

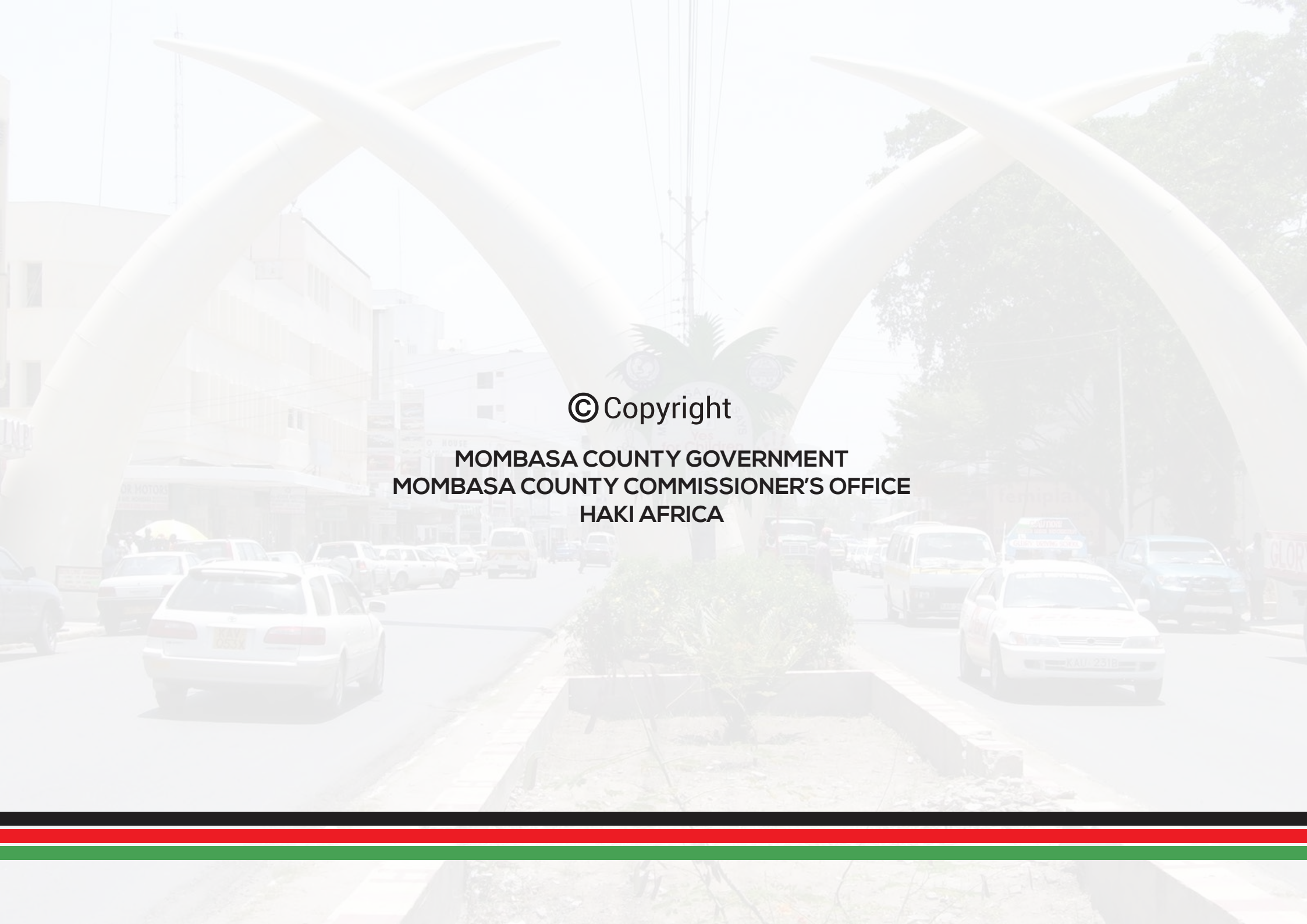


MOMBASA COUNTY ACTION PLAN

FOR PREVENTING AND COUNTERING VIOLENT EXTREMISM

2017 - 2022

ENHANCING PARTNERSHIP IN COUNTERING VIOLENT EXTREMISM



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**MOMBASA COUNTY GOVERNMENT
MOMBASA COUNTY COMMISSIONER'S OFFICE
HAKI AFRICA**

ACKNOWLEDGEMENT

The Mombasa County Action Plan for Preventing and Countering Violent Extremism (MCAP-PCVE) is an outcome of several months of dialogue amongst different stakeholders. The process involved both desk reviews of various sources of data, field research and discussions linking National and County government officials in Mombasa. Representatives from the National Government's security authorities included National Counter Terrorism Centre, Kenya National Police Service, Anti-Terrorism Police Unit (ATPU) and the Office of the County Commissioner of Mombasa. The County Commissioner of Mombasa dedicated his personal time and his office's resources to ensure that MCAP-PCVE wins the National government's support. He gracefully accepted to domicile the plan in his office and jointly with the Governor of Mombasa, chaired the County CVE Committee which involved several actors in Mombasa County.

We recognize the immense support provided by Governor Ali Hassan Joho, the Senator Hassan Omar Sarai and Members of Parliament from Mombasa who made significant contributions including Hon Abdulswamad Sharraf Nassir of Mvita Constituency. The County Government was represented by the Governor himself, selected County Executive Members including the County Executive Committee member in charge of Children (Mr Tendai Lewa Mtana), County Executive Committee member in charge of Tourism (Tawfiq Balala), the County Director in charge of Gender (Esther Ingolo), different County departments and the County Assembly.

The National Counter Terrorism Centre (NCTC) through its co-ordinator Mr. Ben Gachichio provided unwavering technical expertise to the process. He was always available to educate the Steering Committee on the nine pillars of the National CVE strategy and how these related to the Mombasa County Action Plan.

Several stakeholders were engaged in a number of fora which provided significant feedback for content development of this Action Plan. These fora included: Charitable Children Institutions, Association of Professional Counsellors, Mombasa Civil Society Organizations (CSOs), District Peace Committees (DPCs), religious leaders, police officers, persons with disability, psychologists, youths, university students and women among others. These sectoral consultative meetings were conducted between the months of January 2016 and March 2017.

We further mention HAKI Africa whose funding from BRICS supported the entire development of this Action Plan. We also acknowledge the significant role played by the following members of the steering committee in co-ordinating the process: Esther Idza, Joanne Monene and Joan Chebet of the County Commissioner's office; Tendai Lewa, Esther Ingolo, Tawfiq Balala and Mohamed Daghar of Mombasa County Government; Munira Hamisi and Tima Keilah Ochiel from Strong Cities Network, Gabriel Ndungu of The Foundation for Law & Governance, Simon Katee of Juhudi; Fredrick Okado of Muhuri; Nancy Leila of GNRC; Yusuf Mwalago of CIPK, Maureen Mwadime of KNCHR; Joseph Syanda and Kibwana of KECOSCE, Zedekiah Adika of Kituo cha Sheria; Hussein Khalid, Salma Hemed, Mariam Zaunga, Esther Ngure and Wevyn Muganda of HAKI Africa.

Formulation of this Action Plan has been led by Dr. Steve Ouma Akoth of Images and Imaginations Inquiry Group who were the lead consultant. Prof. Hamadi Boga, the vice Chancellor of the Taita Taveta University, provided technical support and Japheth Oluoch Ogola played a key role in documenting the process and assisting in drafting of the report.

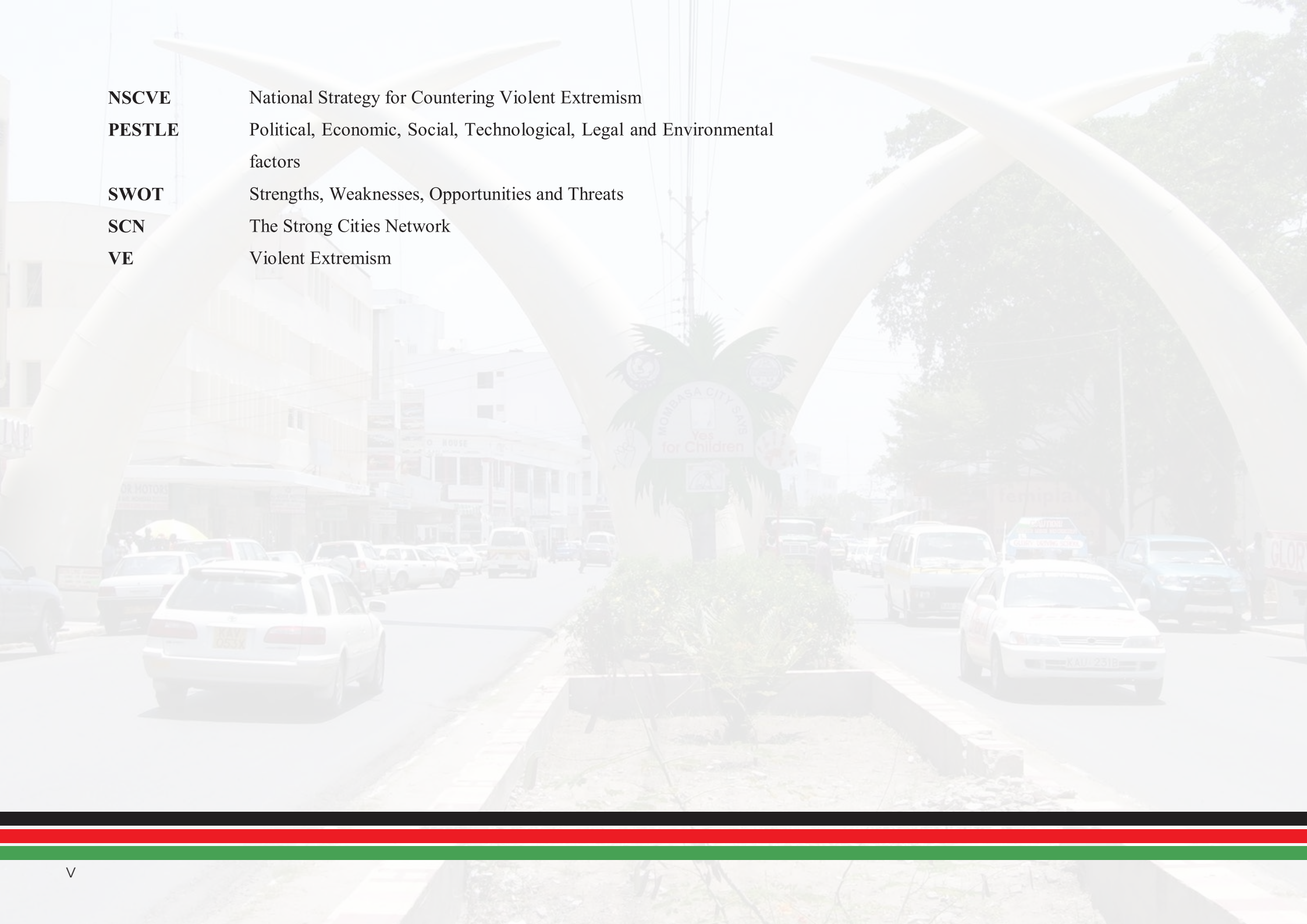
Finally, we thank the media outlets which participated and offered coverage for the development process of the County CVE Action Plan.

The following partner civil society organisations were instrumental in the development of this action plan:

1. Action Aid
2. Advocacy for Women in Peace and Security Africa (AWAPSA)
3. Angaza Empowerment Network
4. Centre for Development and Peace (CDP) Kenya
5. Coast Education Centre
6. Coast Interfaith Council of Clerics (CICC)
7. Council of Imams and Preachers of Kenya (CIPK)
8. Coast Women in Development (CWID)
9. Family Health Options Kenya
10. HAKI Africa
11. Haki Centre
12. Hatua Likoni
13. Human Rights Agenda (HURIA)
14. Juhudi Community Support Centre
15. Kenin
16. Kenya Community Support Centre (KECOSCE)
17. Kenya Land Alliance (KLA) – Coast
18. Kenya Muslim Women Alliance (KMWA)
19. Kituo Cha Sheria
20. Kwacha Africa
21. Lenngo
22. Likoni Community Development Program (Licodep)
23. Muslim Education and Welfare Association (MEWA)
24. Muslims for Human Rights (MUHURI)
25. Manyatta Youth Entertainment
26. National Council of Churches of Kenya (NCCCK)
27. Reachout Centre
28. Solidarity with Women in Distress (SOLWODI)
29. Stretchers Youth Organisation
30. Search for Common Ground
31. Sauti ya Wanawake
32. Supreme Council of Kenya Muslims (SUPKEM)
33. The Foundation for Law and Governance
34. Trace Kenya
35. Transparency International
36. Ujamaa Centre

ACRONYMS

ATPU	Anti-Terrorism Police Unit
CAP	County Action Plan
CSOs	Civil Society Organizations
CVE	Countering Violent Extremism
DPCs	District Peace Committees
EACC	Ethics and Anti Corruption Commission
FBOs	Faith Based Organizations
FGDs	Focused Group Discussions
GDCAP	Guide to Developing County Action Plans
GoK	Government of Kenya
IPOA	Independent Policing Oversight Authority
ISIS	Islamic State of Iraq and Syria
KNCHR	Kenya National Commission on Human Rights
MCAP-PCVE	Mombasa County Action Plan for Preventing and Countering Violent Extremism
MRC	Mombasa Republican Council
NCTC	National Counter-Terrorism Centre
NGOs	Non-Governmental Organizations
NPS	National Police Service




NSCVE	National Strategy for Countering Violent Extremism
PESTLE	Political, Economic, Social, Technological, Legal and Environmental factors
SWOT	Strengths, Weaknesses, Opportunities and Threats
SCN	The Strong Cities Network
VE	Violent Extremism

DEFINITION OF TERMS

Where applicable, some of these definitions have been adopted from the National Strategy for Countering Violent Extremism.

Advocacy	These are activities which will be undertaken during the Action Plan implementation process to influence policies which support CVE initiatives.
Alternative Narrative	Development of narratives which neutralize those narratives and ideologies being advanced by extremists and extremist organizations
Countering Violent Extremism	These will be activities which the Action Plan has proposed to be employed in reducing the number of people who are sympathetic to violent extremist groups in Mombasa County
Capacity Building	Providing the community with skills which enable them to completely engage with duty bearers to claim their rights and freedoms. Capacity building enables citizens to empower themselves economically, socially and politically hence reducing their attraction to violent extremist ideologies.
Credible Narrative	Enabling communities to develop narratives as a part of their cultural development given the diverse heritage of splendor within Cities.
De-radicalization	Refers to concerted efforts directed at radicalised individuals to cause them to change their views to reject violent extremist ideologies and to seek to act within Kenya's legal and constitutional bounds
Dialogue	Engaging the community to openly discuss issues which affect them and reach amicable solutions without resorting into violent extremist approaches
Disengagement	Refers to individuals deserting, defecting or demobilizing from terrorist groups and activities.
Enabling Factors	These are factors which make the spread of violent extremism and radicalization conducive. They include:



	influence and easy access to traditional and online media, porous borders, proximity to failed states , poorly governed states or parts of states, political support for extremist groups,
Engagement	This is reaching out to the community and encouraging them to participate in decision making processes which prevent people from joining violent extremist groups.
Extremism	Ideologies which go beyond what the society perceives to be normal. While extremism may not be necessarily negative or violent, its usage tends to connote violence.
Lobbying	These are efforts aimed at influencing duty bearers to make laws, policies or decisions which favor positions which respond to the needs of the community.
Mobilization	Activities aimed at empowering the community to come out and participate in an event or take a position which is deemed beneficial to the entire community
Monitoring	Periodic assessment of project activities to ensure that they are being implemented according to the plans and that the desired results are being achieved.
Outreach	This is a collection of different activities such as training, community visits and other engagements aimed at mobilizing the community towards common approaches to addressing issues concerning them.
PESTLE Analysis	This is an analysis of political, economic, social, technological, legal and environmental issues and how these affect the community.
Push factors	These are structural factors which create conditions that that make violent extremism attractive. They include social, economic, political and cultural factors such as marginalization, human rights violations, cultural threats perceptions, runaway corruption, widespread unemployment and social exclusion. Push factors emphasize root causes of violent extremism (VE) and often work indirectly and in conjunction with other variables.
Pull factors	These are factors which have direct influence and lure people into being radicalized and/or joining extremist

groups. They work at the individual level and have a direct impact on recruitment and radicalization. They include: promise for personal rewards, search for social status and respect from peers, a sense of belonging, adventure, self-respect, glory and fame, personal relationships, appeal for a particular leader and draw of social of social networks. Pull factors must exist for push factors to have a direct influence

Radicalization

Is a gradual or phased process that employs the ideological conditioning of individuals and groups to socialize them into violent extremism, and recruitment into terrorist groups or campaigns

Rehabilitation

Is a process that aims to ensure that disengaged and de-radicalised violent extremists and terrorists, particularly returnees from Al Shabaab and like groups, are given the counselling, critical reasoning tools, and knowledge to shift their mind-sets and enable them to be peaceful and law-abiding citizens

Reintegration

Refers to actions that support the social, ideological, psychological, and economic wellbeing of rehabilitated individuals as they return to live with their families and communities, and that ensure that they remain peaceful and law-abiding in the long run.

Resilience

Ability of an individual or a community to overcome harsh conditions which they face and adapt to it.

