LAMU COUNTY PLAN FOR COUNTERING VIOLENT EXTREMISM

Cover Photo shows a boat sailing with the sun setting behind it in Shella area of Lamu.showcasing the rich maritime heritage of the people of Lamu: Photo was taken from Majlis Resort in Lamu by Prof. Hamadi Boga
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ABBREVIATIONS

NCTC  National Counter Terrorism Centre
DAI  Development Alternatives Initiatives
TTU  Taita Taveta University
UNESCO  United Nations Education Scientific and Cultural Organization
CVE  Countering Violent Extremism VE Violent Extremism
CSO  Civil Society Organization
FBO  Faith Based Organization
KDF  Kenya Defense Forces
LCPCVE  Lamu County Plan for Countering Violent Extremism
LAPSSET  Lamu Port and Southern Sudan Transport
ID  Identity Card
PP  Passport
CPA  County Policing Authority
NSCVE  National Strategy for Countering Violent Extremism
CCVEF  County CVE Forum
FCO  Foreign and Commonwealth Office
DEFINITIONS

**Counter Radicalisation** – refers to efforts to delegitimise violent extremist ideologies, and to deter recruitment into specific terrorist groups or campaigns. It involves targeted efforts to reduce the access to citizens by influential individuals and groups whose deliberate mission is to expand support for terrorism.

**Countering Violent Extremism** – is the employment of non-coercive means to delegitimise violent extremist ideologies and thus reduce the number of terrorist group supporters and recruits.

**De-radicalisation** – 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. It is often aimed at prisoners convicted of terrorist or violent extremist crimes, or voluntary returnees from active participation in terrorist groups.

**Disengagement** – refers to individuals deserting, defecting or demobilising from terrorist groups and activities. This is a behavioural or declarative act and does not necessarily include the psychological and social dimensions of de-radicalisation.

**Radicalisation** – is a gradual or phased process that employs the ideological conditioning of individuals and groups to socialise them into violent extremism, and recruitment into terrorist groups or campaigns. It is dependant on a fanatical ideology that rejects dialogue and compromise in favour of a ends-justifies-ends approach, particularly in the willingness to utilise mass violence to advance political aims -- defined in racial, ethnic, sectarian and religious terms – opposed to the democratic principles enshrined in Kenya’s Constitution.

**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.

**Self-radicalisation** – refers to the process whereby an individual becomes a violent extremist without any specific terrorist group engaging him directly; it often occurs through access to extremist propaganda via media and the Internet.

**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 organisation to do, or refrain from any act; or (iii) destabilizing the religious, political, Constitutional, economic or social institutions of a country, or an international organisation.

**Terrorist Groups or Organisations** – are typically structured as revolutionary vanguard organisations whose employ of violence is intended to broaden their ideological appeal to a larger religious/racial/ethnic/social grouping. They utilise violence without legal or moral restraints and use front groups and a disguised command-and-control hierarchy for propaganda, ideological indoctrination, and mass mobilisation.

**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.
FORWARD

I would like to re-iterate that Lamu is a peaceful County, but too much negative publicity over scattered incidents have given the impression that Lamu is on fire. This has resulted in very negative consequences for the Tourism industry. The travel advisories issued by Western Nations have been especially hurtful to Lamu County which depends to a large extent on Tourism. The Lamu County Plan to Counter Violent Extremism (LCPCVE), acknowledges that Violent Extremism (VE) is largely a phenomenon that is externally driven. Notably, the most severe incident was the Mpeketoni killings, which divided the people of Lamu County and where innocent people suffered; some were charged and acquitted by the courts.

As the Government tries to find solutions for this social malady, which we condemn, let it apply the rule of law and avoid victimization. Let the Government also involve all the people of Lamu County as it seeks to find answers to some of the perennial problems. Of particular concern for the people of Lamu is a sense that certain services such as the issuance of Identification Documents (IDs) and passports do discriminate against the local community. Let the Government be seen to be treating the people of Lamu equally as other Kenyans when it comes to recruitment, especially in the security agencies. The security agencies operating in Lamu must also be seen to be fair and humane as they work to counter intrusions from Somalia. To gain cooperation from the local communities, it is important that security agencies are not seen as agents of fear, intimidation and harassment.

This plan therefore is the right tool to make sure that all stakeholders play their rightful roles in mitigating violent extremism. Individuals, families, communities, Civil Society and Faith based Organizations, the County Government as well as the National Government must work together to address the push and pull factors that drive radicalization and fuel violent extremism in the county. The Lamu County Government should face the challenges head on, focusing on education and relevant vocational training for youth. It will also work to ensure that Lamu is a peaceful, inclusive and a prosperous County.

HE Governor Issa Timamy

Governor Lamu County
OVERVIEW BY THE COUNTY COMMISSIONER

We acknowledge that Lamu has a problem of radicalization and violent extremism. More specifically, we are concerned that Lamu County has many returnees hidden in different places owing to its undeveloped nature. Apart from Lamu residents some of the extremists in Lamu come from Mombasa, Kwale, Kilifi and even as far as Tanzania, Uganda and Rwanda. Indeed, Lamu has the special challenge that it is a transit point that allows extremists’ access to Somalia. Some of the affected areas in the county include Kiwayu, Mabole, Mijile and Witu among others. Accordingly, it is important that people of Lamu should shun denial about this problem and be actively involved in seeking solutions. Significantly, we should face it head on and work together to curb it and minimize its effects on the people of Lamu and her economy.

This plan gives a clear way forward about what must be done to build a peaceful Lamu full of hope and prosperity. Further, the plan clearly sets out the role of each stakeholder in mitigating violent extremism. I reiterate that the security agencies present in in Lamu are meant to safeguard lives and property and to ensure peace. Schools must teach our kids about patriotism and we must find peaceful ways to resolving disputes. We must all work to give hope to the youth, providing them with education and skill development opportunities in fields that are relevant to the economy of Lamu County.

This plan borrows from the National CVE strategy but applies local interventions suited to the conditions in Lamu. Most important this plan brings every stakeholder on the table to tackle a shared problem and harness a shared commitment to counter violent extremism. My office will fully support the implementation of this plan and will work with all other stakeholders to ensure its success.

Mr Joseph Kanyiri
County Commissioner
EXECUTIVE SUMMARY

Lamu County has recognized that it has a problem of radicalization and violent extremism. Although the incidents are few and far between, but their impact on the Lamu economy and on the delicate co-existence between communities in Lamu is far reaching. This plan has been developed to craft an all-inclusive approach to the problem of radicalization and violent extremism in Lamu County. The plan was developed through a series of Focus Group Discussions (FGDs), key informant interviews, workshops and a baseline survey in an inclusive and participatory process that brought together the National Government, the County Government, the community and the Civil Society Organizations in Lamu County. The Lamu CVE plan is aligned to the United Nation’s goals on CVE and also to the nine (9) pillars of the National Strategy to Counter Violent Extremism. The Lamu CVE plan identifies all the stakeholders who must contribute to its successful implementation. The plan also does a P-PESTEL analysis of the situation in Lamu and also a Strength, Weakness, Opportunity and Threats (SWOT) analysis of Lamu County with respect to CVE.

