the mitigation factors	
	Operationalize an early warning and rapid response system across the country	Increased prevention of violence	NSC, NCIC,
	Undertake a national survey of the status of cohesion in the country (social cohesion Index)	Increased knowledge on the indicators of social cohesion	NCIC, KIPPRA
	Promote the use of technology in the monitoring and analysis of hate speech and dissemination of Radical Ideologies incidences on social media and support actions against hate speech and the dissemination of radical Ideologies	Improved tracking of hate speech and the dissemination of radical ideologies on online spaces	Tech Companies
Advocacy	Highlight trends of hate speech and the dissemination of Radical ideologies	Enhanced awareness on the dangers of hate speech and the dissemination of radical ideologies	NCIC, Academia
	Carry out campaigns against hate online and offline	Reduced incidences of hate speech and the dissemination of radical ideologies	CSOs, NCIC
	Lobby for adoption of relevant policies and guidelines	Empowered legal and policy frameworks to combat hate speech and the dissemination of radical Ideologies	CSOs, NCIC
	Express solidarity with targeted/vulnerable groups	Improved capacity for atrocity preventions	CSOs, NCIC
	Develop workplace policies against	More safer spaces and	ALL

Commitments	Proposed activities	Outcome	Responsible actors
	perpetration and perpetuation of hate speech Enact relevant laws to improve hate speech management in Kenya organizations	reduced hate speech at workplaces Effective institutions and agencies More responsible social media	Government of Kenya, Parliament, & Government Agencies
Leveraging Partnerships on	Map the capacity of institutions involved in hate speech management and generate policy options for improvement Train the justice sector actors on hate speech management	Improved capacities of institutions that counter hate speech and radical ideologies Improved enforcement process and hate speech case management	CSOs, NCIC NPS, Judiciary, ODPP
LONG-TERM PRIORITY			
Address root causes, drivers and actors of hate speech and the dissemination of radical ideologies	Ensure equitable representation of all gender and ethnic groups in public employment Implement conflict prevention, mediation and transformation Audit of public service delivery by ethnicity	Enhanced feelings of belonging to Kenya by all gender and ethnic communities Increased reconciliation within the society Enhanced Equality and equity across the nation	State and private institutions NCIC, CSOs, National and County Governments NCIC, CSOs, Public Service Commission, Commission on Administrative Justice
Use Education as a tool for addressing and countering hate speech and the dissemination of	Establish Amani Clubs in more schools Integrate cohesion principles in the school curriculum	More safe spaces for negotiating solutions to existing conflicts Reinforce the impact of education on future	NCIC, Ministry of Education KICD, Ministry of Education

Commitments	Proposed activities	Outcome	Responsible actors
radical ideologies	Establish clubs for youths who are out of school and infuse cohesion in informal programs such as rites of passage	Established safe spaces for youths who are out of school	Youth groups, Councils and religious leaders

VII. CHALLENGES AND OPPORTUNITIES FOR IMPLEMENTATION

A. Challenges

The country has faced several challenges in its effort to combat hate speech radical ideologies;. These are discussed below:

- Uncoordinated actions from various actors on hate speech and radical ideologies: The lack of coordination of key state and non-state actors across the country results into the duplication of activities and functions. The potential for synergy exists and should be taken advantage of.
- Proliferation of Online hate speech and radical ideologies: This remains a major challenge for the NCIC going forward, particularly as internet penetration continues to grow across Kenya
- Use of pseudo names and accounts: Online hate mongers use fake and pseudo names and accounts therefore making it difficult to identify them
- Electronic evidence Act: The Kenyan law allows electronic and digital evidence provided that the threshold set by the law is met. It is therefore not automatic for the same to be admissible as there are a further set of requirements that must be met before the same is admissible. This is provided for in Section 106 B of the Evidence Act. The provisions are quite technical but the most important thing to note is that electronic evidence on its own will not be admitted unless it has been authenticated usually by an expert.
- Weak legal backing when it comes to the war on hate speech: NCIC is unable to fulfill its mandate due to lack of clarity on hate speech laws. Hate speech vs free speech. Kenya also suffers from weak implementation of laws and prosecution processes.
- Jurisdictional challenges: Some of the individuals who propagate hate speech in Kenya whether online or offline do not live in Kenya making it hard for Kenyan courts to prosecute the suspects since they operate in a different jurisdiction.
- Inadequate understanding of what constitutes hate speech by the public: Kenyan citizens do not understand comprehensively what constitute hate speech and what is freedom of association and expression. Between 2018 and 2022, over 70% of the complaints filed at the Commission were dismissed or referred to other agencies because they did not constitute hate speech as defined by the NCI Act.
- Limited investigative capacity: There is limited capacity to investigate hate speech in Kenya due to existing inadequacy in human resource, financial and equipment requirements. The problem is further compounded by lack of digital software that are crucial for detection and tracking of online hate speech.
- Interference with the investigations and prosecution of cases: Most hate speech suspects are politicians or individuals allied with powerful politicians. Political interference has influenced the enforcement, investigations and/or judicial processes during the processing of hate speech cases. This is aggravated by the fact that the NCI Act can be repealed on the floor of Parliament.

- Intimidation of key witnesses: The prosecution witnesses on hate speech cases face intimidation from perpetrators or their representatives, or are influenced to withdraw their testimonies. There are cases where witnesses withdrew, citing threats, intimidation, or fear of reprisals particularly of cases involving high profile politicians.
- Limited funding for the hate speech work: NCIC is underfunded and understaffed making it more difficult to monitor hate speech across the country.
- Low trust in Government institutions charged with dealing with issues of hate speech: There is a perception bias by the public against the Commission. The fact that few prosecutions have ended in successful convictions cements this negative bias.
- Definition of hate speech is limited to ethnicity, race and religion leaving out a major issue that plays out during elections. There is no clear focus on dealing with hate speech that centers on women. Gender based violence is rampant during elections and one of the major tools used against women is hate speech/slur.

B. Opportunities for implementation

Legal Framework: Kenya has several laws and policies that support the fight against hate speech and radical ideologies. These include, but are not limited to, the Constitution of Kenya, the NCI Act, the Media Act, the Computer Misuse and Cybercrimes Act, the Kenya Information and Communications Act, and the Penal Code.

Existence of other organizations that seek to combat Hate Speech and willingness to build synergy: Hate speech management can leverage on the work of other agencies like CSOs, Religious Organizations, Media and the Private Sector. The religious sector presents a consistent weekly opportunity to engage the masses. CSOs have substantial capacity to raise awareness and lobby for policy adoption. The private sector can offer financial support to hate speech management efforts. Mass media has the capacity for wide outreach across the country.

Strategic Partnerships: There is room to strike and benefit from non-traditional partners in the fight against hate speech. These include UN agencies, IT companies, international organizations and mainstream government including the Ministry of ICT and Digital Economy.

VII. CONCLUSIONS

This National Action Plan is the first step towards providing a comprehensive and coherent approach towards tackling hate speech and radical ideologies in the country. It acknowledges the unique strengths and contributions of each actor, including the community, in this fight. Using a whole of society approach in the implementation of this Plan of Action will accelerate the attainment of its objectives by reducing duplication of efforts, providing guidelines and emphasizing points of synergy between actors.

This National Plan of Action is a living document that will be updated consultatively on periodic basis by all the relevant stakeholders.

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