Strong Citizenship


An understanding of our values and attitudes and their impact on our beliefs and actions. The recognition of our individual and collective strengths and challenges towards creating a strong city. A shared vision of the future and the roles, responsibilities and impact we have in making it a reality.

SWOT Analysis

Analysis of strengths, weaknesses, opportunities and threats in reference to Mombasa County.

Terrorism

According to the Prevention of Terrorism Act 2012 (POTA), a “terrorist act” means an act or threat of action — (a) which — (i) involves the use of violence against a person; (ii) endangers the life of a person, other than the person committing the action; (iii) creates a serious risk to the health or safety of the public or a section of the



public; (iv) results in serious damage to property; (v) involves the use of firearms or explosives; (vi) involves the release of any dangerous, hazardous, toxic or radioactive substance or microbial or other biological agent or toxin into the environment; (vii) interferes with an electronic system resulting in the disruption of the provision of communication, financial, transport or other essential services; (viii) interferes or disrupts the provision of essential or emergency services; (ix) prejudices National security or public safety; and (b) which is carried out with the aim of — (i) intimidating or causing fear amongst members of the public or a section of the public; or (ii) intimidating or compelling the Government or international organization to do, or refrain from any act; or (iii) destabilizing the religious, political, Constitutional, economic or social institutions of a country, or an international organization.

Terrorist Groups

Are typically structured as revolutionary organizations which employ violence intended to broaden their ideological appeal to a larger religious/racial/ethnic/social grouping. They utilize violence without legal or moral restraints and use front groups and a disguised command-and-control hierarchy for propaganda, ideological indoctrination, and mass mobilization.

Theory of Change

This is a comprehensive description and illustration of how and why a desired change is expected to happen in a particular context.

Violent Extremism

Refers to radicalised individuals who are prepared to engage in, or actively support, acts of violence in furtherance of radically illiberal, undemocratic political systems or ideologies.

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FOREWORD

MESSAGE FROM THE GOVERNOR, MOMBASA COUNTY

The beautiful County of Mombasa has over the years been an epitome of diversity and co-existence – a cosmopolitan melting pot that has one of the most amazing cultural and ethnic mix in the world. One of Mombasa City’s founders – Mwana Mkisi – was a woman noted for her wisdom, generosity and compassion – characters that are still deeply entrenched in the psyche of the city’s 1.4 million inhabitants.

Mombasa has never been mean or afraid to embrace her beauty. Today the city is a representation of pluralism and diversity: the Muslim call to prayer (the adhaan) is normally heard with the backdrop of church bells, and Hindu temples and Sikh Gurdwalas are part of the City’s landmarks. While we are honoured by our past, we are concerned about our present. The shrinking of civil space, break-up in social cohesion and intolerance are challenges that threaten our ages-old ability to be resilient. I believe that the key to building strong cities is in harnessing the city’s strength. In the case of Mombasa, it is in rediscovering its identity grounded in its faith in God and building on its cosmopolitan base, values, trade and culture.

We must find spaces where communities are engaged with one another and where trust is developed. Trust is the cornerstone of resilience. The mobilisation of faith based leadership is critical at neighbourhood level in addressing and restoring the breach. It is not only about giving fatwas but to facilitate engagement with civil society to address local needs and problems – from understanding that we are to unemployment and education.

Identifying individuals of influence and empowering and capacity building them is a vital first step. The language of faith is powerful in both clarifying a shared agenda and setting into motion a way of life among a diverse group of people. Engaging with young people needs to be the

cornerstone of any strategy. Joint community work is vital. Allowing youth to develop and implement projects that address local needs builds the kind of opportunities for cross-community cooperation that is needed but also confidence.

Supporting positive media and storytelling is central. How do cities like Mombasa tell the best story of themselves to themselves? How do we get Mombasa to like itself? How can media (radio, TV, print, online) be a place to mediate conflict and debate and also offer resolution? An investment is needed in building capacity and outlets themselves so that the community are familiar and in charge of their narratives. Strong citizenship enables us as a County to develop credible narratives as part of cultural development given the diverse heritage of splendour within the County.

Engaging and empowering women's leadership needs to be a pillar of any strategy. As with youth, identifying influential local leadership is vital as is building on existing work and networks, but also making strategic partnerships that can grow new initiatives.

All practical work must be based on a “whole community and strong citizenship” strategy. The strength of a community is not limited to the Countering of Violent Extremism (CVE) agenda, but is broader. The broader coalition of partners and interests engaged, the stronger and sustainable initiatives will be. There also needs to be a broader, more inclusive and visionary community aspiration than merely CVE. CVE is not enough to convince ordinary people to act. CVE agendas are often regarded as foreign and out of touch with the local realities. In most instances – thanks to the security apparatus necessities – it is seen as oppressive, intrusive and confrontational.

It is wrong to perpetrate the notion that religion – especially Islam – is a ‘problem’. Mombasa is a City that was made with partnership in mind. It's in our blood, our identity and our families. We are Mombasa. For most Muslims who are the front-line victims of extremist violence, their only recourse to the madness that confronts them is in the teachings and understanding of their religion – and not in abandoning it.

And finally as we launch the Mombasa Action Plan, I thank all those who have been a part of this process and supported us. Harnessing global partnerships is natural and necessary for Mombasa. There is a tendency within CVE networks to focus on the “threat” itself and not the context in which that threat emerges. This is a grave error and mistake. Context is vital and local knowledge is vital. It is important that solutions, while discussed within a national framework, emerge based on local realities and sustainable partnerships.

Twaipeenda Mombasa. We are Mombasa.

Hon Hassan Ali Joho

His Excellency the Governor

Mombasa County

May, 2017

MESSAGE FROM THE COUNTY COMMISSIONER, MOMBASA

Mombasa is Kenya's second largest City after Nairobi, Kenya's capital city. Since the promulgation of the new constitution in August 2010 which divided the country into 47 counties, Mombasa became County number 001, the smallest of the 47. According to the 2009 population census, Mombasa County had a population of 939,370 people. The County which covers an area of 229.7km² excluding a water mass of 65km² is situated in the Southern Eastern part of the Coastal region. The County is globally known for its rich cultural diversity which has made it a favourite destination for both local and international tourists. The cosmopolitan nature of the County together with its closeness to neighbouring counties has made it vulnerable to groups and individuals with violent extremist ideologies who camouflage within the community and plan their extremist activities. Consequently, a number of travel advisories issued by foreign embassies and missions have gravely affected the County's tourism economy, the mainstay of the coastal economy.

Mombasa has been peaceful over the years. However, in the recent past, it has had its fair share of security challenges related to terrorism, violent extremism and radicalization. As a result of this, the National government, through the Office of the County Commissioner, has been working closely with the County Government of Mombasa, the civil society and local communities in Mombasa to reverse this trend. These multi-stakeholder and collaborative interventions have contributed to decline of violent extremist activities in the last two years. The journey has started but we are still not yet there. This is why this Mombasa County Action Plan for Countering Violent Extremism is a major contribution to the struggle.

The ultimate goal for developing this Action Plan is therefore to rally all sectors of social, religious and economic life to emphatically and continuously reject violent extremist ideologies from Mombasa and the entire coastal region. The Action Plan further seeks to shrink the pool of individuals who are targets of recruitment by violent extremist groups. To effectively achieve the desired outcome of countering violent

extremism ideologies, this Action Plan has proposed a number of broad-based priorities. These include: Enhanced government support to local communities that are targeted by violent extremists, develop early warning signs for radicalization and early intervention measures, rehabilitation and reintegration support for individuals who disengage from violent extremism, adopt non-coercive approaches to CVE, utilization of law enforcement structures to deter and prosecute individuals who propagate violent extremist ideologies and continuous research on emerging trends and home grown solutions.

The National Strategy for Countering Violent Extremism by the National Counter-Terrorism Centre (NCTC) has informed this Action Plan. Furthermore, the Guidelines to Developing County Action Plans developed by the NCTC has been very helpful in streamlining this Action Plan to the National Strategy for Countering Violent Extremism.

In developing this Action Plan, Mombasa County CVE Conference and Mombasa County CVE validation forums were held. During these convenings, the participants drawn from a wide spectrum of the society broke into small thematic working groups which gave them the opportunity to interrogate the Action Plan. Feedback from these multi-stakeholders engagements has been incorporated in this Action Plan. The multi-sectoral approach was a deliberate strategic move from the onset to ensure that this final product was owned by the intended users.

It is therefore my expectation that following the launch of this Action Plan, all stakeholders will work within the frameworks developed and that the residents of Mombasa County will individually and collectively embrace patriotism and contribute in ensuring security of their neighbourhoods.

Finally, I take this opportunity to thank most sincerely all the members of the steering committee and stakeholders who contributed in generation of the Mombasa County Action Plan for Preventing and Countering Violent Extremism.

Asante sana.

E. M. Achoki
County Commissioner
Mombasa County
May, 2017

MESSAGE FROM HAKI AFRICA

The United Nations in its most recent resolutions has shown general appreciation that there is need to reach beyond security measures for more holistic approaches to preventing people from being drawn towards and into groups advocating and using violence. But the individual and multifaceted nature of the processes involved, makes it difficult to determine common patterns and responses that work. That said, a review of the various policies and frameworks put into use by western countries show some convergence around an understanding that radicalization is a multidimensional process (not a direct “conveyer belt”) and that the term extremism needs to encompass political, ideological and religious perspectives that oppose (moderate, mainstream) norms and values. It needs to recognize that the vast majority of people in any one setting are likely to be affected by similar macro-level grievances and frustrations but do not act on them by resorting to violence. For individual reasons, a smaller group is, however, susceptible to extremist narratives and therefore can be considered at-risk of recruitment. Even amongst these, however, not all will resort to violence. Some sources note that the link between extremist beliefs and the propensity to use violence is contentious, arguing that the former does not necessarily imply the latter and that the decisions relating to the use of violence will depend upon a range of push and pull factors unique to the individual. Conversely, there have been cases where individuals with a criminal violence background have been radicalized and used extremist religious narratives as part of their justification for subsequent acts of violent extremism.

In this background, it then becomes imperative for Mombasa to deal with extremism and radicalization with a multi-pronged action plan that addresses not only the security aspect but also the social and economic aspects. The development of this action plan considered this reality and worked with existing guidelines to ensure a people centred, human rights based and security informed document. The guidelines that informed this MCAP-PCVE are the NCVES, NCTC’s Guide to Developing County Action Plans (GDCAP) and Mombasa County Government’s Strong Citizenship Framework for Public Participation. By encompassing these guidelines, the intention was to ensure the AP responds to the local issues but also takes into account the national as well as international realities. This is because in addressing VE in Mombasa, it is important to

remember that terrorism is a global phenomenon that has cross national, national and cross County issues besides being a County issue. It is only by recognising that Mombasa is not dealing with VE in isolation will the County be able to forge both internal and external partnerships that will have positive impact.

As an organisation, HAKI Africa played a facilitative role of bringing all stakeholders together to work on the AP. This was not an easy task especially considering the not so cordial relationship between the National and County governments as played out in the political circles. Nevertheless, we are elated that we were able to ensure at different intervals the County Commissioner and County Governor met to provide the leadership required to steer the process. We are grateful to the two for showing their professionalism by accepting to work together for the betterment of the people.

HAKI Africa also appreciates the input of all civil society organisations based in Mombasa. Many different organisations are working hard in their own ways to counter violent extremism and make Mombasa safe. Their invaluable experience and input into this process made the MCAP-PCVE possible. As partners, we will all continue to work together into the next phase of implementation.

We also appreciate the efforts of all other stakeholders including professional bodies such as Law Society of Kenya (LSK) and Kenya Psychiatrists Association, religious bodies including Muslims, Christians, Hindus and Traditionalists, Women groups, youth groups, faith based organisations, NGOs, Trusts and all grassroot organisations which participated in the development of this strategy. Most importantly, we thank the communities and people of Mombasa for accepting HAKI Africa and allowing us the opportunity to work with them in developing this AP. We owe it to ourselves to always deliver on our legal mandate and to defend human rights.

Last but crucially, we thank the British High Commission through Development Alternative Inc. (DAI) for funding the entire process of developing this strategy. We specifically thank Alexandra Sheppard and Kaley Nash of the British High Commission and Gaelle Le Pottier, Mugita Gesonga and Richard Mugita of DAI for their continued support throughout the process of developing the MCAP-PCVE.

Hussein Khalid

Executive Director

HAKI Africa

May, 2017

EXECUTIVE SUMMARY

Mombasa County has suffered perhaps some of the worst cases of violent extremism in recent history in Kenya. This has been manifested through a number of attacks related to VE which have resulted into deaths of innocent people and destruction of property. Initially, use of hard security approaches seemed to be the state's response to acts of violent extremism and terrorism. However, in recent months, the move towards soft approaches has received prominence since the development and launch of the National Strategy to Counter Violent Extremism (NSCVE) by the National Counter-Terrorism Centre (NCTC). While the hard approaches involve apprehension, punishment and even execution of individuals suspected of being involved in VE activities, soft approaches encourage dialogue, rehabilitation and multi-sectoral approaches to countering VE. The NSCVE has proposed nine pillars through which the soft approaches can be actualized. These are: Psychosocial, Education, Political, Security, Faith Based and Ideological, Training and Capacity Building, Arts and Culture, Legal and Political Pillar and Media and Online.

Whereas the NSCVE is being implemented at the National level through the Ministry of Interior and Coordination of National Government, the NCTC has further issued a Guide to Developing County Action Plans (GDCAP). The guide is for developing County Action Plans (CAPs) which respond to County specific peculiarities. Mombasa County Action Plan for Countering Violent Extremism (MCAP-PCVE) has therefore been informed by both NSCVE and GDCAP. Further to this, the development process factored in the County Government's Strong Citizenship Framework. This principle based approach recognises that without civic knowledge and a disposition to responsibly engage, a person cannot effectively practise citizenship. These three documents collectively informed the process of developing the content of the MCAP-PCVE.

In addition to the nine pillars of the NSCVE, after engaging stakeholders and the public of Mombasa, the MCAP-PCVE adopted two additional pillars: the economic pillar and the women's pillar. Mombasa's economic diversity and associated inequities emerged strongly as key factors which influence the decisions made by youths and young persons to embrace violent extremist ideologies in the County. On the other hand,

women were identified both as victims and perpetrators of violent extremism in Mombasa. As victims, when their husbands or children are involved in VE, they are often targeted by security agencies and communities too who then consider them as terrorists too. Media reports indicate that some women have allegedly been harassed either by the state or the community as a result of VE activities associated with members of their families. As perpetrators, there are instances where women in the County have been accused of protecting members of their family who are suspected of being involved in VE. In other cases, women have embraced VE ideologies to the extent of engaging directly in terrorism.

The MCAP-PCVE is a culmination of a long consultative process which started after the Masjid Musa raid in February 2014. The conversations grew into the idea of formulating a CVE action plan for the County to consolidate the various CVE activities which were being undertaken by different state and non-state actors. A desk top review as well as a series of sectoral consultative meetings were undertaken to collect and collate views of Mombasa residents. In the process of developing the strategy, the County Commissioner in partnership with the County Governor, assumed the leadership of the steering committee as per the provisions of the NSCVE. The main goal of the consultative process was to strengthen partnerships across state and non state sectors in countering violent extremism. So far, the process of developing the MCAP-PCVE has been the most consultative compared to any other process undertaken in other counties. It is for this reason that the theme of this strategy is “Enhancing Partnership in Preventing and Countering Violent Extremism”. The three overarching themes of the development process being: promoting human dignity and access to justice for all, building resilience towards countering violent extremism; and enhancing County cohesion and integration.

The MCAP-PCVE is informed by the historical background of Mombasa and seeks to address some of the key challenges facing the County which when addressed, will reduce vulnerability to VE. The SWOT, PESTLE and stakeholders analysis brought up most of these historical issues. The action plan further celebrates the diversity of Mombasa as a County which separates it from the rest of the other 46 counties. Implementation of the action plan will be guided by a number of principles established in the Strong Citizenship approach: protection of human

dignity and freedoms, adherence to the rule of law and constitutionalism, participation and inclusivity, solidarity building and self-governance. A number of implementation strategies have been proposed in the MCAP-PCVE, These are: Stakeholders engagement; research and policy formulation; training and capacity building; and lobbying and advocacy. The County Engagement Forum co-chaired by the County Commissioner and the Mombasa Governor will lead the implementation process. Membership will be drawn from various stakeholders including state and non-state actors.

The MCAP-PCVE will be monitored, evaluated and reviewed within the implementation period to allow learning and adoption of more effective strategies. The implementation of this action plan will be a blue-print that could be replicated by other counties.

CHAPTER ONE

INTRODUCTION

About this Action Plan

1. The National Counter-Terrorism Centre (NCTC) which is the body mandated by the National Government to co-ordinate all activities related to mitigating the threats of violent extremism and counter-terrorism has developed the National Strategy to Counter Violent Extremism (NSCVE). The NCTC has organized the strategy into nine pillars that is, Psychosocial, Education, Political, Security, Faith Based and Ideological, Training and Capacity Building, Arts and Culture, Legal and Political Pillar, and Media and Online.
2. The NCTC recognizes that each of the 47 counties face unique challenges which require County-based CVE action plans. As a result of this, NCTC has released a Guide to Develop County Action Plans. The guide outlines the development and implementation process of the CAP, its actors (stakeholders), their roles and co-ordination for its successful implementation. The guide places control of developing and implementing County strategies on County Commissioners and County Governors in partnership with local civil society organisations.
3. The County Government of Mombasa has a Strong Citizenship Framework for promoting public participation. This framework's approach to citizenship education is to actively include and involve all groups and interests in society. It recognises that citizen engagement or public participation is the development of skills, attitudes, beliefs and values that will predispose the public to participate, become and remain engaged and involved in that society and culture.
4. The Mombasa County Action Plan for Countering Violent Extremism (MCAP-PCVE) draws its mandate from the aspirations of the National Strategy for Countering Violent Extremism (NSCVE), its accompanying Guide to Developing County Action Plans (GDCAP) and Mombasa County's Strong Citizenship Framework for Public Participation. The County Commissioner and the Governor of Mombasa provide overall leadership. Civil society organisations including NGOs and faith based organisations are the primary partners.