From the P-PESTEL, SWOT analysis and the survey methodologies employed to accomplish this work; the plan identified gaps and proposes ten strategic issues that must be addressed by the Lamu CVE plan. The 10 strategic issues include Ideology, Awareness on CVE issues amongst stakeholders, the sense of victimhood among the indigenes of Lamu, land and historical injustices, political and structural challenges, Social and educational weaknesses and economic hardships. Other strategic issues include the abuse of technology such as Facebook, tweeter and WhatsApp and historical linkages to gulf countries like Yemen. Throughout the field work and plan development stages, the fear factor has been identified as hampering cooperation between security personnel and the general public. Importantly, it emerged that the police-community relation is rather sore and weak. It also emerged that land use planning is essential to stem further estrangement of the Lamu people as the scramble for land continues amidst mega government projects. The geographical location of Lamu makes it vulnerable to access by radicals from Somalia and also because it is a transit point for those wishing to travel to Somalia. Accordingly, the strategies issues teased out during the data gathering processes seek to address the VE challenges by aligning them to the pillars of the National CVE strategy.
CHAPTER ONE: BACKGROUND

Kenya experienced her first confrontation with terrorism during the Norfolk Hotel attack in Nairobi. This was a bomb attack, which was blamed on the Palestinian Liberation Organization (PLO). The bomb exploded at the hotel's dining room on December 31, 1980 killing 20 people and leaving more than 80 people wounded. However, the PLO denied responsibility for the attack. Apparently, before this attack, Kenya had enjoyed relative peace and harmony in Africa and was envied by many other nations in the region which were experiencing conflicts, wars and terror. Indeed, as the conflicts in Rwanda, Uganda, Somalia, Ethiopia and Burundi escalated in the 1980s and 1990s, Kenya was described as an Island of Peace in a sea of turmoil.

Notably, this romantic picture of a peaceful Kenya was shuttered on 7th August 1998 when the United States (US) Embassy in Nairobi and Dar es Salaam were bombed simultaneously. The twin attacks were attributed to Al-Qaeda fighters, an organization which was at the time not known to the general public. Significant to note is that both the Norfolk and US Embassy attacks were planned outside Kenya and the Kenya Government and the public saw terrorism as more of an external threat perpetrated by non-citizens. In fact, terror on the Kenyan soil was associated to the country’s close relation with western nations. The horrific attacks on 11th September 2001 in the US would have forewarned Kenyans that they had their own date with violent extremism ahead. Even at that time, terrorism was largely viewed as a conflict between America and disgruntled Muslim groups and Kenya was just a target because it had western interests.

As terror was engulfing other countries in the world and the region, Kenya was not keen to check on possible triggers and early warning signs to radicalization, violent extremism (VE) and terrorism. A good example is the rapid demographic changes that have been happening to the Kenyan population, characteristic of other countries bearing the brunt of insecurity challenges. For instance, over one-third of Kenya’s population of 40 million is young people (18-35 years old). Of these a large number of them are unemployed and out of school, making them particularly vulnerable targets for extremist recruitment. Lack of employment, education, and opportunities for political participation and governance creates a conducive environment for hate preachers to target the youth for radicalization and violent extremism. Recruitment drives by terrorist sympathizers using monetary inducements and appeals to religious identity are used as strategies to net vulnerable youth. These youth are later indoctrinated into violent extremism and enlistment into the fighting units.

In Lamu County, the community’s interaction with terrorists is as old as Kenya’s own experience with terror. Mohamed Sadiq Odeh, the culprit associated with the US embassy attack, a Yemeni National, came, lived and married in Lamu disguised as a fisherman. After the 1998 bombing he was arrested in Pakistan while fleeing to Afghanistan immediately after the attack, where he was repatriated to Kenya. Another dangerous terrorist was Fazul Mohamed who is reported to have lived in Siu Island in Lamu County, where he supported football clubs and Madrassas from his philanthropic activities. Further, the late Aboud Rogo worked and spent most of his life in Mombasa but hailed from Siu Island. These incidences and coincidences point to certain factors on the ground in Lamu County being exploited by terrorists to plan and execute their attacks.
More precisely, the turning point for Lamu County in entering the radicalization, VE and terror map was on 10th September 2011, when a British tourists David Tebbutt, 58 years of age, a publishing executive, and his wife Judith were abducted from Kiwayu Safari Village, an incident which severely hampered the tourism industry and which forced Britain and the US to issue travel advisories against travel to Lamu County. The incident is blamed for the incursion of the Kenya Defense Forces (KDF) into Somalia under Operation Linda Nchi to secure her boarders. Lamu County has also drawn headlines for violent terror attacks as epitomized by the Mpeketoni incident. Between 15th and 17th June 2014, more than 60 people were killed in attacks in and near Mpeketoni, Kenya, which were blamed on Al-Shabaab attackers. The Mpeketoni incidents and the subsequent Operation Linda Boni which led to the deployment of Kenya Defense Forces (KDF) in the area have turned Lamu County into a terror combat zone. Regular skirmishes between Al-Shabaab and KDF continue to portray Lamu as an insecure county, hampering economic activities such as farming, fishing and particularly tourism because Amu is a United Nations Educational, Scientific and Cultural Organization (UNESCO) world Heritage site. Curfews and road blocks have made mobility and nightlife around Lamu County a nightmare although things are gradually normalizing.

Vision

A cohesive, peaceful, stable, secure and prosperous Lamu County

Mission

To reduce radicalization and violent extremism and foster peaceful co-existence between the various communities in Lamu County.

Overall Objective

To minimize radicalization and violent extremism in Lamu County

Specific Objectives of the Lamu County CVE plan

- To provide a framework for the communities, the County Government, the National Government and Civil Society Organizations to partner and collaborate in mitigating radicalization and violent extremism in Lamu County.
- To identify strategies that can minimize radicalization and violent extremism in Lamu County
- To identify stakeholders who can be involved in countering radicalization and violent extremism
- To provide an inclusive action plan that would be used to steer immediate intervention activities by the stakeholders to mitigate radicalization and VE in Lamu County
Chapter Two: International and National CVE Strategies

The Lamu Plan for CVE must by design be informed by International agreements and guided by the National Strategy for Countering Violent Extremism.

The UN Proposals on CVE Interventions

According to the United Nations Plan of Action to Counter Violent Extremism, it is reported that over the past two decades, the international community has sought to address violent extremism primarily within the context of security-based counter-terrorism measures. These measures were adopted in response to the threat posed by Al-Qaida and its affiliated groups. However, with the emergence of a new generation of terror groups, there is a growing international consensus that such counter-terrorism measures have not been sufficient to prevent the spread of violent extremism. Violent extremism encompasses a wider category of manifestations and there is a risk that a conflation of the two terms may lead to the justification of an overly broad application of counter-terrorism measures, including against forms of conduct that should not qualify as terrorist acts.

In its resolution 2178 (2014), the Security Council of the UN makes explicit the link between violent extremism and terrorism, underscores the importance of measures being in line with international norms and recognizes the need for prevention: “violent extremism, which can be conducive to terrorism”, requires collective efforts, “including preventing radicalization, recruitment and mobilization of individuals into terrorist groups and becoming foreign terrorist fighters”. In that resolution, the Council “calls upon member states to enhance efforts to counter this kind of violent extremism”, recognizing that “international cooperation and any measures taken by Member States to prevent and combat terrorism must comply fully with the United Nations Charter.

The National CVE Strategy

His Excellence President Uhuru Kenyatta launched the National Strategy for Countering Violent Extremism in 2016. The strategy is has laid out 9 pillars that should guide the struggle against radicalization and violent extremism. The nine pillars of the National CVE strategy include:

- Psycho-social
- Education
- Political
- Security
- Faith based and ideological
- Training and Capacity Building
- Legal and Policy
- Media and Online

The Lamu County plan for CVE aligns itself to the National Strategy, while taking care of the unique local realities and contexts playing in the county.
Overview of Radicalization and Violent Extremism in Society

In order to design intervention strategies, planners have to realize that society is diverse. This diversity include ethnic, gender, age, race, religious adherents such as followers of other faiths, Christians and Muslims. Among the Muslim community for instance, there are also further divisions just like is the case with Christian followers split in various denominations. On one hand, there are the ordinary every day Muslims who are peaceful and patriotic working to raise their families. This forms the majority of the Muslim community who should be shielded through preventive measures from radicalization and VE, which form the base as shown by green in the Aarhus model shown in Figure 1. On the other hand, there are the radicalized members who have embraced extreme views and ideologies but who are as yet not violent (represented by orange in Figure 1). These need various interventions that will maintain them at the radical level without being militant or where possible measures should also help them renounce radical and militant ideologies. Finally, there are the violent extremists who are already breaking the law and committing crimes driven by their ideologies (represented by red in Figure 1). These require treatment methods commensurate with the levels of risk they pose to society. Demobilised extremists willing to reform can still be disengaged, de-radicalised, rehabilitated and socially re-integrated into mainstream society as captured in Figure 1. The Lamu Plan for CVE borrows from the Aarhus model as it designs measures to tackle VE and radicalization.

Figure 1: Aarhus model showing how violent extremism can be mitigated (adapted from Danish Security Intelligence Service (PET)
Chapter Three: Justification for Lamu County CVE plan

Lamu County has recognized in her County Integrated Development Plan (CIDP) that insecurity is a major threat to her development. The CIDP is however short on proposals on how to address the issue of insecurity in Lamu County. The National Government has responded to the abductions and killing in Mpeketoni with very tough measures involving the deployment of the Kenya Defense Forces (KDF) to restore order and security in the area. However, many residents in Lamu resent these measures, especially the presence of KDF and curfew. Significant to note therefore is that for the success and sustainability of measures to counter violent extremism, all the stakeholders must appreciate what is at stake, understand their role and actively participate in activities to mitigate violent extremism. Overemphasis on law enforcement and military involvement without involving communities and other stakeholders has in other countries been seen as non-sustainable in tackling violent extremism. Lamu is a unique county, with a rich history, with its own underlying unique issues that define its own nature and manifestation of violent extremism. The approach that is promising therefore is to employ Problem Oriented Policing (POP) strategies. Accordingly, the Lamu County CVE plan will go a long way in integrating and harnessing local stakeholders and local initiatives to arrest radicalization and VE.

Methodology

The plan was developed through public participation and involvement. Initially, the team conducted a survey that highlighted radicalization and violent extremism issues in the county. The survey involved participants from the community, victims of VE, returnees, Civil Society Organizations (CSOs), National and County Governments. Findings of the survey brought to light various local salient underlying triggers and strategic issues. The research team also conducted Focus Group Discussions (FGDs) with different stakeholders to understand the problem and narratives on radicalization and VE in Lamu. Finally, a workshop was held to validate and secure more salient input into the CVE plan for the county from diverse stakeholders. The workshop brought together 60 participants, which included National Government, County Government, Civil Society, Religious and Community Leaders, youth and women. The participants in the workshop were a mirror of the face of CVE stakeholders in Lamu County.

Situational Analysis

A successful plan must be backed by a clear understanding of the issues and contexts upon which radicalization and VE thrive in Lamu County. Knowledge of contexts and the actual situation is easily understood through a situational analysis. In view of this understanding of problem solving approaches and the fact that Lamu County has a unique context requiring understanding for strategic intervention; a situational analysis was a prerequisite for the formulation of a plan that promises results.

P-PESTEL Analysis

Political

Lamu politics presents a challenge due to the diversity and influence from the diaspora, especially influence from immigrant communities and from Mombasa County. While it is recognized that political leaders could play a pivotal role in addressing radicalization and VE, nevertheless the insecurity issue is not discussed much in political circles. Further, leadership...
wrangles involving the County Assembly, Members of Parliament and the County Executive have presented severe operational challenges. In addition, the devolved Government is still in the process of forming its structures and this hampers many activities in the County.

Policy

The prevailing thinking across the country is that radicalization and violent extremism are security issues, which according to the Constitution (2010) should be handled by the National Government through the security agencies. This is despite the fact that the Government of Kenya created the National Steering Committee for Community Policing, which anchors the Nyumba Kumi Framework for involving communities in securing their neighborhoods. The recently launched national CVE strategy embraces communities in the CVE activities, but implementation will determine whether progress will be made. The amnesty offer made to returnees from Al-Shabaab was also made outside any written government law or policy compounding its implementation and success, especially in Lamu County.

Educational

The state of Education in Lamu over the years has been characterized by underperformance. Many students in Lamu fail to make it beyond form 4 level of education. According to the Lamu County Integrated Development Plan (CIDP) in 2012, projections for population of Early Childhood Development Education (ECDE) pupils stood at 10,614 and are expected to raise to 12,545 by 2017. There are 150 ECDE centres, 323 teachers with teacher pupil ratio standing at 1:24. The 2012 projections for primary school population were 23,580 and expected to rise to 26,068 by 2017. The free primary education has achieved over 100% enrolment. The 2012 secondary school population of 9,666 is expected to reach 10,686 by 2017. With the subsidized tuition fee programme, transition rate is expected to improve above the current 73%. There are 19 secondary schools, 153 teachers and a teacher pupil ratio of 1:30. Despite all these the county has continued to lag behind in performance. Situations of poor performance and limited opportunities for vocational skills fuel a large pool of young people with no skills to successfully engage in the labor market. Such idle labor pool provides easy opportunities for recruiting agencies into criminal and violent gangs.

Social

The drug menace in Lamu is a major social problem that could affect the fight against radicalization and violent extremism. Drug addicts are potential recruits in violent extremism and extra effort needs to be done to prevent entry of drugs in the county and to rehabilitate the current addicts. Youth between ages of 15 to 29 years form 28% of the county population. Their numbers are expected to increase to 37,204 in 2017 from the current projection of 31,478. Youth in this age bracket are most vulnerable to social ills such as Human Immunodeficiency Virus (HIV) and Acquired Immunodeficiency Syndrome ((AIDS), drug addition, unemployment, crime and eventually radicalization and VE.

Technological

Advancement in technology, especially mobile telephony and the internet have ensured that many youth even in the remotest of places have access to a mobile phone at times even a smart phone or IPad and internet. The use of social media platforms such as Facebook, Tweeter and WhatsApp by terrorist groups such as the Islamic State of Iraq and Syria (ISIS) and Al-Shabaab means that they are able to reach their targets even without actually meeting
them physically. The internet and mobile phone tools have enabled youth to create platforms where they can meet discuss and interact on social issues, where at times radicalization is alive and violent extremism is glorified. Indeed, ISIS has taken the glorification of violence to Hollywood levels.