MCAP-PCVE Development Process

5. Consistent with the provisions of the GDCAP on the process of developing and launching a County Action Plan (CAP), a steering committee was formed with membership from the office of the County Commissioner, the office of the Governor and representatives from the civil society.
6. Guided by Mombasa County's Strong Citizenship Framework, initial awareness creation about the MCAP-PCVE was done through holding two consultative meetings in early 2016 which brought together different stakeholders. Thereafter, the actors organized sectoral fora in mid to late 2016 which included children charitable institutions¹, professional counselors, civil society organizations, district peace committees, sheikhs and pastors, police, psychologists, youth representatives, university students and women. Recommendations from these fora informed the first draft of the MCAP-PCVE which was then circulated amongst all stakeholders for their input. A second round of sectoral forums was held in early 2017 with the first draft. The input was incorporated and produced the second draft action plan. The second draft Action Plan was then presented to over 150 stakeholders during the Mombasa County CVE Convention which was held on 1st March 2017. Further input was made at the Convention with the different sectors now listening and considering each other's opinions. From the Convention, the draft action plan was revised again. The revised draft was then presented to the stakeholders again for validation on 23rd March 2017. Final inputs were made during the validation conference and a team was selected to finalize the MCAP-PCVE in April 2017.

Preventing and Countering Violent Extremism

7. This MCAP-PCVE is targeting to ensure not only is violent extremism targeted and eliminated but that it also does not arise within communities. Countering violent extremism on its own assumes that there already exists violent extremism to be countered. Preventing violent extremism targets strategies that will ensure radicalization does not occur in the first place for it to be countered. By encompassing

¹ Children's homes and orphanages

the preventive strategies, the MCAP-PCVE has ensured that communities are viewed not as already radicalized and thus to be dealt with through the security angle, rather that they are an integral pillar of peace and security to be fully involved in decision making. Prevention means that measures will be taken to work with the same communities to build their resilience and keep violence out. By extension, prevention also includes human rights based approaches that include addressing social, cultural and economic factors.

CHAPTER 2

BACKGROUND OF MOMBASA COUNTY

About Mombasa County

8. Mombasa County is one of the six counties located in the coastal region of Kenya along the shore line of the Indian Ocean. It borders Kilifi County to the North, the Indian Ocean to the East and Kwale County to the South. According to Mombasa County Integrated Development Plan (CIDP), Mombasa County has a land mass area of 229.9km² and 65km² of water mass - 200 nautical miles into the Indian Ocean. The County has six sub-counties which also represent electoral constituencies. The table below summarizes Mombasa County administrative and political units according to the Regional Coordinator's Office (2013) as cited by Mombasa County CIDP (2013-2017):

No.	Sub-County/Constituencies	Areas in km ²	Locations	Sub-locations	Electoral Wards
1	Mvita	14.8	7	7	5
2	Kisauni	106.12	2	7	7
3	Nyali	22.88	1	2	5
4	Likoni	41.1	4	6	5
5	Changamwe	16.0	4	4	5
5	Jomvu	29.0	2	4	3
	Total	229.9	20	30	30

Source: Mombasa County CIDP (2013-2017) cited from Regional Commissioner's Office (2013)

9. 2009 National Population Census showed that Mombasa had a total population of 939,370 comprising of 486,924 (51.8%) males and 453,446 (48.2%). This was projected to increase to 1,271,919 comprising of 659,190 (51.8%) males and 612,729 (48.2%) females by 2016.

Radicalization and Violent Extremism in Mombasa: Lessons from History

10. The Constitution of Kenya 2010 designated Mombasa as the first County amongst the 47 counties. It is now famously known as County 001. The history of the city is a mixture of African, Persian, Arab, Portuguese and British influences which contributed to the rich cultures found in the city today. Centuries ago, Mombasa was a great trading centre with several items such as glass, brass, copper, iron and rhino horn passing through the coast. It was originally inhabited by the African Bantu people. The city was then visited by Jordanians in 6th century, Persians in the 9th and 10th century and thereafter Arabs. In this period the Arabs and Persians developed trading routes, commercial centres and contributed to a flowering of civilization reflected in the glorious architecture of their grand houses, monuments and mosques.
11. Over the centuries, Mombasa struggled with numerous foreign invaders and hostility. The Portuguese, the ferocious Zimba tribe, and the Omanis have all laid claim to Mombasa since the 12th century.
12. By the 15th century, Mombasa was a thriving, sophisticated city with established trade routes to China, Persia, and India. Around this time the Portuguese explorer Vasco de Gama visited the city while on a voyage around Africa to find the sea route to India. After a period of less than 5 years, the Portuguese returned to attack the city. Five years later, Almeida, another Portuguese seafarer, plundered the port and 23 years later the Portuguese mounted another raid. The invaders then occupied Mombasa, building the impressive Fort Jesus and dominated the entrance to the old harbour, between 1593 and 1598.
13. The Arabs made several attempts to regain the town but, the Portuguese, supported mainly by supplies from their Indian colony, Goa, hung onto it for around 100 years. The occupiers were finally defeated by the Arabs in the siege of Fort Jesus which began in March 1696. Portuguese and Indian soldiers eventually gave up the Fort in September 1697. The centuries of conflict earned Mombasa the reputation and finally the name “the island of War”.
14. In 1886, in an agreement between Britain and Germany, the territories of Kenya and Uganda were assigned to the British while Tanganyika (Tanzania) came under the rule of Germany. The Imperial British East Africa Company set up its headquarters in Mombasa in 1888. It was

the springboard for the colonization of Kenya and the beginning of a British dominance in the country that was to last until independence in 1963.

15. The Arabs continued to trade with Mombasa ever since. In 1895, Mombasa's influence with the British was on record when the British East African Protectorate was established². Control of Mombasa gave the British access to the hinterland. In 1963, the British rule over Mombasa ended when the Coast was merged with the hinterland Kenya during independence on 12th December 1963. It is important to take note of Mombasa's history because it still appears to define local relations, identities and its place in the independent Kenya.
16. However, the local African tradition remains the most outstanding as evidenced by local traditions predominantly enjoyed by the Swahili and Mijikenda people who jointly form the bulk of the population of Mombasa residents.
17. At independence, most political players in Mombasa among the Swahili and Arabs agitated for independence from Kenya³. The independent constitution which was later amended included strong federalism as Coastal residents including the Mijikenda led by the late Ronald Ngala favoured a system which allowed them to exercise more control over local politics and resources. The agreement between Prime Minister Shante and Jomo Kenyatta secured the Coastal strip and therefore Mombasa as part of independent Kenya⁴. The resentment that has built up over the years in Mombasa and the Coastal region can directly be tied to its distant and also recent history. The Island has consistently resisted occupation earning itself the name "Mvita" i.e. Island or people of war, an identity and reputation that the Strong Citizenship Framework seeks to demystify.
18. In the 1980s President Moi consolidated his rule in Kenya, by making Kenya a de facto one party state. The then Mvita Constituency Member of Parliament (MP) Hon Shariff Nassir was a strong KANU supporter but he also strongly voiced his desire for a "Majimbo" form

² William R. Patterson. Islamic Radicalization in Kenya. JFQ 78, 3rd Quarter 2015

³ William R. Patterson. Islamic Radicalization in Kenya. JFQ 78, 3rd Quarter 2015

⁴ Brennan JR. Lowering the Sultan's Flag: Sovereignty and Decolonization in Coastal Kenya. Comparative Studies in Society and History 2008;50 (4):831–861

of Government. The 1990s also saw many young men from Mombasa and the Coast region awarded scholarships to travel to Saudi Arabia to study Islam and return to become Sheikhs. On their return, they were better trained, more educated and preached the Saudi version of Islam, completely changing many traditions which Muslims had earlier taken for granted. This included the declaration of Maulid celebrations as heresy (bid'aa). Different Sheikhs took the new interpretation to different extents with some declaring other Muslims as “Kafir” if they did not practice the new version of Islam, hence introducing the Takfir. This phenomenon was spread across the Coastal region⁵.

19. In 1991 Kenya was agitating for a multi-party state as part of what was known as a second liberation. In Mombasa, the agitation took a largely Islamic face and was driven by Islamic Party of Kenya (IPK) ⁶ led by Sheikh Khalid Balala. The party was never registered but went into a power sharing arrangement with Ford Kenya which saw IPK control Mombasa's political seats such as Likoni and Kisauni constituencies. Major players in IPK included Sheikh Mohamed Dor, Sheikh Mohamed Idris, and Sheikh Mohamed Khalifa (who later formed the Council of Islamic Preachers of Kenya-CIPK). It also included youths like Aboud Rogo and Abubakar Makaburi (who earned the name Makaburi for destroying graves around mosques in Mombasa as part of cleansing the mosques from any form of Shirk). Whereas the older Sheikhs later formed CIPK and collaborated with mainstream political parties like the Orange Democratic Movement (ODM), Aboud Rogo and Abu Makaburi appeared to have gone in the opposite direction as they rebelled and started preaching *jihad* and calling the elder Sheikhs hypocrites. What created these cleavages is a subject that requires further investigations, because at one point Aboud Rogo unsuccessfully ran to be the Counsellor for Bondoni Ward showing interest in representative politics.
20. In the run up to the 1997 elections, clashes erupted in Likoni where the so called Kaya Bombo youth attacked the Likoni Police station and engaged in a month long orgy of violence that seemed to target mainly non-coastal people.⁷ This might have been a political strategy to push

⁵ William R. Patterson. Islamic Radicalization in Kenya. JFQ 78, 3rd Quarter 2015

⁶ William R. Patterson. Islamic Radicalization in Kenya. JFQ 78, 3rd Quarter 2015

⁷ Human Rights Watch (2002) Playing with fire: Weapons Proliferation, Political Violence, and Human Rights in Kenya

out certain communities but it also laid the foundation for the rise of coastal sub-Nationalism. Likoni is part of Mombasa County but is largely inhabited by the Digo sub-tribe of the Mijikenda. It is now infamous also for the Waitiki land invasion which happened immediately after the Kaya Bombo clashes, which forced the government to resettle squatters on land which had been owned by Mr. Waitiki⁸. Interestingly, most families from Majengo Mombasa relocated to the Waitiki land in Likoni calling it 'Majengo mapya' as their Swahili homesteads in Majengo were bought and replaced with apartments.

21. The 1990s also saw many Somali refugees settling in Mombasa and literally taking over Old Town market with their aggressive business skills. Because the refugees were largely Muslims, they also changed the faces of the congregations and characters in the mosques.
22. Mombasa town has continued to be a melting port where people of all cultures meet to celebrate diversity and its rich history. It attracts many tourists every year, but has lately suffered travel advisories, tourists and also security personnel have been murdered in Old Town Mombasa. Because it is the centre of gravity for the coast region, many people come to work here. For example, although Aboud Rogo was originally from Siu Island in Amu, he found his voice, fame and relevance in Mombasa. There are also strong family and religious ties between Lamu, Mombasa and Kilifi. On the other side, majority of the preachers and workers in mosques in Mombasa hail also from Kwale in the south Coast.
23. The transfer and diffusion of ideas from Lamu, to Kilifi, Mombasa and Kwale is enabled by these easy interactions between persons and their historical ties. Lately, Mombasa has overtaken Lamu as the Centre for Islamic learning⁹ with the establishment of Munawar College in Majengo and the Kisauni Islamic University (Mahdi). In the 1970s and 80s most students of Islam were trained in Lamu (Riyadha) and Mambrui, but lately Mahdi and Munawar seem to dominate. Mombasa is also home to Sheikh Khalifa Bin Zayed Al- Nahyan Secondary

⁸ <https://www.facebook.com/Wired.EastAfrica/posts/520729221284622>

⁹ William R. Patterson. Islamic Radicalization in Kenya. JFQ 78, 3rd Quarter 2015

School, Abu Huraira Secondary School, Light Academy and Qubaa Academy which offer the integrated modes of education (where Islam and Secular Education are taught side by side). Many Muslim parents prefer this duality of education for their children.

24. According to reports, the vehicle used in 1997 attack of the US embassy was redesigned in a workshop in Majengo, Mombasa¹⁰. One of the suspects - Mohamed Saddiq Odeh - had spent some time in Lamu working as a fisherman. As Al-Qaeda rose to prominence with the attack on the World Trade Centre, radicalization appeared to be on the rise also at the Coast. In 1992, the Paradise Hotel was attacked in Kikambala on the same day as there was an attempt on an Israeli airline that was departing from Moi International Airport in Mombasa¹¹. Sheikh Aboud Rogo was charged and acquitted for the Kikambala bombing, but he became bolder and started to preach regularly at Masjid Musa Mosque in Majengo, until he was killed by unknown assailants. What Sakina mosque was to IPK in the 1990s, was now manifested in Masjid Musa mosque as youth led by Aboud Rogo and Makaburi graduated to full blown open preaching of Jihad and other extreme ideologies. Several attacks were experienced in Mombasa including an attack on Bella Vista Club, a number of churches in Likoni and most recently the attack on Central Police Station in 2016. Many youth from Mombasa have travelled to Somalia and a number have returned. A number of youth have been killed either by police or unknown persons and the city has at times experienced much tension and restlessness because of this. Sheikh Mohamed Idris (who was driven out of the Sakina Mosque by youth) was also killed in Likoni. There are also reports of many youth who have disappeared without trace leaving many grieving families and widows.

25. From events in the recent past, it appears radicalization is mainly concentrated in Majengo, Kisauni, Old Town, Bondeni and Likoni. Changamwe has not featured much in radicalization discourse, but there is a report of an incident of Mombasa Republican Council (MRC) members attacking police officers¹². The evolving nature of radicalization and violent extremism requires continuous mapping of hotspots. A

¹⁰ Kamau Ngotho (2008) <http://www.nation.co.ke/news/1056-446192-kpnqoyz/index.html>

¹¹ https://en.wikipedia.org/wiki/2002_Mombasa_attacks

¹² Phillip Mwakio and Stanley Mwahanga (2013) <http://www.standardmedia.co.ke/article/2000080427/mrc-tribal-gangs-target-police-at-coast>

rise of youth gangs such as *Wakali Kwanza* also presents a special problem which could feed into an already difficult situation. Youth gangs have been reported in Kisauni, Majengo and Likoni.¹³

2010 Constitution and Devolution

26. The Constitution of Kenya, 2010 has introduced a people centred jurisprudence and legal framework. Article 1 (1) of the Constitution states that “All sovereign power belongs to the people of Kenya...” It further states in Article 1 (2) that “The people may exercise their sovereign power either directly or indirectly through their democratically elected representatives”. So as a country of God fearing citizens, we recognise that the free will of the people is supreme and takes precedence over all else. This free will is to be applied directly by the people themselves or through individuals they popularly choose to do so on their behalf.
27. The Constitution of Kenya, 2010 has also established a devolved system of governance that requires public participation and continued citizens’ engagement. Article 1 (4) of the Constitution states that “The sovereign power of the people is exercised at (a) the National level and (b) the County level”. Article 6 (2) further provides that “The governments at the National and County levels are distinct and inter-dependent and shall conduct their mutual relations on the basis of consultation and cooperation”. This means that the Constitution recognises the independence of the two levels of government but requires that they work together for the benefit of Kenyans. The MCAP-PCVE is an example of this approach manifested in the Constitution - While there exists the NSCVE, it is appreciated that each County has its own distinct peculiarities and should be allowed to develop its own County specific AP to counter violent extremism.

¹³ http://www.the-star.co.ke/news/2015/12/09/police-vow-to-crush-mombasa-youth-gang-in-three-months_c1256932

Conclusion

28. The MCAP-PCVE being proposed here has to take into consideration the historical facts, challenges of identity experienced in the coast region especially in Mombasa, the influence of IPK and the subsequent rise of radicalization and the current realities related to devolution as a system of governance. To prescribe any preventive or curative measures, the local triggers and manifestations must be well understood.

CHAPTER THREE

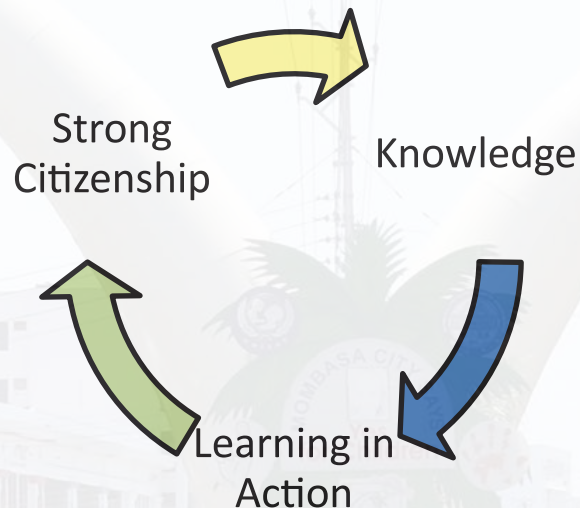
THEORY OF CHANGE

Theory of Change

29. A theory of change is a comprehensive description and illustration of how and why a desired change is expected to happen in a particular context. It elaborates the path and processes to be followed to attain a desired transformation given the prevailing circumstances. Development of this theory of change has been informed by the extent of extremism and radicalization in Mombasa County hence the need to come up with a transformative and multi pronged Action Plan that addresses not only the security aspect but also the social and economic aspects. The plan also seeks to operationalise a multi - disciplinary approach to enhance not just security but also social justice and economic development. The plan seeks to put the people of Mombasa as the centre around which all else revolves.
30. The Theory of Change of the MCAP-PCVE is informed by Mombasa County Government's Strong Citizenship framework which provoke the citizens of Mombasa to be:

- **Knowledgeable** We develop and use conceptual understanding, acquiring knowledge across a range of disciplines. We explore local concepts, ideas and issues and develop them to global significance based on our unique heritage.
- **Problem solver** - We exercise initiative in applying thinking skills critically and creatively to recognize, approach complex problems, and make reasoned decisions with integrity.
- **Responsible** - We show empathy, compassion and respect. We have a commitment to service through partnerships, and act to make a positive difference our own lives, the lives of others and the environment.
- **Hospitable** - We are welcoming to others in our experience. There is charm in our natural beauty. We appreciate others in their diversity and the heritage of our splendor.
- **Stewards** - We understand the interconnectedness of communities, striving to create harmony in our environment, whilst considering the needs of all members. We are motivated to leave the world a more dignified place.
- **Just** - We embrace diversity because it enriches and benefits society. We seek to identify the qualities and experiences that unite rather than divide us as people and to forge a shared stake in the public good.
- **Resilient** - We have a belief in God, in ourselves and in our community. We do not allow circumstances to define us. We are resolute in consistently moving towards a common bond to build and not destroy.

31. Public participation under the MCAP-PCVE is envisaged to happen through the three citizenship strands: *strong citizenship, knowledge and learning in action*. These strands are concept driven and have been designed to interact with each other, working together to support participation, collaboration and action.



Strong Citizenship	An understanding of our values and attitudes and their impact on our beliefs and actions. The recognition of our individual and collective strengths and challenges towards creating a strong city. A shared vision of the future and the roles, responsibilities and impact we have in making it a reality.
Knowledge	An understanding of rights and responsibilities of a citizen. The role we play in improving and contributing towards effective public service delivery. An understanding of how our interactions with each other and the environment develop and maintain a safe, thriving and balanced County.
Learning in Action	An experience in practicing the values, attitudes, knowledge, understanding and skills acquired through the public participation process. This will lead to understanding further limitations and evaluating consequences, so better informed choices can be made in the future.

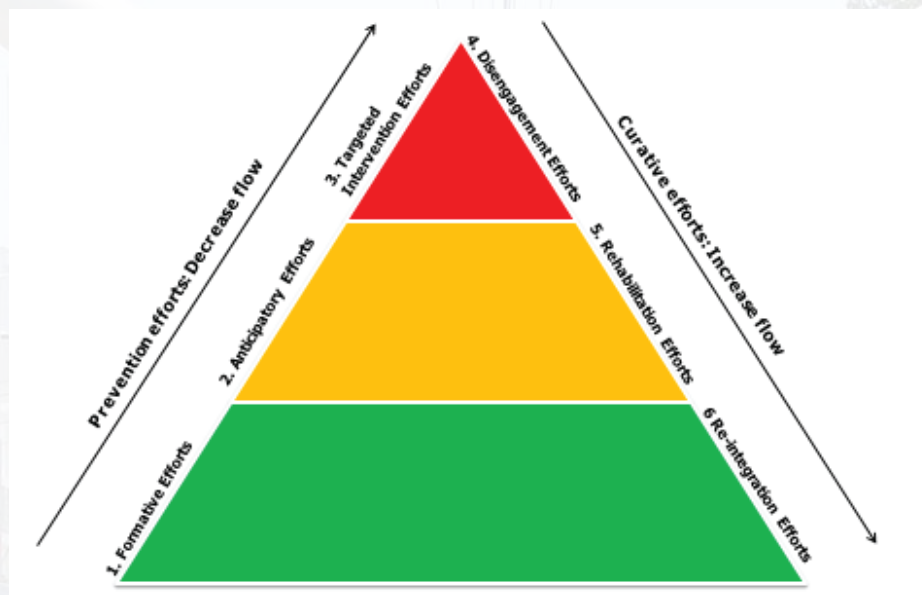
32. In the implementation of the MCAP-PCVE, citizens (individuals or organized groups) will be included in multiple stages of the decision-making lifecycle. The potential exists to engage citizens at *any* stage of the decision-making lifecycle, and there may be occasions that call for citizen input at *every* stage.



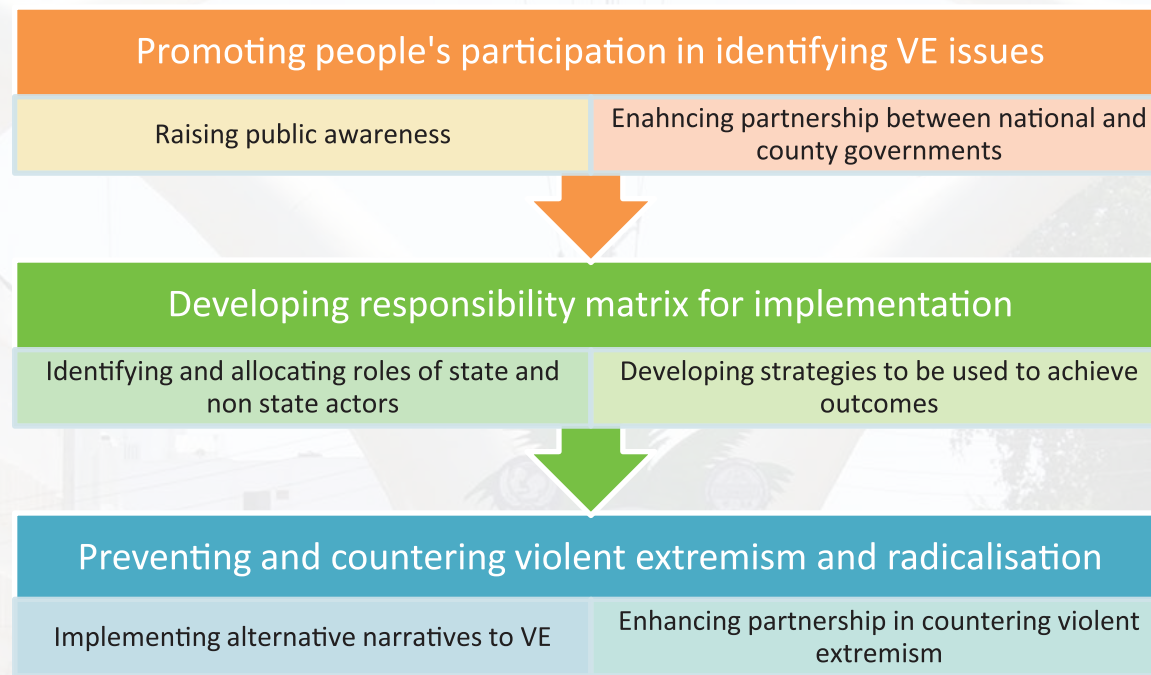
33. The Theory of Change of the MCAP-PCVE has further been informed by the Danish Model (Arhus) which looks at both preventive and curative measures¹⁴. The prevention approach seeks to minimize chances of people joining VE groups or becoming radicalized. Curative

¹⁴ <https://www.hudson.org/research/10555-the-danish-model-for-prevention-of-radicalization-and-extremism>

measures seek to rehabilitate and reintegrate returnees who have been radicalized and joined VE groups but are returning either from outside the country or are within the country but have quit VE groups. The figure below presents the Danish Model:



34. The green part presents the normal zone where a majority of Kenyans live peacefully and are engaged in lawful and productive activities. The yellow part presents fewer people who are radicalized or are under threat of being radicalized but are still peaceful. Timely and accurate interventions will take them back to the green zone otherwise they risk moving to the red area which is preserved for people who are already violent and require rehabilitation and reintegration. The main actor at the red zone is the National government while the rest of the actors can operate at the green and orange zones.
35. The diagram below presents the theory of change for the MCAP-PCVE



SWOT Analysis

36. The table below presents a SWOT analysis of Mombasa County in relation to CVE:

STRENGTHS	OPPORTUNITIES
<ul style="list-style-type: none"> Geographical area of Mombasa County is small thus it's manageable There's improved infrastructure meaning the entire County is easily accessible Presence of surveillance infrastructure/well equipped cameras which makes it easy to monitor security in the County Kiswahili is the main language of communication in the County which makes it 	<ul style="list-style-type: none"> The surveillance system can be further improved Robust religious leadership Availability of inter-faith organizations Availability of robust media stations e.g Radio Rahma, Baraka FM and Pwani FM

<p>easy to reach the masses.</p> <ul style="list-style-type: none"> • Good road network and network coverage further enhances communication and mobility of people, goods and services. • Mombasa is a metropolitan city with diverse cultures which is advantageous in building cohesion among communities. • Mombasa has the only port in Kenya which is an important economic hub. • Presence of major secular and religious learning institutions (TUM, Mahdi Kisauni and Munawar) • A vibrant civil society 	<ul style="list-style-type: none"> • The social media • The availability of universities and learning institutions • Engagement with the private sector to create employment • Enhancement of community policing • Enhanced training of law enforcement officers • Having patriotic programmes in schools • Use of Public Private Partnerships (PPPs) • Vibrant constitution and legal framework • Implementation of County Policing Authority • Implementation of the Witness Protection Act
WEAKNESSES	THREATS
<ul style="list-style-type: none"> • Cosmopolitan nature of Mombasa makes it easy for those with VE ideologies to camouflage within the community • High levels of ignorance • Drug abuse • Low level of education transition • Unemployment • High poverty rates • Mombasa has a limited rural side which can employ people in farms, thus there is a limited fall-back position • High urban population which brings anonymity • Poor parenting - the culture of over-defending children even when they are wrong • Occasional misunderstanding between a section of National government and County government affects co-ordination between the two arms of government. • Lack of facilities to undertake effective investigation/forensic analysis leading to 	<ul style="list-style-type: none"> • A lack of a rallying call that is unifying, memorable and portable • Killings and disappearances • Mombasa is a tourist destination • Proximity to the sea makes it porous and easy for terrorists to enter the County • Closeness to neighbouring countries with high levels of insecurity and VE groups • Sense of discrimination and historical injustices • Proximity to the port (KPA) attracts more people with different ideologies that negatively influence coastal people • The social media where youths access radical literature. • Incitement from political and religious leaders • Lack of guidelines for operating Madrassas as they are currently operating informally

several cases not being prosecuted hence encouraging extrajudicial killings <ul style="list-style-type: none"> • Inadequate structures to attract, develop and exposes the skills and talents of youths 	<ul style="list-style-type: none"> • Most religious organizations lack the capacity to transform the human nature of the residents, therefore empowering the communities socially and economically. • Lack of proper land tenure system reflected by high number of squatters • Threat of human trafficking as well as weapons and drugs smuggling
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PESTLE Analysis

37. The table below presents political, economic, social, technological, legal and environment (PESTLE) analysis of Mombasa County Action Plan.

Factor	Positive Effects	Negative Effects	Corrective Measures
Political	<ul style="list-style-type: none"> • A section of political leaders have demonstrated their support for the Action Plan 	<ul style="list-style-type: none"> • Political animosities and suspicion among politicians in Mombasa County may affect joint-interventions to implement the Action Plan 	<ul style="list-style-type: none"> • A Constitution centered and concerted efforts need to be taken to ensure that the process attracts support by the various political formations in the County
	<ul style="list-style-type: none"> • The National government through the County Commissioner and the NCTC has actively participated in developing the Action Plan and has demonstrated their willingness to support its implementation. 	<ul style="list-style-type: none"> • Change of leadership especially at the Office of the County Commissioner may slow implementation of the Action Plan since it will take time before the new team familiarizes itself with the MCAP-PCVE. 	<ul style="list-style-type: none"> • The Action Plan should be entrenched in the work plan of the Office of the County Commissioner such that it outlives individuals holding these respective offices.

	<ul style="list-style-type: none"> The County government through the Governor actively participated in developing the Action Plan and has demonstrated willingness to support its implementation. 	<ul style="list-style-type: none"> Change of leadership especially at the Office Governor's office may slow implementation of the Action Plan since it will take time before the new team familiarizes itself with the MCAP-PCVE. 	<ul style="list-style-type: none"> The Action Plan should be entrenched in the work plan of the County Government such that it outlives individuals holding these respective offices.
	<ul style="list-style-type: none"> The President signed National Strategy for CVE which provides an important reference point for the Mombasa County Action Plan. 	<ul style="list-style-type: none"> The National CVE Strategy lacks the economic and women pillars which are important for the case of Mombasa. Furthermore, it lacks issues of People Living with Disabilities (PWDs). 	<ul style="list-style-type: none"> The MCAP-PCVE has adopted two new pillars which are peculiar to the case of Mombasa County. These are: Economic and Women pillars. Furthermore, issues of PLWD have been streamlined in all activities of the Action Plan.
	<ul style="list-style-type: none"> There are several opportunities for international partnerships in CVE and anti-terrorism activities due to the global nature of the war against terrorism and VE. 	<ul style="list-style-type: none"> War against terrorism and VE are done at a global level with implications on geo-political relations among counties involved in the war. Islamization of the war against terrorism and VE has aggravated the situation. 	<ul style="list-style-type: none"> While this MCAP responds to unique features of Mombasa County, its interventions should fit within the National and global CVE agenda.
	<ul style="list-style-type: none"> Participation and leadership of the Mombasa County in the Strong Cities Network which brings together 100 cities worldwide is a major opportunity for internationalizing the MCAP-PCVE. 	<ul style="list-style-type: none"> Lack of coordination at the County level and inter cities in Africa may deprive the County of networking and partnership opportunities. 	<ul style="list-style-type: none"> Mombasa should take full advantage of the Strong Cities network and use the opportunity to network, learn and share experiences with other counties in Kenya and cities across the world.

Economic	<ul style="list-style-type: none"> Mombasa has a vibrant economy which has the potential for growth due to devolution. Being a port and a tourist hub, the County's economy is able to address the problem of unemployment among the youth. 	<ul style="list-style-type: none"> Previous terror attacks and active multiple VE groups have contributed to poor economic growth of the County. 	<ul style="list-style-type: none"> Steps should be taken to ensure that youths access jobs. MCAP-PCVE strategies should provide opportunities for young people to be actively engaged in economic activities.
Social	<ul style="list-style-type: none"> Multi-cultural environment of Mombasa County provides an opportunity for joint interventions in carrying CVE activities. A strong inter-faith culture witnessed since the problem of VE and insecurity in general emerged has contributed immensely to CVE interventions especially on debunking the myth that terror and VE are associated with Islam. 	<ul style="list-style-type: none"> Changing demographics within Mombasa as seen in the increasing number of the so-called 'up-country' people may perpetuate the narrative of 'wapwani' vs 'wabara'. Religious leaders who continue to misinterpret religious books may frustrate CVE activities. 	<ul style="list-style-type: none"> Religious leaders and scholars need to be integrated in the implementation plan and be able to reverse the negative narratives propagated by sympathizers of VE. The cultural richness of Mombasa County should be considered as a key strategy for implementing the action plan. Sports and recreation activities should be among the major interventions.
Technological	<ul style="list-style-type: none"> A lot of information regarding VE and corresponding CVE interventions are available in real time through the electronic and online media such as smart phones and cyber cafes which are increasingly becoming affordable and accessible to a majority of people. 	<ul style="list-style-type: none"> The media, in all its forms has emerged as an avenue for transmitting VE literature. In some instances, the VE groups have more sophisticated technology that undermines the technology employed by security agencies. 	<ul style="list-style-type: none"> The implementation framework should include training of young people in positive use of the media. The government should be able to deactivate some of the VE media outlets especially the social media.

Legal	<ul style="list-style-type: none"> There have been efforts to enact legislation which seeks to mitigate terrorism and VE. Furthermore, the signing of the National CVE strategy by the President has provided a reference document from which this Action Plan borrows heavily. 	<ul style="list-style-type: none"> Most of security legislations have been resisted by CVE actors who feel that they are punitive. 	<ul style="list-style-type: none"> The County Assembly of Mombasa should enact a MCAP-PCVE Act which should provide a framework for implementing this framework. The same should be replicated at the National level to provide the National CVE strategy with a legal backing.
Environment	<ul style="list-style-type: none"> Mombasa is the smallest County in Kenya and being an urban centre is mainly visited by persons with economic interests only and with little time to contribute to its environmental concerns particularly in relation to VE. 	<ul style="list-style-type: none"> Mombasa neighbors other counties whose borders are porous. The Port also poses a serious threat since violent extremists can easily attack from the sea. 	<ul style="list-style-type: none"> The National and County governments should co-ordinate to ensure that the port and borders are secure. KPA should be actively involved in implementing this Action Plan.