**Economic**

Lamu County has a very strong cultural heritage which is a magnet for tourists from all over the world. Its pristine habitats, marine life and unexplored wildlife offer many possibilities for a touristic experience. Besides tourism, Lamu has also a very strong fishing, farming and Livestock industry. These industries if properly harnessed can secure the economic future of the County, especially in generating economic opportunities for the people of Lamu. However, fishing also provides channels for terror groups to smuggle firearms and people in and out of Somalia. Upcoming major investments include the Lamu sea port (LAPSSET), coal plant and wind power generation. All these projects will strengthen the economic base of Lamu County. However, this plan recognizes the reciprocal effects of security and the economy. More precisely, insecurity begets poor economic performance and the vice versa is also true. This plan intends to synergize the two to achieve peace and economic prosperity in Lamu County.

**Legal**

Kenya has a very robust and dynamic Constitution (2010) which created the devolved system of Government. The Constitution has a very strong Bill of Rights which guarantees fundamental freedoms and respect for human rights. The Constitution of Kenya also provides for law enforcement agencies including the Police Service and the National Security Intelligence Service. Section 41 of the National Police Service Act of 2011 provides for the establishment of the County Policing Authority (CPA) and its composition, while section 97 defines the roles and functions County Policing Authority in community policing. Lamu County has not yet formed the County Policing Authority. Although the National Steering Committee on Community Policing exists and works through the Chiefs and provincial administration, it seems to be working parallel to the role envisaged for the County Policing Authority or duplicating it. It is envisaged in this plan that CPA or a related organ can play a key role in mitigating radicalization and VE in Lamu given the unique nature of pull and push factors in the county that would require inclusive efforts to tackle. Indeed, Problem Oriented Policing strategy requires the participation and involvement of all the stakeholders because each one of them has a part or role to play in the whole radicalization and VE puzzle.
**SWOT Analysis**

Table 1: A SWOT analysis of Lamu County with respect to radicalization and violent extremism

<table>
<thead>
<tr>
<th>Strength</th>
<th>Weakness</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Lamu is rich in Natural resources (Land, forests, mangroves, fisheries) which can support investments</td>
<td>1. Most inhabitants of Lamu live in Islands which are not easily accessible</td>
</tr>
<tr>
<td>2. Lamu is the focus of a major regional development project e.g. Lappset, Amu Power, Coal plant etc</td>
<td>2. Lamu is characterized by poor road infrastructure which makes transport difficult. Mobility is mainly by motorbikes, donkeys and boats</td>
</tr>
<tr>
<td>3. Lamu is rich in cultural heritage and / ethnic diversity</td>
<td>3. Most residents experience the effects of radicalization and violent extremism but lack awareness and capacity to mitigate the problem</td>
</tr>
<tr>
<td>4. Lamu is UNESCO's world heritage site</td>
<td>4. Although there is willingness to cooperate, there is poor relationship between the community and security agents</td>
</tr>
<tr>
<td>5. The various religions in Lamu exist in harmony and have a common interfaith platform</td>
<td>5. There is serious suspicion and lack of trust between County on the one hand and National Governments and security agencies on the other.</td>
</tr>
<tr>
<td>6. Lamu County has over 180 strong mosques none of which is considered to espouse radical ideologies</td>
<td>6. Despite strong families, some parents still struggle to raise their children due to weakening of social bonds.</td>
</tr>
<tr>
<td>7. Tourism, fishing, agriculture and livestock industry provide opportunities for gainful engagement for the youth</td>
<td>7. The standards of education have persistently been very low compared to other counties.</td>
</tr>
<tr>
<td>8. There is willingness for cooperation between the people of Lamu and state organs in CVE</td>
<td>8. Most youth lack technical skills required for the labor market and tend to shun vocational training.</td>
</tr>
<tr>
<td>9. Communication systems/Infrastructure are present</td>
<td>9. Lack of a collaborative framework between National and the Lamu county government threaten CVE efforts</td>
</tr>
<tr>
<td>10. Lamu has a strong tradition of being a centre of excellence for Islamic religious education. Many scholars in Kenya have studied in Lamu.</td>
<td>10. Lack of a working security framework involving the County and National Government as envisaged in the Constitution (2010) through the CPA</td>
</tr>
<tr>
<td>11. The Lamu Community has a strong sense of Family guided by Islamic moral values</td>
<td>11. There is fear among the various stakeholders to talk and engage in anti-radicalization and CVE in the county</td>
</tr>
<tr>
<td>12. Lamu has enough schools and madrassas to support the education of youth.</td>
<td>12. Low levels of education in the county contributes to low awareness on CVE issues and limited capacity to tackle radicalization and VE</td>
</tr>
<tr>
<td>13. Lamu boasts of strong Muslim clerics who are well grounded in religion</td>
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<tr>
<td>14. There is a presence of robust CSOs engaging on various issues including CVE and environmental conservation.</td>
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</table>
**Opportunities**

1. The LAPPSET project when finalized will create opportunities for Lamu people and Kenyans at large.
2. The Amu Coal Power project is an opportunity for employment and economic growth for Lamu.
3. Gas exploration going in Lamu basin also presents possible opportunites in the future if successful.
4. The Witu-Garsen-Hindi Road Tarmacking will ease transport and open up Lamu to the rest of Kenya.
5. The Manda airport which has increased the number of flights landing in Lamu is a major boost to the economy of Lamu.
6. With its unique cultural heritage and challenges Lamu is a magnet for international organizations eager to fund various social interventions.
7. There is a nascent cooperation between religious leaders and the county government which can be harnessed to address social issues.
8. Cooperation between County Executives members and County Assembly members can be harnessed for public good.
9. The media especially radio is a powerful tool for sharing information.
10. The presence of inter-faith groups is a resource that can be harnessed in CVE.

**Threats**

1. Rampant unemployment is a threat for peace.
2. There is serious ethnic animosity between communities in Lamu.
3. There is a serious drug and substance abuse problem in Lamu.
4. Gangs and Al-Shabaab continue to make Lamu insecure.
5. The porous border with Somalia presents serious security challenges for the county.
6. Continued perceived marginalization of Lamu and the Coast region is one of the drivers of radicalization.
7. Corruption is reported to enable Al-Shabaab operatives to bribe their way into and out of the country.
8. The proximity to Somalia where conflict has been raging for decades is a threat for peace in Lamu. This is a source of illegal firearms.
9. Social media and the internet are tools for radicalization.
10. Harassment by KDF and Security agents at Road Blocks mounted along the Garsen-Witu Road is a driver of resentment.
11. Early marriages lead to broken families and poor parenting.
12. The thick inaccessible Boni forest provides hiding places for Al-Shabaab.
13. Land and historical injustices is an enduring source of conflict.
14. Fear and threats are a powerful tool used by extremist to silence moderate voices from speaking and engaging on the issue.
15. Suspicion and lack of trust between the community and security agencies and National and County governments are a threat to CVE.
Stakeholder Analysis

The struggle against violent extremism must be embraced by all stakeholders for it to bear fruits. The list below gives stakeholders who must be engaged in this struggle.

Table 2: Stakeholders in Addressing radicalization and VE.