Stakeholders' Analysis

38. The table below summarizes the roles of various stakeholders and their influence:

Stakeholder	Roles	Levels of Power and Influence	Levels of Agreement with the MCAP-PCVE Activities	Key Engagement Challenges	How to Address the Challenges
1. National Government	<ul style="list-style-type: none"> • Provision of security infrastructure to counter VE. • Policy formulation such as Returnee Rehabilitation and Reintegration Policy, Amnesty Policy etc. • Provision of high level political goodwill for implementation of the MCAP-PCVE. • Providing linkages with local and international CVE actors. • Ensure fair administration of justice when trying VE suspects. • Budgetary allocations to development projects which promote youth employment and support CVE activities. • Convene the County CVE Committee through the County Commissioner for Mombasa 	High	Medium	<ul style="list-style-type: none"> • Changes in the Office of the County Commissioner may slow down the office's stewardship in the implementation process. 	<ul style="list-style-type: none"> • Continuous engagement, feed-backing and information sharing between the National Government and other actors. • Encourage effective hand over procedures.

	<ul style="list-style-type: none"> • Provide technical support through NCTC 				
2. County Government of Mombasa	<ul style="list-style-type: none"> • Providing representative and political goodwill at the County Executive and County Assembly levels. • Enacting relevant laws to anchor implementation of the MCAP-PCVE at the County level. • Budgetary allocations towards development projects which contribute to implementing the MCAP-PCVE. • Integrate the spirit and aspirations of the MCAP-PCVE into the County security plans • Provide Technical Support through the Office of Governor and the Office of the Executive Committee. 	High	Medium	<ul style="list-style-type: none"> • Changes in the office of the Governor may affect the County's participation in implementing the MCAP-PCVE. 	<ul style="list-style-type: none"> • Engagement in the process should be at the institutional level to establish the pillars as part of routine and culture of public service. The various departments should implement a public service charter to address the issues raised in the Plan.
3. Political Leaders	<ul style="list-style-type: none"> • Enact relevant enabling legislations • Provide political support to the process by using their various platforms to create awareness about the MCAP-PCVE. 	High	Low	<ul style="list-style-type: none"> • Some of them may use the opportunity as a political platform to advance their agenda • Disagreements among politicians may affect consensus building around the MCAP-PCVE. 	<ul style="list-style-type: none"> • Explain to the politicians at the beginning of the process that the implementation process is not a partisan political platform. • Encourage politicians to embrace consensus building.

4. Civil Society Organizations and Human Rights Defenders (HRDs)	<ul style="list-style-type: none"> • Participate in lobbying and creating awareness regarding the MCAP-PCVE. • Provide linkages with other actors in CVE • Integrate the proposed activities/interventions in their programmes and budgets. • Monitor the implementation of the MCAP-PCVE. 	High	High	<ul style="list-style-type: none"> • Possible conflicts of interest between the MCAP-PCVE activities and individual CSOs activities. 	<ul style="list-style-type: none"> • The activities should be programmed to avoid MCAP-PCVE activities and individual CSOs' activities overlapping each other. Instead both interventions should synergize each other.
5. Faith Based Organisations	<ul style="list-style-type: none"> • Provide authentic religious formation in spaces of worship and learning institutions and prevent children and youth from being radicalized and influenced to join VE groups • Develop counter narratives which neutralize VE narratives being propagated by religious preachers who misinterpret Holy Books. • Regulate religious teachings through developing a common religious training syllabus/curriculum, training of religious teachers both in schools and places of worship, self-regulating production of religious materials and monitoring religious trainings. 	High	High	<ul style="list-style-type: none"> • Most of Religious leaders lack the training required to develop alternative narratives and address cleavages which lead young people to be attracted to VE groups. 	<ul style="list-style-type: none"> • The MCAP-PCVE implementation process should encourage dialogue and reaching out to everyone. • There should be a minimum level of training for all religious leaders both in learning and worship places.
6. Learning Institutions	<ul style="list-style-type: none"> • Adopting value-based learning in schools and other institutions of learning • Carrying out research on emerging trends in 	High	Medium	<ul style="list-style-type: none"> • Teachers may resist monitoring of their activities 	<ul style="list-style-type: none"> • Learning institutions should be involved in all stages of the MCAP-

	<p>VE and CVE.</p> <ul style="list-style-type: none"> Monitoring activities of staff and learners for early detection of any signs of radicalization. Developing CVE training curriculum which must be approved by the Ministry of Education Initiating CVE clubs in schools. 				P/CVE implementation
7. Youths and Youth Organizations	<ul style="list-style-type: none"> The youth will be the main targets of the MCAP-PCVE. They will be involved in training and reaching out to other youths through sports and other cultural activities and publicity campaigns. 	High	High	<ul style="list-style-type: none"> They may have exaggerated expectations regarding the MCAP-PCVE scope. 	<ul style="list-style-type: none"> The youths will be engaged throughout the MCAP-PCVE implementation process to achieve a buy-in and a stay-in.
8. Parents and Parents Organizations	<ul style="list-style-type: none"> Monitoring children and youth while at home Reporting early warning signs, disappearances and re-appearances of children and youth. 	High	Low	<ul style="list-style-type: none"> Parents may be doubtful of the intentions of the stakeholders spearheading the implementation of the policy. High Illiteracy levels among parents Suspicion by parents regarding those working with their 	<ul style="list-style-type: none"> Parents need to be trained and involved actively in the proposed CVE interventions.

				children <ul style="list-style-type: none"> • parents tend to protect their spouses and children against allegations of their participation in CVE activities 	
9. Professional Bodies and the Academia	<ul style="list-style-type: none"> • Provision of psychosocial support • Providing legal and other professional support • Research 	Medium	Medium	<ul style="list-style-type: none"> • Availability 	<ul style="list-style-type: none"> • Engage them at their convenience
10. Village Elders and <i>Nyumba Kumi</i> Ambassadors	<ul style="list-style-type: none"> • Knowing well the people living within their jurisdictions • Embracing Alternative Justice System to address some of the factors which lead young people into joining VE groups • Supporting community-led security initiatives such as Community Policing and Nyumba Kumi initiatives 	Medium	Low	<ul style="list-style-type: none"> • Low level of awareness regarding the MCAP-PCVE and CVE issues in general • They play multiple roles in the society which may conflict with the spirit and aspirations of the Action Plan. 	<ul style="list-style-type: none"> • Empowering them and engaging their participation in the various stages of the project.
11. Business Community	<ul style="list-style-type: none"> • Engage young people in business and employment opportunities 	Medium	Low	<ul style="list-style-type: none"> • Disinterested in community activities • Low level of awareness on CVE 	<ul style="list-style-type: none"> • Conduct fora for the business community.

				issues	
12. Media	<ul style="list-style-type: none"> Creating awareness and visibility for the MCAP-PCVE activities 	High	Medium	<ul style="list-style-type: none"> Misreporting Some media practitioners are easily compromised. 	<ul style="list-style-type: none"> Actively engage with the media in all its forms.
13. PWDs	<ul style="list-style-type: none"> Addressing issues which are unique to PWDs 	High	High	<ul style="list-style-type: none"> A feeling of exclusion may bar them from actively participating in the CVE processes 	<ul style="list-style-type: none"> Ensuring that they are presented in all decision making processes of the MCAP-PCVE implementation.
14. Women	<ul style="list-style-type: none"> Addressing issues which are unique to women as articulated under the women pillar. 	High	High	<ul style="list-style-type: none"> Women especially those who have been victimized before may be reluctant to participate as they would think this is a strategy to fix them. Some women could also fear that CVE work is too risky and hence a preserve for men. 	<ul style="list-style-type: none"> Through continuous engagement of women to win their confidence Women pillar has been created to address unique issues relating to women at the Coast.
15. Foreign Missions and Development	<ul style="list-style-type: none"> Providing financial and technical support required to implement the MCAP-PCVE. Linking the MCAP-PCVE with global 	High	Medium	<ul style="list-style-type: none"> Challenge of securitization of CVE initiatives by some 	<ul style="list-style-type: none"> Continuous engagement with Foreign Missions and development

Partners	initiatives for continuous learning and information sharing.			foreign governments which has resulted into global profiling of certain cities/countries as high risk areas.	partners.
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CHAPTER 4

VISION, MISSION, GOAL AND STRATEGIC OBJECTIVES

Vision

39. A just society where communities co-exist peacefully.

Mission

40. To promote synergies among various state and non state actors in enhancing the security of Mombasa County.

Goal

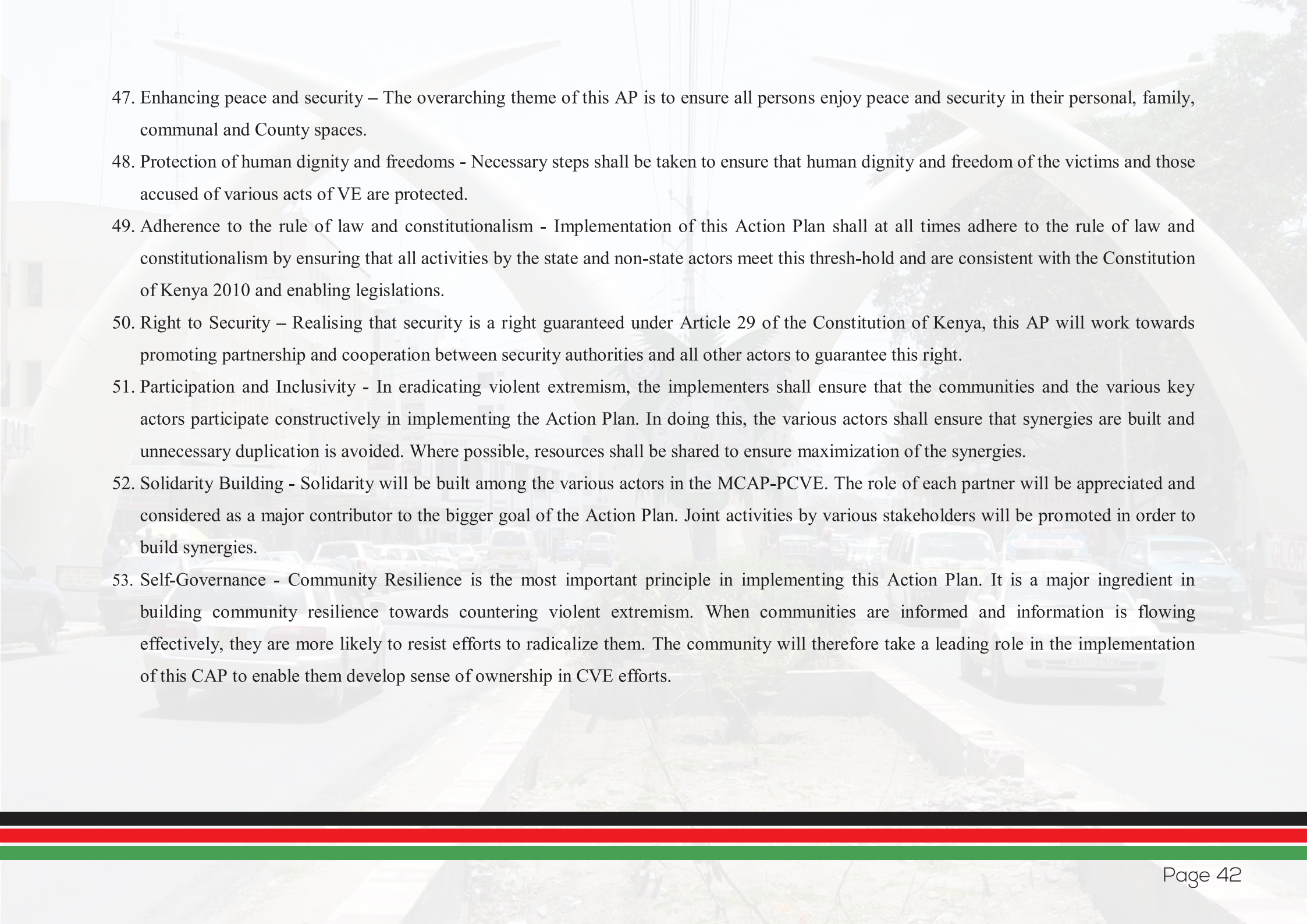
41. To enhance partnership in the implementation of constitutional values and principles of governance in Mombasa County in order to prevent and counter violent extremism.

Strategic Objectives

- 42. To build community resilience towards violent extremism
- 43. To promote human dignity, security and access to justice for all
- 44. To enhance County cohesion and integration especially between persons of different faiths
- 45. To promote networking and cooperation between state (National and County) and non state actors

Guiding Principles

46. The following principles are enshrined in the Action Plan and shall therefore be adhered to during the implementation and review process:

- 
47. Enhancing peace and security – The overarching theme of this AP is to ensure all persons enjoy peace and security in their personal, family, communal and County spaces.
48. Protection of human dignity and freedoms - Necessary steps shall be taken to ensure that human dignity and freedom of the victims and those accused of various acts of VE are protected.
49. Adherence to the rule of law and constitutionalism - Implementation of this Action Plan shall at all times adhere to the rule of law and constitutionalism by ensuring that all activities by the state and non-state actors meet this thresh-hold and are consistent with the Constitution of Kenya 2010 and enabling legislations.
50. Right to Security – Realising that security is a right guaranteed under Article 29 of the Constitution of Kenya, this AP will work towards promoting partnership and cooperation between security authorities and all other actors to guarantee this right.
51. Participation and Inclusivity - In eradicating violent extremism, the implementers shall ensure that the communities and the various key actors participate constructively in implementing the Action Plan. In doing this, the various actors shall ensure that synergies are built and unnecessary duplication is avoided. Where possible, resources shall be shared to ensure maximization of the synergies.
52. Solidarity Building - Solidarity will be built among the various actors in the MCAP-PCVE. The role of each partner will be appreciated and considered as a major contributor to the bigger goal of the Action Plan. Joint activities by various stakeholders will be promoted in order to build synergies.
53. Self-Governance - Community Resilience is the most important principle in implementing this Action Plan. It is a major ingredient in building community resilience towards countering violent extremism. When communities are informed and information is flowing effectively, they are more likely to resist efforts to radicalize them. The community will therefore take a leading role in the implementation of this CAP to enable them develop sense of ownership in CVE efforts.

CHAPTER FIVE

METHODOLOGY FOR PRIORITIZATION

54. The Mombasa County Action Plan has been formulated alongside the nine pillars of the National Strategy.¹⁵ The action plan has further incorporated the Economic and Women pillars to respond to the unique issues arising from Mombasa County. The criteria for prioritization of interventions depended on critical issues, which are peculiar to Mombasa County. In the spirit of public participation as envisaged by Article 10 of the Constitution and the safer citizenship framework, the order of prioritization for the pillars was developed at the Mombasa County CVE Strategy Convention and Experts meeting held in Mombasa on 1st and 2nd of March 2017.
55. The key criterion for prioritization was therefore influenced by: Adoption of NCVE strategy pillars; strong citizenship framework; experiences of partnering civil society organisations; security authorities' analysis and gaps analysis done by delegates during the CVE convention.
56. Below are gaps identified under each of the pillars and issues which should be prioritized in implementing the Action Plan:

Economic Pillar

57. Minimal support for SMEs.
58. Inadequate service delivery by County and National government.
59. Widespread unemployment.
60. High taxes and inflation.
61. Provision for 30% opportunities for youths, women and PWDs has not been fully implemented.

¹⁵ The 9 pillars adopted by the National Strategy are; (a) Psychosocial pillar (b) Education pillar (c) Political pillar (d) Security pillar (e) Faith based and ideological pillar (f) Training and capacity building pillar (g) Arts and culture pillar (h) Legal and policy pillar (i) Media and online pillar

62. Bureaucratic processes on getting loans or capital.

63. Local communities don't benefit from available natural resource due to failure to implement local benefit programmes.

Security Pillar

64. Extreme counterterrorism measures by security apparatus towards terrorism, therefore softer approaches need to be adopted.

65. Poor relationship between the police and community,

66. Obsolete devices used to respond to terror issues.

67. Limited refresher courses for police officers.

68. Obsolete curriculum in Police training.

69. Accidental, deliberate and espionage related leakages of classified information

70. Limited community engagement in security affairs

71. Poor and/or inadequate witness protection programme

72. Dysfunctional legal framework for returnees


73. Haphazard investigation on terror activities

Faith-Based and Ideological Pillar

74. Ideologies on historical marginalization of the coastal region for instance, in education system, exclusion in government decision-making, inequitable distribution of resources, unsolved land issues among others.

75. Indoctrination- where the faith based leaders forces their doctrines to people.

76. There are tendencies of interpreting holy books wrongly. This is more in Islam because not all Muslims are able to read a Quran and interpret the correct way.

- 
- 77. Upcoming of illegal gangs that are ideology driven such as MRC.
 - 78. Failure to account for utterance in mosques, churches and public.

Psycho-Social Pillar

- 79. Inadequate psychosocial support to the families of those affected.
- 80. There are limited systematic psychosocial support measures of dealing with returnees.
- 81. Retaliatory attacks from the affected youths are a clear indication that there is a gap in dealing with psychosocial aspects of the affected lot.
- 82. Inadequate preventive strategies. There is focus on the end result and not the root causes.

Training and Capacity Building Pillar

- 83. Inadequate skills improvement for youths in Mombasa which makes them vulnerable to radicalization
- 84. Inadequate avenues for sensitization of youths on dangers of radicalization and VE.
- 85. Address high levels of illiteracy among the youths in Mombasa County.

Education Pillar

- 86. Limited number of higher learning institution in Mombasa
- 87. Lack of standardized curriculum for madrassa and Sunday school teachers
- 88. Limited number of institutions to take up the school dropout lot
- 89. Poor adherence to professionalism by the Madrassa and Sunday school teachers

Legal and Policy Pillar

90. There are gaps in the legal and policy frameworks, for instance there are no clear laws to deal with the issues of radicalization and returnees.

Media and Online Pillar

91. Easy access of radicalizing messages through online media

92. International TV stations such as Aljazeera that displays uncensored activities of terrorism openly.

93. The fact that every youth is able to access smartphones and other gadgets that may contain the VE messages

94. Biased investigative journalism

95. Poor structures for media monitoring and self-regulation

96. Insufficient de-radicalization programmes in the media

Political Pillar

97. Inadequate political good will among a section of the political class.

98. There is inadequate cohesion for both National and County politicians

99. Some politicians fund and side with gangs which have the potential to become extremist groups.

Arts and Culture Pillar

100. Inadequate awareness of the origins of Mombasa's rich culture.

101. Inadequate cultural events, which preserve Mombasa's culture, some of which have been washed away by 'civilization' and cosmopolitanism.



Women Pillar

102. Inadequate capacity building for women on issues of VE.
103. Deficit information and research on issues relating women and VE.
104. Inadequate inclusion of women in decision-making processes.

Prioritisation Order

105. After discussion and deliberations based on the criteria, the pillars were prioritised as follows:

Education

Faith based and ideological

Economic

Security

Arts and Culture

Political

Psychosocial

Women

Media and online

Training and capacity building

Legal and policy

CHAPTER SIX

IMPLEMENTATION PLAN

106. The following key strategies will be employed in implementing the MCAP-PCVE: people empowerment, lobbying and advocacy, engagement, building synergies, dialogue, training, capacity building, policy reviews, research and documentation of success and change stories.
107. The MCAP-PCVE considers Preventing and Countering Violent Extremism as an attempt to reduce the introduction to, support or participation in violent extremism. This could be addressed through non-coercive means by identifying and addressing factors conducive to the spread of terrorism. The efforts suggested here include: empowering local communities, promoting and protecting the voice and space for civil society actors, increasing social resilience, facilitating constructive dialogue between communities and the government, promoting education and economic opportunities, encouraging credible narratives to counter violent extremist ideology, developing models for realizing socio-economic rights and providing disengagement and reintegration opportunities.

Implementation Framework

108. The County Commissioner and the Governor of Mombasa County will convene MCAP-PCVE Engagement Forum as joint chairs according to the Guideline to Developing County Action Plan (GDCAP) which will bring together all the key stakeholders in Mombasa County. The actors will agree on amicable modalities of constituting the MCAP-PCVE engagement forum which shall adopt a multi-stakeholders approach.
109. These stakeholders will include the National Government through the office of the County Commissioner, the County Government through the office of the Governor, security agencies, elected leaders, independent commissions and oversight bodies, civil society organizations, the academia, faith based organizations, professional associations, student associations, the business community, development partners,

children representatives, youth representatives, women representatives, parents' representatives, cultural leaders/experts, persons living with disabilities and representatives of the NCTC .

110. The Deputy County Commissioners and Member of Parliament in each sub-County/constituency will co-chair the MCAP-PCVE sub-County engagement forum.
111. Area chiefs and MCAs will co-chair the location/ward MCAP-PCVE engagement forum.
112. The chairpersons of *Nyumba Kumi* in each village will convene the village MCAP-PCVE engagement forum.
113. Neighbourhoods within a village will form their MCAP-PCVE forum within the framework of *Nyumba Kumi* initiative.
114. Composition of each of the engagement forums at different levels will ensure equitable representation of women, PWDs and other special interest groups as shall be determined by the County MCAP-PCVE engagement forum.
115. Members of the MCAP-PCVE engagement forum shall be in office for a term not exceeding five years and shall be eligible for re-election to a final term. This rule shall exclude all those who are members by virtue of their offices. In this case, their terms of office shall be dependent on their continued occupation of those offices.

Roles of MCAP-PCVE Engagement Forum

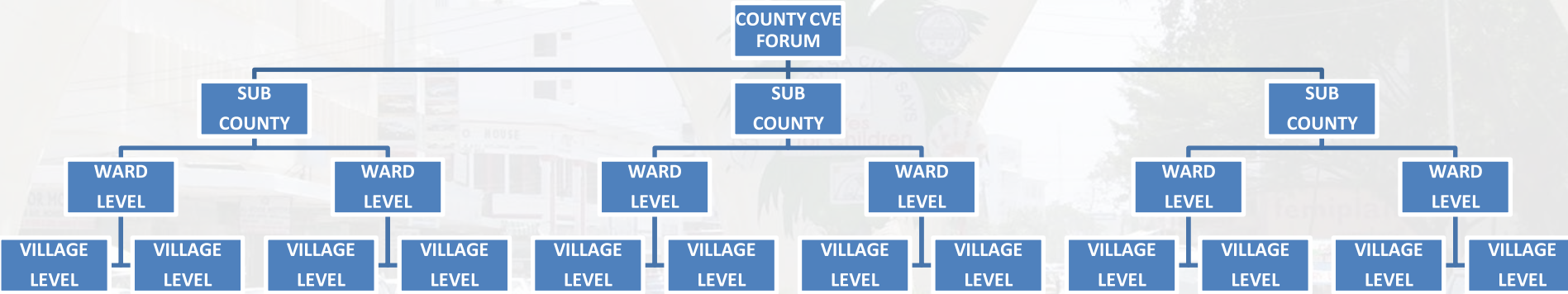
116. The main roles of the MCAP engagement forum will be to co-ordinate implementation of the MCAP-PCVE by the different actors. Co-ordination functions include planning and executing activities, fundraising, receiving reports and linking the work of various actors in CVE, awareness creation and ensuring that CVE activities are cascaded to lower levels in the hierarchy, developing modalities to address the issue of converts and returnees, preparing quarterly and annual status MCAP-PCVE reports, monitoring and reviewing the Action Plan.
117. The County MCAP-PCVE engagement forum shall organize the annual CVE Convention where an annual CVE report will be presented. The report will be an audit of the state of implementation of the County Action Plan.

118. The County MCAP-PCVE engagement forum shall form a Monitoring and Oversight Committee comprising of at least five experts drawn from different professional backgrounds which the members of the County Forum shall agree on. The mandate of the oversight committee shall be advisory and ensure that members of the County Engagement Forum play their roles as stipulated in this CAP.

Basic Unit of Implementation

119. The basic unit of implementation for this strategy is the family. The strategy will seek to promote family values and a sense of belonging to the community.

120. MCAP-PCVE Engagement Organogram



Implementation Matrix

121. The following is the implementation plan for the Mombasa County action plan for preventing and countering violent extremism.

1. Education Pillar							
Objectively verifiable indicators	Strategy (How?)	Activity (What?)	Output (Expected Result)	Outcome (Impact)	Responsible (Who?)	Timeframe (When?)	Resources (What is Required?)
Development and operationalization of civic education curriculum that will prevent and counter violent extremism curriculum into the ECD, primary, secondary, tertiary, madrasa and Sunday schools	<ul style="list-style-type: none"> Research and Policy Formulation 	<ul style="list-style-type: none"> Development of a CVE curriculum for schools 	<ul style="list-style-type: none"> CVE Curriculum developed and adopted by various stakeholders 	<ul style="list-style-type: none"> Youth trained and educated about CVE issues in learning institutions 	<ul style="list-style-type: none"> County Department of Education Ministry of Education Kenya Institute of Curriculum Development (KICD) Civil society organizations Teachers Service Commission (TSC) Parents Teachers Association (PTA) Students 	<ul style="list-style-type: none"> By 2020 	<ul style="list-style-type: none"> Human resource (curriculum experts, data collection clerks) Material costs Conference facilities Transport costs Mobilization Stationery

Promotion of interfaith activities in institutions of learning	<ul style="list-style-type: none"> Engagement of Stakeholders 	<ul style="list-style-type: none"> Interfaith outreach activities Interfaith dialogue forums Interfaith community meetings 	<ul style="list-style-type: none"> Institutions of learning adopting interfaith strategies Students participating in interfaith activities 	<ul style="list-style-type: none"> More tolerant institutions of learning Students learning to accept diversity and appreciate need for cohesion 	<ul style="list-style-type: none"> County Department of Education County Department of Children Ministry of Education Kenya Institute of Curriculum Development (KICD) Civil society organization Religious leaders Teachers Service Commission (TSC) Parents Teachers Association (PTA) Students 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (religious leaders) Material costs Conference facilities Transport costs Mobilization Stationery
Incorporation of human rights into the education	<ul style="list-style-type: none"> Research and Policy Formulation 	<ul style="list-style-type: none"> Incorporating human rights into the existing curriculum 	<ul style="list-style-type: none"> Human rights factored in revised schools' curriculum 	<ul style="list-style-type: none"> Youth trained and educated about human rights in learning institutions 	<ul style="list-style-type: none"> County Department of Education Ministry of 	<ul style="list-style-type: none"> By 2020 	<ul style="list-style-type: none"> Human resource (religious leaders,) Material costs

curriculum					<ul style="list-style-type: none"> Education Kenya Institute of Curriculum Development (KICD) Civil society organizations Teachers Service Commission (TSC) Parents Teachers Association (PTA) Students 		<ul style="list-style-type: none"> Conference facilities Transport costs Mobilization Stationery
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2. Faith Based and Ideological Pillar

Objectively verifiable indicators	Strategy (How?)	Activity (What?)	Output (Expected Result)	Outcome (Impact)	Responsible (Who?)	Timeframe (When?)	Resources (What is Required?)
Addressing religious profiling and stereotypes	<ul style="list-style-type: none"> Engagement of Stakeholders 	<ul style="list-style-type: none"> Tolerance and cohesion outreach activities Tolerance and cohesion dialogue forums Tolerance and cohesion community meetings 	<ul style="list-style-type: none"> Persons of different faiths supported to accept one another Communities assisted to appreciate diversity 	<ul style="list-style-type: none"> Communities more tolerant of religious differences Increased County cohesion No victimisation based on religious affiliation 	<ul style="list-style-type: none"> Mosques, churches and temples Faith based organisations Local Administrators 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (field officers) Material costs Conference facilities Transport Mobilization

					(County Commissioner, Chiefs and Sub Chiefs) • Youth groups • Women groups • PWDs		• Stationery
Provision of equal opportunities to persons of all faiths	• Engagement of Stakeholders	• Non discrimination outreach activities • Non discrimination dialogue forums • Non discrimination community meetings	• Persons of different faiths supported to accept one another • Communities assisted to appreciate diversity	• Equality and equity across all faiths • Peace and cohesion across persons of different faiths	• Mosques, churches and temples • Faith based organisations • Local Administrators (County Commissioner, Chiefs and Sub Chiefs) • Youth groups • Women groups • PWDs	• Continuous	• Human resource (field officers) • Transport • Mobilization • Stationery and printing costs
Responsible enjoyment of freedom of worship	• Lobbying and advocacy	• Courtesy visits • Social media campaigns • Peaceful public processions	• Public made aware of their responsibilities when enjoying religious freedoms	• Freedom of worship enjoyed by all fully and responsibly • Reduced inter religious	• Kenya National Commission Human Rights (KNCHR)	• Continuous	• Human resource (co-ordinators, field officers) • Material costs

		<ul style="list-style-type: none"> • Presentations of Memoranda and petitions • Public barazas 	<ul style="list-style-type: none"> • Religious leaders preaching peace and tolerance • Strategies, laws and policies adopted to promote religious freedoms 	<ul style="list-style-type: none"> • violence • Enhanced tolerance amongst all 	<ul style="list-style-type: none"> • Religious leaders • Faith Based Organisations • Mosques, churches and temples • Civil society organisations • County Commissioner • County Governor • Women groups • Youth groups • PWDs 		<ul style="list-style-type: none"> • Conference facilities • Transport • Mobilization • Stationery
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3. Economic Pillar

Objectively verifiable indicators	Strategy (How?)	Activity (What?)	Output (Expected Result)	Outcome (Impact)	Responsible (Who?)	Timeframe (When?)	Resources (What is Required?)
Improved economic independence of individuals and communities	<ul style="list-style-type: none"> • Training and capacity building 	<ul style="list-style-type: none"> • Trainings and capacity building of vulnerable individuals and communities 	<ul style="list-style-type: none"> • Various income generating activities and Small/Medium Enterprises (SME)s initiated • Vulnerable youth 	<ul style="list-style-type: none"> • Creation of employment • Improved economic welfare of vulnerable groups • Reduced poverty levels 	<ul style="list-style-type: none"> • Ministry of Labour • Ministry of Youth • County government • Political leaders 	<ul style="list-style-type: none"> • Continuous 	<ul style="list-style-type: none"> • Human resource (facilitators) • Material costs • Conference facilities • Transport

			<ul style="list-style-type: none"> engaged in employment Business skills developed/enhanced 		<ul style="list-style-type: none"> Civil Society Private sector Tourism sector Women groups Youth groups PWDs 		<ul style="list-style-type: none"> Mobilization Stationery
Enhanced service delivery for all by National and County governments	<ul style="list-style-type: none"> Lobbying and advocacy 	<ul style="list-style-type: none"> Social audits of devolved funds Courtesy visits to monitor expenditure Social media campaigns on service delivery Peaceful public processions Presentations of Memoranda and petitions Public barazas 	<ul style="list-style-type: none"> Public empowered to audit public funds Office bearers more accountable for their decisions Right to information enhanced 	<ul style="list-style-type: none"> Transparency and accountability in management of public funds Improved public participation in budget process Improved service delivery for all especially the vulnerable communities 	<ul style="list-style-type: none"> Ethics and Anti Corruption Commission (EACC) National government County government Political leaders Civil Society Private sector Tourism sector Women groups Youth groups PWDs 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (field officers) Material costs Conference facilities Transport Mobilization Stationery

Better enjoyment of socio economic rights	<ul style="list-style-type: none"> Lobbying and advocacy 	<ul style="list-style-type: none"> Courtesy visits Social media campaigns on socio economic rights Peaceful public processions Presentations of Memoranda and petitions Public barazas 	<ul style="list-style-type: none"> Public made aware of their socio economic rights Schools and hospitals improved including facilities Socio economic rights act adopted 	<ul style="list-style-type: none"> Improved demand for better health care and education Better health care and quality of education 	<ul style="list-style-type: none"> Ministry of Education Ministry of Health County government Political leaders KNCHR Civil Society Private sector Tourism sector Women groups Youth groups PWDs 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (field officers) Material costs Conference facilities Transport Mobilization Stationery
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4. Security Pillar

Objectively verifiable indicators	Strategy (How?)	Activity (What?)	Output (Expected Result)	Outcome (Impact)	Responsible (Who?)	Timeframe (When?)	Resources (What is Required?)
Improved village and inter community safety awareness and programs	<ul style="list-style-type: none"> Engagement of Stakeholders 	<ul style="list-style-type: none"> Peace and security outreach activities Peace and security dialogue forums Peace and security community meetings 	<ul style="list-style-type: none"> Nyumba kumi initiative strengthened Communities assisted to understand their roles in community safety and security Village elders supported 	<ul style="list-style-type: none"> Communities organised at basic units to improve their safety Improved community coordination peace and security Improved safety and 	<ul style="list-style-type: none"> Ministry of Interior County Commissioner's office County government 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (field officers) Material costs Conference facilities Transport costs Mobilization

			to coordinate community safety initiatives	security at the grassroots	<ul style="list-style-type: none"> • Civil Society • Political leaders • Women groups • Youth groups • PWDs 		<ul style="list-style-type: none"> • Stationery
Police-community relations initiated and improved	<ul style="list-style-type: none"> • Lobbying and advocacy 	<ul style="list-style-type: none"> • Courtesy visits • Social media campaigns on police-community relations • Presentations of Memoranda and petitions • Public barazas 	<ul style="list-style-type: none"> • Both police and public made aware of their security rights • Programs initiated to narrow gap between police and public • Relevant laws and policies adopted to encourage police-public partnership 	<ul style="list-style-type: none"> • Trust between police and public improved • Police and public working closely together 	<ul style="list-style-type: none"> • Ministry of Interior • County Commissioner's office • County government • National Police Service Commission (NPSC) • Kenya Police • IPOA • Civil Society • Political leaders • Women groups • Youth groups • PWDs 	<ul style="list-style-type: none"> • Continuous 	<ul style="list-style-type: none"> • Human resource (facilitators) • Material costs • Conference facilities • Transport • Mobilization • Stationery