<table>
<thead>
<tr>
<th>Stakeholder</th>
<th>Proposed Role</th>
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</thead>
<tbody>
<tr>
<td><strong>Individual</strong></td>
<td>For effective Counter Violent Extremism strategy the Individual must play an important role of learning to be critical of ideologies being used to drive the terror agenda. This requires individuals to be grounded in critical thinking and their religion which will prepare them for the work of advocating for peace. Individuals who are empowered with information and have a critical mind can advocate and work for peace as CVE champions. Individuals should realize that security in the county begins with them and should play their roles</td>
</tr>
<tr>
<td>Communities</td>
<td>Successful CVE counts on families and communities who are properly sensitized about radicalization and the struggle against violent extremism. Through community policing, communities can guard themselves from being penetrated by violent extremists and they are key in early warning, detection and prevention of the spread of violent ideologies. Communities are also key to identifying challenges facing various groups (youth, women) and work with other stakeholders to design interventions which would protect vulnerable members from radicalization</td>
</tr>
<tr>
<td>Parents</td>
<td>Communities can also promote coexistence, peace building and reconciliation especially in Lamu County where there are rifts over land, pasture and other historical issues. Communities are also instrumental in creating a value based society that emphasizes peace, coexistence and cohesion. Communities should provide basic needs, be role models, guiding and counselling vulnerable members. Communities could organize positive activities for youth including peer to peer counseling</td>
</tr>
<tr>
<td>Family</td>
<td>Communities are a source of intelligence information to support law enforcement agencies. Communities can also provide strong and effective social support network for reforming returnees and victims of VE</td>
</tr>
<tr>
<td>Youth</td>
<td></td>
</tr>
<tr>
<td>Elders</td>
<td></td>
</tr>
<tr>
<td>Local community leaders</td>
<td></td>
</tr>
<tr>
<td>Civil Society</td>
<td>Civil Society is key in raising community awareness on violent extremism and radicalization. CSOs can also work with the government in intervention programs targeting vulnerable groups or returnees</td>
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<td>------------------------------</td>
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<tr>
<td>- CBOs</td>
<td>Faith Based Organizations have a role to play in promoting values, guidance and counselling, developing counter narratives, spreading awareness and advocating for equality</td>
</tr>
<tr>
<td>- Women Groups</td>
<td>CSOs can fund security activities, provide social interventions including livelihood support and religious nourishment</td>
</tr>
<tr>
<td>- FBOS</td>
<td>Due to the religious dimension of the conflict, FBOs are important in promoting interfaith co-existence and promoting peace and harmony among residents. They hold the key to conflict resolution</td>
</tr>
<tr>
<td>- NGOS</td>
<td>Muslim scholars and mosques must preach against radicalization and violent extremism</td>
</tr>
<tr>
<td>- Mosques</td>
<td>CSOs have a role to play in rehabilitation and re-integration of returnees (ex-combatants) in collaboration with relevant government agencies</td>
</tr>
<tr>
<td>- Madrassas</td>
<td>County Government has little understanding or initiative regarding the issue of CVE. They have assumed all security issues are purely the domain of the national Government. They do not allocate a budget directly for CVE activities, while this can address some of the push-pull factors to radicalization and VE. Many stakeholders see the role of the County Government as being pivotal considering their closeness and credibility to the community. The County Government therefore needs to invest in understanding all the dimensions of the problem, creating awareness and capacity building in the general population working with other stakeholders, promote cohesion and integration of communities which are suspicious of each other especially in Mpeketoni. The County Government also has a critical role in rehabilitation and re-integration of returnees and the socio-economic empowerment of victims of VE and other vulnerable groups. Some of the departments which are critical include the village, ward and sub-county administrators, the Departments dealing with youth, welfare issues, agriculture, livestock, fisheries, education and vocational training in dealing with drivers and community development.</td>
</tr>
<tr>
<td>- Religious leaders</td>
<td>gebnisse</td>
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<tr>
<th>County Government</th>
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</thead>
<tbody>
<tr>
<td>- Education and Community development</td>
<td></td>
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<tr>
<td>- Agriculture/Fisheries</td>
<td></td>
</tr>
<tr>
<td>- Ward and Sub-County Administators</td>
<td></td>
</tr>
<tr>
<td>- Talent and Vocational Training Institutions</td>
<td></td>
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<tr>
<td>National Government</td>
<td></td>
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<tr>
<td>--------------------</td>
<td></td>
</tr>
<tr>
<td>• Ministry of Interior and National Coordination</td>
<td></td>
</tr>
<tr>
<td>• National Counter Terrorism Centre (NCTC)</td>
<td></td>
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<tr>
<td>• Police Service</td>
<td></td>
</tr>
<tr>
<td>• KDF</td>
<td></td>
</tr>
<tr>
<td>• Schools/Teachers</td>
<td></td>
</tr>
<tr>
<td>• Universities and colleges</td>
<td></td>
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<tr>
<td>• NIS</td>
<td></td>
</tr>
<tr>
<td>• Kenya Wildlife Service</td>
<td></td>
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<tr>
<td>• Kenya Forestry Service</td>
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</tbody>
</table>

The National Government has its role as defined in the Constitution (2010) but must foster cooperation with the County Governments avoiding unnecessary competition and emphasizing cooperation. They have the mandate of providing the physical security and law enforcement. The National Government through policies and legislation has continued to drive the agenda on Countering Violent Extremism, controlling hate speech and build cohesion, harmony and social integration between Kenyans.

The government through the National Counter Terrorism Centre (NCTC), which is the agency responsible for coordinating implementation of CVE activities, is currently working with various partners in implementing parts of the National Strategy Countering Violent Extremism (NSCVE).

The National Government organs need to work to gain the trust of the County Government and the citizens of Lamu especially the indigenous communities who are vulnerable to radicalization and extremist ideologies. Serious attempts must be made to address historical injustices pertaining to land and to promote continuous but honest dialogue between all the people of Lamu. Especially vital is the issuance of identification documents for residents of Lamu without undue delays and bureaucracy. The National government also has to address the long-standing issue of inequality and marginalization which fuels radicalization. This would be consistent with provisions of the Constitution of Kenya 2010.

Working with communities and County Government and with strong policies on amnesty, the National Government should find a way to encourage combatants to return and denounce violence in exchange for amnesty under full legal protection.

The national government also has the duty to ensure implementation of the constitution and rule of law. Any violation of the law by Government officials fuels resentment and entrenches hate.

The National Government also has more information on the issues of radicalization and violent extremism which it needs to package for sensitization of Governments officials and also the ordinary citizens. The Government also has a cardinal role in ensuring increased awareness about the subject.
Schools must be helped to understand radicalization so that they can help detect and deter youth from being radicalized turning them instead into good citizens. School management committees are responsible for discipline, promoting good role models for schools and for guidance and counselling programs.

Programs for de-radicalization and CVE need adequate resources, which the national Government must prioritize. Law enforcement and Intelligence gathering through the relevant agencies are also key to the success of the CVE plan.

Universities which are also national Government Institutions should continue to conduct research and create a knowledge base to support decision making. Universities are also key in capacity building of other stakeholders. Universities can also through research map radicalization hot spots and develop de-radicalization curricula for different stakeholders.

Government agencies like the Kenya Wild Life Service (KWS) and the Kenya Forest Services (KFS) who have a presence in Lamu island must also understand the nature of terrorism in the county considering that they manage forests and conservation areas which can be used as hideouts or routes to and from operation areas.

The Government must ensure enactment of an Amnesty Law to allow efforts to counter violent extremism, especially the Amnesty offer must be anchored in law. The Government should show commitment to CVE, especially the Amnesty by having a clear trajectory and structure of handling beneficiaries of amnesty within the framework of respect for human rights and respect to fundamental freedoms.
<table>
<thead>
<tr>
<th>Stakeholder Type</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>International Community/organizations</td>
<td>Terrorism has global impact on all nations and cultures. Resource rich countries should help fund CVE interventions. Developed countries also have more experience with violent extremism and could transfer their know how to Kenya.</td>
</tr>
<tr>
<td>Media</td>
<td>The media is key in sharing of information and raising awareness in the general public. Counter narratives useful in de-radicalization can reach a wider audience through the electronic and print media. Radio Rahma and Radio Salaam are popular in Lamu and could play a crucial role in information dissemination.</td>
</tr>
<tr>
<td>Private sector</td>
<td>The private sector is a key player in the creation of employment. In Lamu, tourism is major employer which has seriously suffered from many years of travel advisories. The private sector has a stake in making sure that the situation is quickly stabilized to allow for economic activities to proceed.</td>
</tr>
<tr>
<td>Returnees</td>
<td>Returnees are a useful source of information which can help explain how recruitment is done and could be helpful in developing counter narratives. Most of them are fearful and would not wish to be identified for fear of stigmatization, discrimination and harassment by security agencies.</td>
</tr>
</tbody>
</table>

**Overview of Stakeholders**

Radicalization usually affects individuals. As the individual changes from a normal citizen to a radical and later to a violent extremist the family, friends, teachers, the community around (mosque), sports colleague usually notice quite early. Eventually when they engage in a violent acts, most of the people around that individual are never surprised. Thus creating awareness among the ordinary citizens and giving them options on what to do in case they come across individuals at risk of radicalization would prevent evolution of most radical youth into violent extremists. Figure 2 is a scheme adapted from the Norwegian Plan of Action to Counter Violent Extremism.
Figure 2: Characteristic changes of individuals as they become radicalized need to be internalized by community members and families to enable quick intervention.

The Gender question

Women whose husbands join terror groups present a double dilemma. They could be willing accomplices supporting the course taken by their husbands or unwilling accomplices compelled by circumstances to keep quiet and persevere. There are also women in some cases young unmarried girls who are jihadist themselves who embrace the ideology and take a proactive role. The majority are mothers, sisters, daughters and wives who are left destitute and devastated by the loss of their kin who may be victims of counter terror activities or who die in combat. Children of course become victims suffering stigma, missing out in education and enduring life without a parent and in most cases the bread winner.

Hotspots of radicalization and VE in Lamu

Stakeholders identified the following areas where incidents associated with radicalization and violent extremism are common.

<table>
<thead>
<tr>
<th>Constituency</th>
<th>Locality</th>
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</thead>
<tbody>
<tr>
<td>Lamu West</td>
<td>Pandanguo Basuba (Kiangwe, Bauri, Mangai) Boni Forests, Pangani, Gamba, Milihoi, Bargoni, Hash-Bodhei junction, Mpeketoni, Amu, Witu</td>
</tr>
<tr>
<td>Lamu East</td>
<td>Kiunga, Faza, Pate, Siu, Dar es salaam Point,</td>
</tr>
</tbody>
</table>
Chapter Four: Theories of Change Relevant to the CVE Strategy

The Lamu County Plan for Countering Violent Extremism (LCPCVE) will be anchored in two theories that will guide the change process, namely Social Interaction and Socialization theory.

Social Interaction Theory

This theory lends itself to questions with regard to social cognition. It delves into how an individual understands and engages with other people. Its primary focus is on bodily behavior and environmental contexts, moving away from mental processes. Social interaction theory answers to the gaps in two classical theories of change namely Theory Theory (TT) and Simulation Theory (ST). More precisely, TT and ST reiterate that the basic way of understanding other people, in this case radicals and violent extremists, is” by mindreading” or “mentalizing”

Accordingly, Social Interaction theory argues that the minds of others, in our case radicals and violent extremists, are understood through our embodied interactive relations. Gallagher (2001) argued that mainstream mindreading approaches neglect the interactive contexts in which social cognition is embedded, and thereby overlook embodied and extended processes that are engaged in interactions, which are important components of social cognition.

The theory, pre-supposes that social interaction is guided by certain modes that define the way human beings transact their businesses in social life, explaining entry and exit into radicalization and violent extremism groups. In essence, according to this theory there are five modes of social engagement that build radicals and extremists individuals but can also be used to dis-engage, de-radicalize, rehabilitate and socially re-integrate violent extremists as follows:

<p>| Cooperation: | This is where two or more people work in concert or agree to work together to achieve a certain objective. Cooperation itself can be voluntary, coerced or unintentional. However, for cooperation to be effective, communication is very key. Notably, cooperation works where there is overlap in desires and is more probable when parties involved are already in some form of relationship. In the LCPCVE, cooperation from the radicals and violent extremists, county and national governments, Civil Society Organizations (CSOs) and the Lamu County community will be very key in the achievement of the desired change. |
| Competition: | This is where individuals have defined goals and means of achieving those goals. The rules of engagement are clear and individuals struggle to outdo each other. The interesting thing in this mode of interaction is that the winner takes it all. In the context of this plan, there is competition for resources to solve the myriad social problems bedeviling the people of Lamu County. It is in recognition of the scarcity of resources that stakeholders should prioritize financing anti-VE activities over other competing interests for the desired peace and security situation considered the panacea for socio-economic development in the area. |</p>
<table>
<thead>
<tr>
<th>Conflict</th>
<th>This mode of social interaction recognizes the role of disagreements in social interactions. In the context of the Lamu plan, it is clear that there are several areas of conflict that should be considered, especially in its implementation. Some areas of conflicts include County and National government, and the latter and the community. The plan should recognize conflict in the implementation process and devise mitigation measures to ensure the achievement of the desired change with regard to the security situation in Lamu County.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exchange</td>
<td>This mode of social interaction recognizes the value of giving and receiving in social engagement. The assumption is that people give because they know they will receive in return. The exchange must be balanced for there to be harmony in social interaction. It is the expectation of this plan that stakeholders will give time, finances, goods and services in return for compliance among radicalized and violent extremists individuals and groups towards desired change envisioned in dis-engagement, de-radicalization, rehabilitation and social re-integration.</td>
</tr>
<tr>
<td>Accommodation</td>
<td>This is transaction mode of social interaction that recognizes the weaknesses of interacting parties. It works by allowing the weaknesses of the interacting individuals not to cloud the benefits that can accrue in the process. People are ready to absorb weaknesses of others to ensure smooth interaction towards goals. It is in the understanding of this plan that change can be arrived at when stakeholders in CVE are ready and willing to accommodate each other</td>
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</table>