Increased awareness of the interlink between human rights and security	<ul style="list-style-type: none"> • Training and capacity building 	<ul style="list-style-type: none"> • Capacity building of security authorities • Trainings of community members 	<ul style="list-style-type: none"> • Development and use of a human rights and security training manual for security authorities • Development and use of a human rights and security training manual for community members 	<ul style="list-style-type: none"> • Standardised training of security authorities on human rights and security • Standardised training of communities on human rights and security 	<ul style="list-style-type: none"> • Ministry of Interior • County Commissioner's office • KNCHR • IPOA • Kenya Police • County government • Civil Society • Women groups • Youth groups • PWDs 	<ul style="list-style-type: none"> • Continuous 	<ul style="list-style-type: none"> • Human resource (field officers, facilitators) • Material costs • Conference facilities • Transport Mobilization • Stationery
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5. Arts and Culture Pillar							
Objectively verifiable indicators	Strategy (How?)	Activity (What?)	Output (Expected Result)	Outcome (Impact)	Responsible (Who?)	Timeframe (When?)	Resources (What is Required?)
Cultural differences not a contributor of extreme ideologies	<ul style="list-style-type: none"> Engagement of Stakeholders 	<ul style="list-style-type: none"> Inter cultural outreach activities/festivals Inter cultural dialogue forums Inter cultural security community meetings 	<ul style="list-style-type: none"> Credible voices articulated in for a, decision making institutions and courts. Communities enlightened to put aside cultural differences Cultural stereotypes deconstructed 	<ul style="list-style-type: none"> Enhanced respect and appreciation for multiple cultural identities Improved County cohesion across communities 	<ul style="list-style-type: none"> Ministry of Culture County government Civil Society Cultural groups Political leaders Women groups Youth groups PWDs 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (field officers) Material costs Conference facilities Transport Mobilization Stationery
Improved appreciation of cultural diversity	<ul style="list-style-type: none"> Training and capacity building 	<ul style="list-style-type: none"> Training of community members on cultural diversity Training on and appreciation of the real history of Africans 	<ul style="list-style-type: none"> Communities understanding and appreciation of different cultures improved History of domination of Africans by foreigners corrected 	<ul style="list-style-type: none"> Enhanced respect and appreciation for multiple cultural identities Communities appreciating that there is strength in diversity Reduced cultural conflicts 	<ul style="list-style-type: none"> Ministry of culture and tourism County Government Civil Society Tourism sector Cultural groups Political leaders Women groups Youth groups 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (field officers) Material costs Conference facilities Transport Mobilization Stationery

Reduced abuse of human rights violations based on cultural beliefs	<ul style="list-style-type: none"> Lobbying and advocacy 	<ul style="list-style-type: none"> Courtesy visits Social media campaigns on cultural rights Peaceful processions and demonstration Presentations of Memoranda and petitions Public barazas 	<ul style="list-style-type: none"> Communities no longer divided by cultural beliefs Intra communities wrangles over culture ended 	<ul style="list-style-type: none"> Respect by all of cultural rights of self and others Enhanced enjoyment of cultural rights County communities unified by culture 	<ul style="list-style-type: none"> PWDs Ministry of Interior County Government KNCHR Kenya Police National Gender and Equality Commission (NGEC) Civil Society Tourism sector Cultural groups Political leaders Women groups Youth groups PWDs 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (field officers) Material costs Conference facilities Transport Mobilization Stationery
6. Political Pillar							
Objectively verifiable indicators	Strategy (How?)	Activity (What?)	Output (Expected Result)	Outcome (Impact)	Responsible (Who?)	Timeframe (When?)	Resources (What is Required?)
Political leaders engaging	<ul style="list-style-type: none"> Engagement of 	<ul style="list-style-type: none"> Inter party outreach activities 	<ul style="list-style-type: none"> Politicians taking responsibility as leaders 	<ul style="list-style-type: none"> Politicians accounting for their time in office 	<ul style="list-style-type: none"> Ministry of Devolution 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (facilitators)

communities, particularly youth and women, to address marginalisation and discrimination	Stakeholders	<ul style="list-style-type: none"> County political dialogue forums Political accountability community meetings 	<ul style="list-style-type: none"> to unify the people Political parties working to end discrimination and marginalisation 	<ul style="list-style-type: none"> by unifying the people Youth, Women and PWDs empowered to the mainstream 	<ul style="list-style-type: none"> County Government County assembly Political leaders Civil Society Women groups Youth groups PWDs 		<ul style="list-style-type: none"> Material costs Conference facilities Transport Mobilization Stationery
Leaders across the political divide working together to address violent extremism and radicalisation	<ul style="list-style-type: none"> Engagement of Stakeholders 	<ul style="list-style-type: none"> Community CVE outreach activities with politicians CVE dialogue forums with politicians CVE community meetings with politicians 	<ul style="list-style-type: none"> Politicians fully engaged in countering violent extremism Politicians using their influence and status in society to address issues of returnees 	<ul style="list-style-type: none"> CVE addressed across all political levels from ward representatives to constituencies to County levels Political leadership working to reduce violent extremism and radicalisation 	<ul style="list-style-type: none"> Ministry of Devolution County Government County assembly Political leaders Civil Society Women groups Youth groups PWDs 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (facilitators) Material costs Conference facilities Transport Mobilization Stationery
Legal framework in place to promote human rights and access to justice in the County	<ul style="list-style-type: none"> Lobbying and advocacy 	<ul style="list-style-type: none"> Courtesy visits Social media campaigns on cultural rights Peaceful processions and demonstration Presentations of Memoranda and 	<ul style="list-style-type: none"> Justice and rule of law respected by both state and non state actors Amnesty policy for returnees put in place 	<ul style="list-style-type: none"> Communities faith in the justice system strengthened Issue of returnees addressed fully 	<ul style="list-style-type: none"> Judiciary Ministry of Devolution County Government Commission on Administration of 	<ul style="list-style-type: none"> By 2020 	<ul style="list-style-type: none"> Human resource (facilitators) Material costs Conference facilities Transport Mobilization

		petitions <ul style="list-style-type: none"> Public barazas 			Justice (CAJ) <ul style="list-style-type: none"> KNCHR County assembly Law Society of Kenya (LSK) Political leaders Civil Society Women groups Youth groups PWDs 		<ul style="list-style-type: none"> Stationery
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7. Psychosocial Pillar

Objectively verifiable indicators	Strategy (How?)	Activity (What?)	Output (Expected Result)	Outcome (Impact)	Responsible (Who?)	Timeframe (When?)	Resources (What is Required?)
Families propagating positive psychosocial messages to their members through various channels	<ul style="list-style-type: none"> Engagement of Stakeholders 	<ul style="list-style-type: none"> Family psychosocial support outreach activities Affected families dialogue forums Community family support meetings 	<ul style="list-style-type: none"> Families assisted to develop right messaging for their members Families in communities mobilised along CVE messaging 	<ul style="list-style-type: none"> Strengthened family ties with positive ideologies Radical ideologies in families replaced with moderate ideologies Resilience of families against violent extremism strengthened 	<ul style="list-style-type: none"> Ministry of Interior County Government Kenya Prisons Service Kenya Psychiatrists Association Civil Society 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (counsellors, field officers) Material costs Conference facilities Transport Mobilization Stationery

					<ul style="list-style-type: none"> • Women groups • Youth groups • PWDs 		
Provision of psychological & psychosocial services to the community.	<ul style="list-style-type: none"> • Engagement of Stakeholders 	<ul style="list-style-type: none"> • Community outreach activities on moderate ideologies • Returnees' Focus group dialogue forums • community support meetings 	<ul style="list-style-type: none"> • Communities assisted to promote positive messaging for their members • Returnees support groups initiated to assist with reintegration 	<ul style="list-style-type: none"> • Extremism and radicalisation in communities reduced to minimal levels • Returnees integrated into society and becoming responsible citizens • Peace and security enhanced in the County 	<ul style="list-style-type: none"> • Ministry of Interior • County Government • Kenya Prisons Service • Kenya Psychiatrists Association • Civil Society • Women groups • Youth groups • PWDs 	<ul style="list-style-type: none"> • Continuous 	<ul style="list-style-type: none"> • Human resource (field officers, counsellors) • Material costs • Conference facilities • Transport • Mobilization • Stationery

Increase outreach and awareness of the strategy and solutions it offers	<ul style="list-style-type: none"> Lobbying and advocacy 	<ul style="list-style-type: none"> Courtesy visits Social media campaigns on CVE action plan Peaceful processions and demonstrations to publicise CVE action plan Presentations of Memoranda and petitions related to CVE action plan Public barazas to mobilise support for CVE action plan 	<ul style="list-style-type: none"> CVE action plan popularised across County All stakeholders in County engaged in CVE action plan implementation 	<ul style="list-style-type: none"> Full implementation of CVE action plan Laws and policies adopted to further CVE action plan Stakeholders owning and implementing plan 	<ul style="list-style-type: none"> Ministry of Interior County Commissioner County Government Kenya Police Political leaders Civil Society Women groups Youth groups PWDs 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (field officers) Material costs Conference facilities Transport Mobilization Stationery
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8. Women Pillar

Objectively verifiable indicators	Strategy (How?)	Activity (What?)	Output (Expected Result)	Outcome (Impact)	Responsible (Who?)	Timeframe (When?)	Resources (What is Required?)
Full involvement of women in preventing and countering violent extremism	<ul style="list-style-type: none"> Engagement of Stakeholders 	<ul style="list-style-type: none"> Women CVE outreach activities CVE dialogue forums for women community meetings for women 	<ul style="list-style-type: none"> Women support groups initiated across the County Early warnings programmes on violent extremism initiated for 	<ul style="list-style-type: none"> Resilience of women towards violent extremism strengthened Better coordination of women against violent extremism 	<ul style="list-style-type: none"> Ministry of gender County Government NGEC Gender desks of Kenya police 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human Resource (Curriculum experts, Data collection clerks) Material costs Conference

initiatives		empowerment	women in communities • Network of women against violent extremism established		<ul style="list-style-type: none"> • Women political leaders • Civil Society • Women groups • Youth groups • PWDs 		facilities <ul style="list-style-type: none"> • Transport • Mobilization • Stationery
Engagement of women in peace building and conflict management initiatives	<ul style="list-style-type: none"> • Engagement of Stakeholders 	<ul style="list-style-type: none"> • Women peace building outreach activities • Conflict management dialogue forums for women • community meetings for women empowerment 	<ul style="list-style-type: none"> • Women fully engaged in peace building initiatives • Women becoming peace ambassadors 	<ul style="list-style-type: none"> • Women fully integrated in peace building and conflict management • Women accepted as integral in community development processes 	<ul style="list-style-type: none"> • Ministry of gender • County Government • NGEC • Gender desks of Kenya police • Women political leaders • Civil Society • Women groups • Youth groups • PWDs 	<ul style="list-style-type: none"> • Continuous 	<ul style="list-style-type: none"> • Human resource (facilitators) • Material costs • Conference facilities • Transport • Mobilization • Stationery
Improved efforts amongst stakeholders in promoting women's involvement in CVE action plan	<ul style="list-style-type: none"> • Lobbying and advocacy 	<ul style="list-style-type: none"> • Courtesy visits • Social media campaigns on Women empowerment • Peaceful processions and demonstrations • Presentations of 	<ul style="list-style-type: none"> • Women supported to implement CVE action plan • Development of women CVE action plan • Communities enlightened to accept 	<ul style="list-style-type: none"> • Women becoming a pillar of CVE action plan implementation • Communities appreciating women's efforts in CVE 	<ul style="list-style-type: none"> • Ministry of gender • County Government • NGEC • Gender desks of Kenya police • Women political 	<ul style="list-style-type: none"> • Continuous 	<ul style="list-style-type: none"> • Human Resource (field officers) • Material costs • Conference facilities • Transport • Mobilization

implementation		Memoranda and petitions related to women engagement	women as key pillars of CVE		leaders		• Stationery
		• Public barazas to mobilise women	• Women groups capacity built to lead women engagement		• Civil Society • Women groups • Youth groups • PWDs		

9. Media and Online Pillar

Objectively verifiable indicators	Strategy (How?)	Activity (What?)	Output (Expected Result)	Outcome (Impact)	Responsible (Who?)	Timeframe (When?)	Resources (What is Required?)
Alternative and credible narratives to violent extremism developed and propagated on media platforms	• Training and capacity building	• Trainings of media personnel on alternative narratives • Development of media tools for alternative narratives reporting.	• Capacity of media personnel on alternative narrative reporting enhanced • Tools for media engagement developed and applied to alternative narratives	• Media reporting more sensitive to alternative narrative issues • Media playing its rightful role in countering extreme ideologies	• Ministry of information • County Government • Media houses • Civil Society • Women groups • Youth groups • PWDs	• Continuous	• Human Resource (facilitators, field officers) • Material costs • Conference facilities • Transport • Mobilization • Stationery

Enhanced Objective reporting of information related to terrorism	<ul style="list-style-type: none"> • Training and capacity building 	<ul style="list-style-type: none"> • Trainings of media personnel on CVE reporting • Development of media tools for CVE reporting. 	<ul style="list-style-type: none"> • Capacity of media personnel on CVE reporting enhanced • Tools for media engagement developed and applied to CVE • CVE related programs produced and disseminated 	<ul style="list-style-type: none"> • Media reporting more sensitive to CVE issues • Public exposed to positive messaging by media • Social media monitored for positive messaging 	<ul style="list-style-type: none"> • Ministry of information • County Government • Media houses • Civil Society • Women groups • Youth groups • PWDs 	<ul style="list-style-type: none"> • Continuous 	<ul style="list-style-type: none"> • Human Resource (field officers, facilitators) • Material costs • Conference facilities • Transport • Mobilization • Stationery
Increased dialogues on human rights and security on media platforms	<ul style="list-style-type: none"> • Lobbying and advocacy 	<ul style="list-style-type: none"> • Courtesy visits • Social media campaigns • Peaceful processions and demonstration in support of media freedom • Presentations of Memoranda and petitions • Public barazas on media freedom 	<ul style="list-style-type: none"> • Human rights and security programming by media houses • Social media networks on human rights and security • Public support for change of discourse from CVE to human rights and security 	<ul style="list-style-type: none"> • Better understanding of human rights and security issues by stakeholders • Media support for CVE initiatives • Public support for media freedom 	<ul style="list-style-type: none"> • Ministry of information • County Government • Media houses • Civil Society • Women groups • Youth groups • PWDs 	<ul style="list-style-type: none"> • Continuous 	<ul style="list-style-type: none"> • Human resource (facilitators, field officers) • Material costs • Conference facilities • Transport • Mobilization • Stationery

10. Training and Capacity Building							
Objectively verifiable indicators	Strategy (How?)	Activity (What?)	Output (Expected Result)	Outcome (Impact)	Responsible (Who?)	Timeframe (When?)	Resources (What is Required?)
Improved quality of training programs around CVE issues	<ul style="list-style-type: none"> Research and policy formulation 	<ul style="list-style-type: none"> Development of a CVE curriculum 	<ul style="list-style-type: none"> CVE curriculum developed Stakeholders engagement informed by CVE curriculum 	<ul style="list-style-type: none"> Ownership and implementation of the CVE curriculum by stakeholders Structured CVE outreach activities across the County 	<ul style="list-style-type: none"> Ministry of Interior County Commissioner's office National Counter Terrorism Centre (NCTC) County government Civil Society Women groups Youth groups PWDs 	<ul style="list-style-type: none"> By 2020 	<ul style="list-style-type: none"> Human resource (curriculum experts, data clerks, data analysts) Material costs Conference facilities Transport Mobilization Stationery
Increased number of training platforms to promote cohesion and	<ul style="list-style-type: none"> Training and capacity building 	<ul style="list-style-type: none"> Training on how to conduct CVE outreach activities Trainings on how to undertake CVE dialogue forums 	<ul style="list-style-type: none"> Trainings of stakeholders on CVE action plan Trainings on how to implement CVE activities 	<ul style="list-style-type: none"> Capacity of CVE action plan stakeholders built Maximum impact of CVE activities Violent extremism and radicalisation in 	<ul style="list-style-type: none"> Ministry of Interior County Commissioner's office National Counter 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (field officers) Material costs Conference facilities Transport

integration within Mombasa County		<ul style="list-style-type: none"> • Trainings on how to conduct CVE community meetings 		communities reduced	Terrorism Centre (NCTC) <ul style="list-style-type: none"> • County government • Civil Society • Women groups • Youth groups • PWDs 		<ul style="list-style-type: none"> • Mobilization • Stationery
Increased number of outreach activities to sensitise communities on human rights	<ul style="list-style-type: none"> • Engagement of Stakeholders 	<ul style="list-style-type: none"> • CVE outreach activities • CVE dialogue forums • CVE community meetings 	<ul style="list-style-type: none"> • Enhanced implementation of CVE outreach activities • Enhanced implementation of CVE dialogue forums • Enhanced implementation of CVE community meetings 	<ul style="list-style-type: none"> • Communities empowered to counter extremism and radicalisation • Enhanced capacity of stakeholders to engage on CVE 	<ul style="list-style-type: none"> • Ministry of Interior • County Commissioner's office • National Counter Terrorism Centre (NCTC) • County government • Civil Society • Women groups • Youth groups • PWDs 	<ul style="list-style-type: none"> • Continuous 	<ul style="list-style-type: none"> • Human resource (field officers) • Material costs • Conference facilities • Transport • Mobilization • Stationery

11. Legal and Policy Pillar							
Objectively verifiable indicators	Strategy (How?)	Activity (What?)	Output (Expected Result)	Outcome (Impact)	Responsible (Who?)	Timeframe (When?)	Resources (What is Required?)
Lobbying and advocacy campaigns on laws and policies around resilience and cultural development	<ul style="list-style-type: none"> Lobbying and Advocacy 	<ul style="list-style-type: none"> Courtesy visits to justice actors Social media campaigns Peaceful processions and demonstration in support of CVE laws and policies Presentations of Memoranda and petitions Public barazas on CVE laws and policies 	<ul style="list-style-type: none"> Laws to counter violent extremism Policies to counter violent extremism 	<ul style="list-style-type: none"> Strengthened CVE advocacy and policy platforms Legal framework in place to counter violent extremism 	<ul style="list-style-type: none"> National government County government Judiciary LSK Civil Society Women groups Youth groups PWDs 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (field officers, legal experts) Material costs Conference facilities Transport Mobilization Stationery
Enhanced provision of legal aid, alternative dispute resolution and litigation to achieve County cohesion and	<ul style="list-style-type: none"> Research and Policy Formulation 	<ul style="list-style-type: none"> Enforcement of legal aid act legal aid days public interest litigation cases Settlement of disputes through Alternative Dispute Resolution 	<ul style="list-style-type: none"> Legal aid available for individuals and communities Communities assisted to get justice through courts Alternative Dispute Resolution (ADR) 	<ul style="list-style-type: none"> Increased utilization of the existing redress mechanisms to achieve County cohesion and integration Enhanced access to justice for all Faith in the justice 	<ul style="list-style-type: none"> National government County government Judiciary LSK Civil Society Women groups 	<ul style="list-style-type: none"> Continuous 	<ul style="list-style-type: none"> Human resource (legal experts, field officers) Material costs Conference facilities Transport Mobilization

integration		(ADR)	mechanisms used to resolve conflict	system by communities improved	<ul style="list-style-type: none"> Youth groups PWDs 		<ul style="list-style-type: none"> Stationery
Enhanced realization of the rights of victims of terrorism and counter terrorism	<ul style="list-style-type: none"> Engagement of Stakeholders 	<ul style="list-style-type: none"> CVE outreach activities to raise awareness on rights of victims of terrorism and counter terrorism dialogue forums with victims of terrorism and counter terrorism community meetings to support victims of terrorism and counter terrorism 	<ul style="list-style-type: none"> Implementation of anti torture act Support for victims of terrorism and counter terrorism 	<ul style="list-style-type: none"> Reduced stigma of victims of terrorism and counter terrorism Reintegration of families of victims of terrorism and counter terrorism County cohesion 	<ul style="list-style-type: none"> National government County government Judiciary LSK Civil Society Women groups Youth groups PWDs 	<ul style="list-style-type: none"> By 2020 	<ul style="list-style-type: none"> Human resource (field officers, legal experts, data clerks, data analysts) Material costs Conference facilities Transport Mobilization Stationery

Proposed Budget Summary (*Figures in Kshs Millions*)

122. The following is the proposed budget for the MCAP-PCVE:

Pillar	Year 1	Year 2	Year 3	Year 4	Year 5	Total
1. Education	50	50	40	30	45	215
2. Faith Based and Ideological	45	55	40	50	35	225
3. Economic	40	30	55	40	50	215
4. Security	35	40	50	40	30	195
5. Arts and Culture	25	20	25	30	30	130
6. Political	25	20	25	30	30	130
7. Psychosocial	45	55	45	45	40	230
8. Women	35	30	35	40	50	190
9. Media and Online	40	30	30	25	30	155
10. Training and Capacity Building	60	50	45	30	40	225
11. Legal and Policy	30	20	20	30	20	120
Total	430	400	410	390	400	2,030

CHAPTER SEVEN

MEASURING RESULTS AND EFFECTS

Monitoring

123. The Monitoring and Oversight Committee will be responsible for the monitoring function. It will use systematic data collection methods to provide stakeholders with timely information every three months on the ongoing projects. These will include early indications of progress, achievements, successes and challenges.
124. Research will be conducted and continuous data collection will be done and given to the M&O committee. The results will then disseminate to the stakeholders and the public. The results and effects will be monitored every six months.

Evaluation

125. An annual evaluation will be conducted independently and the findings presented during the Annual Mombasa County CVE Convention which shall be convened during the 1st quarter of the year.

Reporting

126. Different stakeholders will submit quarterly reports to the County CVE Committee highlighting key results realized, any emerging trends, challenges faced during implementation and mitigation measures. This will be essential in determining the progress of the projects in light of the ever changing environment within the communities. A reporting format will be circulated to all stakeholders to achieve standard results.

Learning

127. Learning will be used to decipher information acquired from the monitoring and evaluating reports into actionable lessons for improved results. Learning avenues for the committee and its stakeholders will be the planning meetings which will be held quarterly. The meetings will give room for the monitoring and evaluation team to share the challenges and success and thereafter develop new strategies informed by the lessons learnt of mitigating the challenges and building on to the successes. This will ensure the strategy achieves the desired goals and meets the set objectives.

Reviews

128. There will be a mid-term review of the MCAP-PCVE which shall be conducted after two and a half years of implementation. This will be followed by an end term review which will take place after the expiry of the five-year plan.

CHAPTER EIGHT

CONCLUSION

129. The MCAP-PCVE has adopted a holistic orientation in its formulation. The historical background, thinking and understanding of Mombasa and the Coastal region as a whole have influenced this action plan. It seeks to address historical injustices which have encouraged the spread of all forms of violent extremism while at the same time building on the richness of the coastal cultural diversity. The action plan is conscious of the dynamic nature of violent extremism and will therefore invest in continuous and applied scientific research. This will occur at different implementation stages to ensure that the various interventions respond to the rapidly changing faces of violent extremism. Furthermore, this Action Plan has placed high premium on the role of a multiplicity of stakeholders since the war against violent extremism requires support of state, non-state and international actors. Implementation of this action plan shall therefore link domestication P/CVE activities to international discourse.

APPENDIX 1

Logical Framework for the MCAP-PCVE

The following logical framework outlines how the Mombasa County Action Plan for Preventing and Countering Violent Extremism wants to achieve its objectives.

Goal: To address violent extremism and radicalization in Mombasa County			
Pillar 1: Education			
Objectives	Objectively Verifiable Indicators	Means of Verification	Assumptions
1. To build community resilience towards violent extremism	<ul style="list-style-type: none"> A counter violent extremism curriculum developed into the secular, madrasa, Sunday and Hindu schools 	<ul style="list-style-type: none"> Ministry of education reports Media Reports Case studies and testimonies FBOs reports 	<ul style="list-style-type: none"> That there will be goodwill from the education sector
2. To promote County cohesion and integration	<ul style="list-style-type: none"> Promotion of interfaith learning in the education system 	<ul style="list-style-type: none"> Department of education reports CSOs reports County reports 	<ul style="list-style-type: none"> That students will readily embrace interfaith education
3. To enhance human dignity and access to justice for all	<ul style="list-style-type: none"> Incorporation of human rights into the education curriculum 	<ul style="list-style-type: none"> Education Curriculum CSOs reports Media reports 	<ul style="list-style-type: none"> That the education sector will readily embrace human rights

Pillar 2 : Faith based and Ideological			
Objectives	Objectively Verifiable Indicators	Means of Verification	Assumptions
1. To build community resilience towards violent extremism	<ul style="list-style-type: none"> Religious profiling and stereotypes addressed 	<ul style="list-style-type: none"> Public survey reports Media reports Case studies 	<ul style="list-style-type: none"> That communities will be willing to embrace religious diversity
2. To promote County cohesion and integration	<ul style="list-style-type: none"> Enhanced provision of equal opportunities to people of all faiths 	<ul style="list-style-type: none"> Labour reports Media reports 	<ul style="list-style-type: none"> That authorities will be willing to embrace religious diversity
3. To enhance human dignity and access to justice for all	<ul style="list-style-type: none"> Improved responsible enjoyment of freedom of worship 	<ul style="list-style-type: none"> Friday bulletin Media reports 	<ul style="list-style-type: none"> That communities will be willing to embrace religious diversity
Pillar 3: Economic			
Objectives	Objectively Verifiable Indicators	Means of Verification	Assumptions
1. To build community resilience towards violent extremism	<ul style="list-style-type: none"> Improved economic independence of individuals and communities 	<ul style="list-style-type: none"> Poverty index reports Reports of devolved funds Media reports CSOs reports 	<ul style="list-style-type: none"> That individuals and communities will be willing to work towards economic independence
2. To promote County cohesion and integration	<ul style="list-style-type: none"> Enhanced service delivery for all by National and County governments 	<ul style="list-style-type: none"> National government reports County government reports CSOs reports Media reports 	<ul style="list-style-type: none"> That corruption will be reduced to enhance service delivery

3. To enhance human dignity and access to justice for all	<ul style="list-style-type: none"> Better enjoyment of socio economic rights 	<ul style="list-style-type: none"> KNCHR Reports CSOs reports Media reports 	<ul style="list-style-type: none"> That there will be resources to guarantee socio economic rights
Pillar 4: Security			
Objectives	Objectively Verifiable Indicators	Means of Verification	Assumptions
1. To build community resilience towards violent extremism	<ul style="list-style-type: none"> Improved village inter community safety awareness and programs 	<ul style="list-style-type: none"> Police reports CSOs reports Media reports 	<ul style="list-style-type: none"> That communities will readily embrace community safety initiatives
2. To promote County cohesion and integration	<ul style="list-style-type: none"> Police-community relations initiated and improved 	<ul style="list-style-type: none"> Police reports CSOs reports Media reports 	<ul style="list-style-type: none"> That there will be interest in police and community to improve relations
3. To enhance human dignity and access to justice for all	<ul style="list-style-type: none"> Increased awareness of the interlink between human rights and security 	<ul style="list-style-type: none"> Police reports CSOs reports Media reports 	<ul style="list-style-type: none"> That human rights and security are compatible
Pillar 5: Arts and Culture			
Objectives	Objectively Verifiable Indicators	Means of Verification	Assumptions
1. To build community resilience towards violent extremism	<ul style="list-style-type: none"> Cultural differences not a contributor of extreme ideologies 	<ul style="list-style-type: none"> Media reports CSO reports County reports Security authorities reports 	<ul style="list-style-type: none"> That communities will embrace cultural diversities
2. To promote County cohesion and integration	<ul style="list-style-type: none"> Improved appreciation of cultural diversity 	<ul style="list-style-type: none"> NCIC reports Media reports 	<ul style="list-style-type: none"> The grievances and concerns of marginalized ethnic groups will be tackled

		<ul style="list-style-type: none"> • CSO reports • County reports 	
3. To enhance human dignity and access to justice for all	<ul style="list-style-type: none"> • Reduced abuse of human rights violations based on cultural beliefs 	<ul style="list-style-type: none"> • Media reports • CSO reports • County reports • Security authorities reports 	<ul style="list-style-type: none"> • That stakeholders will promote cultural rights
Pillar 6: Political			
Objectives	Objectively Verifiable Indicators	Means of Verification	Assumptions
1. To build community resilience towards violent extremism	<ul style="list-style-type: none"> • Leaders engaging communities, particularly youth and women, to address marginalisation and discrimination 	<ul style="list-style-type: none"> • County reports • Media reports • CSO reports 	<ul style="list-style-type: none"> • That leaders will not politicise engagement with communities • That leaders will be willing to prioritise dealing with violent extremism
2. To promote County cohesion and integration	<ul style="list-style-type: none"> • Leaders across the political divide working together to address violent extremism and radicalisation 	<ul style="list-style-type: none"> • NCIC reports • Media reports • CSO reports 	<ul style="list-style-type: none"> • That political differences will not hinder collaboration of different politicians • That politicians will be role models for cohesion and integration
3. To enhance human dignity and access to justice for all	<ul style="list-style-type: none"> • Legal framework in place to promote human rights and access to justice in the County 	<ul style="list-style-type: none"> • County laws • Media reports • CSO reports 	<ul style="list-style-type: none"> • That National laws will be just and pro human rights • That the County assembly will be responsive to human rights and access to justice issues

Pillar 7 : Psychosocial			
Objectives	Objectively Verifiable Indicators	Means of Verification	Assumptions
1. To build community resilience towards violent extremism	<ul style="list-style-type: none"> Families believing, propagating and living by positive ideologies 	<ul style="list-style-type: none"> County reports CSOs reports Media reports 	<ul style="list-style-type: none"> Families will be supportive and take responsibility of their own members
2. To promote County cohesion and integration	<ul style="list-style-type: none"> Psychological and psychosocial services at the disposal of families and communities at large 	<ul style="list-style-type: none"> County reports CSOs reports Media reports 	<ul style="list-style-type: none"> That there will be sufficient psychosocial counsellors/professionals
3. To enhance human dignity and access to justice for all	<ul style="list-style-type: none"> Increased awareness of the strategy and solutions it offers in addressing human rights and security 	<ul style="list-style-type: none"> County reports CSOs reports Media reports 	<ul style="list-style-type: none"> That funds will be available to implement the strategy
Pillar 8: Women			
Objectives	Objectively Verifiable Indicators	Means of Verification	Assumptions
1. To build community resilience towards violent extremism	<ul style="list-style-type: none"> Full involvement of women in CVE initiatives 	<ul style="list-style-type: none"> NGEC reports CSOs reports Media reports 	<ul style="list-style-type: none"> That women are willing to be involved in CVE initiatives
2. To promote County cohesion and integration	<ul style="list-style-type: none"> Engagement of women in peace building and conflict management initiatives 	<ul style="list-style-type: none"> CSOs reports Media reports Case studies and testimonies 	<ul style="list-style-type: none"> That women are willing to be involved in peace programs

3. To enhance human dignity and access to justice for all	<ul style="list-style-type: none"> Improved efforts amongst stakeholders in promoting women's rights 	<ul style="list-style-type: none"> CSOs reports Media reports Case studies and testimonies 	<ul style="list-style-type: none"> Support from stakeholders to promote the rights of women
Pillar 9 : Media and Online			
Objectives	Objectively Verifiable Indicators	Means of Verification	Assumptions
1. To build community resilience towards violent extremism	<ul style="list-style-type: none"> Alternative narratives to VE developed and propagated on media platforms 	<ul style="list-style-type: none"> Online and public survey reports CSOs reports Media reports 	<ul style="list-style-type: none"> That majority of target groups have access to media and online platforms
2. To promote County cohesion and integration	<ul style="list-style-type: none"> Objective reporting of information related to terrorism 	<ul style="list-style-type: none"> CSOs reports Public survey report Media reports 	<ul style="list-style-type: none"> That media houses are willing to promote cohesion
3. To enhance human dignity and access to justice for all	<ul style="list-style-type: none"> Increased dialogues on human rights and security on media platforms 	<ul style="list-style-type: none"> CSOs reports Public survey report Media reports 	<ul style="list-style-type: none"> That media will be unbiased in their coverage
Pillar 10 : Training and Capacity Building			
Objectives	Objectively Verifiable Indicators	Means of Verification	Assumptions
1. To build community resilience towards violent extremism	<ul style="list-style-type: none"> Improved quality of training programs on CVE 	<ul style="list-style-type: none"> Training reports Institutions' training curriculums Trainers and trainees 	<ul style="list-style-type: none"> That institutions will be willing to review/adopt the curriculums to incorporate CVE issues

2. To promote County cohesion and integration	<ul style="list-style-type: none"> Platforms to promote cohesion and integration within Mombasa County developed and sustained 	<ul style="list-style-type: none"> CSOs reports Media reports County reports 	<ul style="list-style-type: none"> That the environment will be safe and secure
3. To enhance human dignity and access to justice for all	<ul style="list-style-type: none"> Outreach activities to sensitise communities on human rights and access to justice initiated and sustained 	<ul style="list-style-type: none"> CSOs reports Media reports County reports 	<ul style="list-style-type: none"> That state actors including police will embrace human rights and rule of law
Pillar 11 : Legal and Policy			
Objectives	Objectively Verifiable Indicators	Means of Verification	Assumptions
1. To build community resilience towards violent extremism	<ul style="list-style-type: none"> Enhanced lobbying and advocacy on laws and policies around resilience 	<ul style="list-style-type: none"> Memorandums Bills Acts CSOs reports Public participation reports 	<ul style="list-style-type: none"> That there will be political goodwill to support laws and policies around CVE
2. To promote County cohesion and integration	<ul style="list-style-type: none"> Improved legal aid, alternative dispute resolution and litigation to promote County cohesion and integration 	<ul style="list-style-type: none"> Case files Courts decisions CSOs reports Judiciary reports 	<ul style="list-style-type: none"> That the judiciary will be accommodative of CVE issues
3. To enhance human dignity and access to justice for all	<ul style="list-style-type: none"> Enhanced realization of the rights of victims of terrorism and counter terrorism 	<ul style="list-style-type: none"> CSOs reports Media reports KNCHR reports 	<ul style="list-style-type: none"> That state and non-state actors will be ready to work together to promote rights

APPENDIX 2

Risk Assessment Matrix

The following is the risk assessment matrix for the Mombasa County Action Plan for Preventing and Countering Violent Extremism

<i>External Risk</i>	<i>Potential impact</i>	<i>Probability</i>	<i>Mitigation Measures</i>
	High/Medium/Low	High/Medium/Low	How the risks will be tackled
Poor participation by stakeholders	High	Medium	Continued engagement and involvement with various stakeholders
Lack of adequate funds	High	Medium	The MCAP-PCVE Engagement forum will develop a fundraising strategy. This will include lobbying the National and County government and development partners to make a contribution towards the budget kitty.
Political differences in Mombasa County	Medium	Medium	While the process will be political, participation of the elected leadership across political parties is key and this process will reach out to elected leadership across the political divide.
Conflicts of interests among the various stakeholders: The work of the MCAP-PCVE Engagement Forum may conflict with the work of individual organizations’.	Medium	Medium	The process of implementing the action plan will integrate its work as much as possible with those of individual organizations to build synergies.
Targeting of CVE activities by violent extremist groups	High	High	Some extremist groups may target the activities of the forum. The process will involve close working relationships with the security agencies

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