**Socialization Theory**

Socialization theory lends itself to the understanding of how human beings acquire behavior. Ideally, human beings learn and use what they have learnt in living their lives. From infancy to old age, human beings are in a continuous learning process of all they require to run their lives in social, political and economic spheres. We are therefore who we are and we can become who we want to be through socialization process. Socialization can be positive, where individuals learn positive attributes that enable them participate in social life as “normal” members of society or negative, where such members are considered social deviants. Radicals and violent extremists were not born as such but are outcomes of an abnormal socialization process. However, socialization into conforming or non-conforming behavior takes place in the hands of agents. In essence, there are primary and secondary agents of socialization that spearhead the acquisition of all that an individual requires to participate in social life as follows:
| The Family | This is a primary agent of socialization, where the parents, siblings and significant others become the first agents facilitating the acquisition of behaviors deemed necessary for an individual’s participation in social life. The family is a critical agent because what children learn during their early years is profound and long lasting. Accordingly, it can be implied that radicals and violent extremists might be victims of poor parenting. A weak family institution can be a precursor for the development of deviant behavior among children, explaining to some extent the presence of radicals and violent extremists. The LCPCVE recognizes the family as a key institution in restoring security in the area. The family has a role in preventing children from becoming radicals and violent extremists and in dis-engagement, de-radicalization, rehabilitation and re-integration through re-socialization. |
| Peers | These are friends or age mates that children play with and learn many aspects of life that parents shy away from socializing their children. Within the framework of differential association, when a child associates with good peers, the expectation is that the child will acquire approved behavior. Conversely, when a child associates with bad peers, chances are that they will develop abnormal behavior. This explains in a nutshell, radicals and violent extremists in society. Peers are a very powerful source of socialization rivaling the institution of the family as the second primary agents of socialization. It is imperative therefore that LCPCVE should have programming that ensures positive peer influence and that parents are vigilant in ensuring their children interact with the right friends. |
| The education Institution- School/ Madrasa | This is an important agent of formal socialization where children meet new friends away from home and teachers become new role models. The school or Madrasa provides an opportunity for children to learn new behavior from their school mates and teachers. The teachers become powerful and trusted agents of socialization in shaping the behavior of young people. Successful socialization in school promises a better social life and the reverse is also true. However, schools and Madrasas can be good agents of socialization but can as well be sources of radicalization and recruitment into violent extremism. The LCPCVE recognizes the role the educational institutions can play in both shaping good behavior of young people and negatively as recruitment and breeding grounds for radicals and violent extremists. |
| The Religious Institution- Church/Mosque | The church or mosque can play a significant role in the acquisition of spiritual and religious knowledge that help us participate in religious life. The pastors and sheikhs become new role models that young people encounter in the growth and development process. Accordingly, the youth can imitate or ape these role models making them powerful agents of socialization. The LCPCVE recognizes religious institutions, especially mosques to play a significant role in shaping good behavior of young people and negatively as recruitment and breeding grounds for radicals and violent extremists. More critical, the mosques can play a significant role in developing counter narratives to radicalization, thereby preventing radicalization and spearheading de-radicalization. |
| The mass media | Mass media is a powerful agent of socialization among young people. Both, electronic and print media have been used by radicals and violent extremists to recruit and radicalize young people. The growing globalization and development of information super highway, has had not only positive but also its share of negativities. More precisely, social media and the internet have been responsible for the radicalization of many young people. However, the good news is that mass media can be used as a force not only for evil but also for good to reverse the insecurity situation experienced in the county. The LCPCVE envisages the use of mass media, both print and electronic to advance the strategies that will be employed to Counter Violent Extremism in Lamu County. |
Chapter Five: Teasing Out the Strategic Issue for CVE in Lamu

Stakeholders identified 14 strategic issues that inform the Lamu Plan for CVE which are outlined below:

1. Ideology: The Mosques in Lamu have managed to keep radicalization and extremist politics out of these institutions. But radicalization goes on when radicalizers interact with youth from Lamu through other forums at the personal level and they are able to radicalize them and turn them into violent extremists. This plan also recognizes that the informal nature of Madrasa education leaves loopholes that may be exploited by radicalizers.

2. Awareness: There is a general lack of awareness in the public and even among government officials about radicalization and violent extremism in Lamu. The subject is not discussed openly in public and when it is discussed, then communities view themselves more from a victim’s perspective and standpoint.

3. Victimhood: The native people of Lamu feel and see themselves as victims of harassment by police and the Kenya Defense Forces (KDF), making cooperation with the police and other law enforcement agencies difficult. There are serious concerns that Lamu residents feel discriminated against, in the issuance of identification cards and passports, hence denying them opportunities for employment and travelling.

4. Land and Historical Injustices: The settlement of Kenyans from other parts of the Country in Mpeketoni is a major source of a sore relationship and discord between communities in Lamu and unending suspicion that fuels resentment and is a catalyst for radicalization and violence. Fear of land grabbing also undermines investment opportunities due to resistance which arises from suspicion. There are also reported cases of hate speech directed at “the ethnic other”.

5. Political and Structural: There is suspicion between the County Government and the National Government organs that undermine cooperation in the struggle against radicalization and violent extremism. The County Executive and County Assembly have also been working at cross purpose. Although the Nyumba Kumi initiative is in place, it is apparent that the County Policing Authority has not been established and structures that would foster cooperation between National Government and County Government on security are not therefore in place.

6. Social: There is a rising problem of gangs and drug addiction in Lamu that maybe exploited to further the aims of violent extremists. Radicalizers are targeting such vulnerable groups. Lamu has also a very strong racial and ethnic divide.

7. Educational: Lamu has continued to perform poorly in education and is characterized by low transition rates and poor grades. Many youth shun education in favor of fishing trade or working as boda boda (Motor Bike riders) in mainland or as Boat operators along the islands.

8. Economic: There is high poverty and youth unemployment in Lamu that makes youth vulnerable to recruitment into radical groups.

9. Technological: Social media platforms such as Facebook and WhatsApp groups have become potent avenues for radicalization in Lamu as is the case elsewhere globally. Social sites discussing Lamu issues could be avenues for recruitment and radicalization. Vulnerable individuals could be identified by recruiters in such sites and targeted for recruitment.
10. Global Connections: The Lamu Island has historical and family ties to Mombasa, Zanzibar, and Malindi and to Oman and other gulf countries. These ties have made it easy for terrorists to move in and settle in Lamu without arousing suspicion. Many youth from Lamu have also been radicalized in Mombasa or Malindi where they have family ties. The conflict in Yemen has also brought fleeing relatives back to Kenya.

11. The Fear factor: Most people of Lamu are afraid to discuss radicalization and VE openly and to engage in finding solutions. Those who have dared to openly confront radicalization and violent extremism have suffered. A senior Chief had to relocate from Kiunga when he was targeted for elimination. Another Chief was reported killed in unclear circumstances during the stakeholder workshop; all of them are connected to workings to Counter Violent Extremism.

12. Police-Community Relations: Relations between the Community and the police are strained by alleged abductions of youth, disappearances and alleged extra-judicial killings. Mutual suspicion makes cooperation a daunting undertaking. Many indigenous Lamu residents feel estranged from the government security machinery.

13. Land Use Planning: Lamu has plenty of land most of which has been earmarked for the LAPPSET project. This has attracted a lot of speculators to Lamu and dramatic cases of alleged land grabbing have been reported. Conflict between farmers and pastoralists also arise over land use.

14. Geographical Issues: The presence of a thick forest in Boni gives refuge to violent extremists. The remote location of parts of Lamu such as Kiunga and Faza near the Somalia border and also boarder with Garissa makes it easy for terrorists to infiltrate into the County. Both Garissa and Lamu County have something in common; they have faced serious incidents of VE that have once shocked the country and the world.
Chapter Six: Strategic objectives and Strategies for Countering Radicalization and Violent Extremism in Lamu

Out of the 14 Strategic issues identified above, stakeholders agreed on 11 strategic objectives and numerous strategies to address radicalization and to counter violent extremism in Lamu. The strategic objectives and strategies are outlined below:

**Strategic Objective 1:**

To strengthen and build capacity of Mosques and Madrassa leaders as partners in the struggle against radicalization and violent extremism

Strategies:

1. Training of Imams and Madrassa teachers on anti-radicalization and violent extremism
2. Capacity Building for Mosque Management Committees
3. Working with scholars to domesticate and disseminate religious counter narratives against extremist ideologies

This aligns to the Training and Capacity Building, and Faith based and Ideology Pillars of the NSCVE.

**Strategic Objective 2:**

To raise the level of awareness of all stakeholders about the problem and nature of radicalization and violent extremism in Lamu County

Strategies

1. Document and disseminate narratives about radicalization and violent extremism in Lamu and its impact on life, livelihoods and economic activities.
2. Raise awareness about the nature of the conflict in Somalia and the Middle East thereby undermining its religious appeal among the youth.
3. Promote honest and open discussion and dialogue on the issue of radicalization and violent extremism in Lamu County

This aligns to the Education pillar of the NCSVE

**Strategic Objective 3:**

To nurture and cultivate a sense of nationhood and patriotism in the indigenous people of Lamu

Strategies

1. Entrench the values of public service among all civil servants working in Lamu
2. Address issues raised by communities in Lamu swiftly and provide necessary feedback
3. Establish a Huduma Centre for swift issuance of identity cards and passports
4. Make an effort to resolve outstanding historical issues that alienates the Lamu people

This aligns to the political pillar of the NSCVE
Strategic Objective 4:
To cultivate ties and connections between the various ethnic and religious communities in Lamu for dialogue and cultural exchange

Strategies

1. Expose children in Kindergarten and Schools to the rich and diverse cultural heritage of Lamu
2. Use sports and other cultural events to bring the people of Lamu closer
3. Strengthen Interfaith forums and Intercultural dialogue
4. Strengthen existing Peace Forums (PF) and build trust between communities.

This aligns to the political and faith-based pillars of the NSCVE

Strategic Objective 5:
To promote and improve cooperation and teamwork between the County and National Government.

Strategies

1. Establish the multi-agency Lamu County CVE Forum
2. Establish and operationalize the Lamu County Policing Authority
3. Strengthen cooperation and synergy in multiple areas of service delivery

This aligns to the political and legal/policy pillars

Strategic Objective 6:
To establish and improve relations between communities and the two levels of Government and their respective agencies.

Strategies:

1. Involve the public in decision making processes in line with the Constitution 2010
2. Establish secure mechanisms for gathering information from the public and providing swift feedback
3. Demonstrate respect for the rule of law by treating suspects within the law and human rights frameworks.

This aligns to the Political and Legal/Policy pillars
Strategic Objective 7:
To secure Lamu from external and internal threats through intelligence gathering and law enforcement

Strategies
1. Strengthen intelligence gathering by nurturing closer ties to the communities
2. Tracking the trends in radicalization and VE styles and mapping the Geography of radicalization and violent extremism in Lamu
3. Continuously review the policy of road blocks on the Lamu-Witu-Garsen Road
4. Aggressively combat the menace of drugs in Lamu
5. Demonstrate the rule of Law while enforcing it.
6. Enhance community trust to security agencies through honest participation and involvement

This aligns to the security pillar of the NSCVE

Strategic Objective 8:
To strengthen social support programs for vulnerable groups and victims of violent extremism.

Strategies
1. Develop a support program for families of victims of violent extremism and counter terror activities in Lamu especially women and children
2. Education and livelihood support programs for orphans and children at risk of dropping out of school, especially those of victims or killed perpetrators of VE

This belongs in the psycho-social pillar of the NCSVE

Strategic Objective 9:
To strengthen education and training in Lamu focusing on access, transition, retention, completion, quality and relevance

Strategies
1. To work with chiefs and village administrators to ensure universal access to basic education
2. To help each school to develop a Performance Improvement Plan (PIP)
3. To work with school head teachers to minimize dropout rates, enhance transition and completion rates
4. To work with schools to develop a tracking system that will ensure those who access school can be accounted for in retention, transition, and completion reports
5. To establish peace clubs in all schools and madrasas in Lamu County
6. To strengthen bursary support and scholarship schemes for needy children in Lamu
This aligns to the Educational pillar of the NSCVE

**Strategic Objective 10:**

To increase our understanding of global terrorism and its impact on local populations

1. Regular surveys and research on radicalization and violent extremism in all its manifestation
2. Establish a knowledge repository to inform stakeholders about the problem of violent extremism
3. Regular conferences, seminars and workshops for dissemination and discussion of issues related to violent extremism.

This aligns to education and training/capacity building pillars of the NCSVE

**Strategic Objective 11**

To increase the uptake of the amnesty offer of the Government by the returnees from Lamu County

1. Raise awareness about the elements of the amnesty program among families, government officials and community members
2. Disseminate information about the amnesty program to the target groups
3. Disengage, Deradicalize, offer livelihood support and re-integrate rehabilitated returnees

This aligns to the security and policy/legal pillars of the NSCVE
Chapter Seven: Implementation of the LCPCVE

Cooperation and Coordination

The implementation of the Lamu plan for CVE requires the cooperation of multiple state and non-state actors. Since Countering Violent Extremism is not a purely security issue care should be exercised in the implementation of this plan to get everyone to do their part. The National Strategy for Countering Violent Extremism has designated the NCTC as the focal point to coordinate all activities related to implementation of the National CVE strategy. The County plan must in essence take cognizance of the need for cooperation with County Governments; Faith Based Organizations, Traditional Structures (elders) and Civil Society depending on the County.

A County CVE Forum (CCVEF) is proposed to guide the overall political and policy environment for implementation of this Lamu County plan for CVE (HURIA 2017). The composition of the forum should be balanced, combining the National Government Agencies, County Governments Agencies, Civil Society, women, Faith Based Organizations (FBOs), Lamu community representative and the Private Sector. In the long run, this role can be better handled by the County Policing Authority whose structure mirrors what is proposed for the forum. For the time being the County Commissioner will be the convener and provide secretariat services to the County CVE forum (CCVEF). It is proposed the County Government be represented by the Chief Officer in charge of Public Service.

The County Security and Intelligence Committee (CSIC) shall be the focal point for implementation of the Strategy and will coordinate with the National Counter Terrorism Centre at the National level, while supporting the CVE forum. NCTC will play an advisory role to the LCCVEF.

![Image](image.png)

Figure 2: A schematic presentation of cooperation between different agencies in the Plan for CVE.
Finally, the Lamu County plan for CVE implementation framework is anchored in systems thinking, where each part must perform its role and failure of one part leads to stalling of the whole system as shown in Figure 3.

![Figure 3: A wheel depicting how the various organs will drive the implementation of the County Plan for CVE in line with the National Strategy for CVE.](image)

**Risk Analysis**

There are risks associated with counter terror activities which alienate the targeted community fueling further radicalization. Actors who want to engage in finding solutions to radicalization also risk a backlash from recruiters and violent extremists. Actors must know the local and global nature of the problem and avoid situations which might put them and others at risk. The County CVE Forum should as a first step develop a risk analysis and risk mitigation plan for Lamu County. The focal point will serve as clearing house for civil society actors engaged in CVE work in Lamu.

This plan recognizes the risk involved in CVE. Accordingly, the Lamu County CVE plan has inbuilt mechanisms to spread the risk through stakeholder involvement. Spreading the risk is a critical step for success of the plan amidst minimum risk exposure to those involved. All stakeholders involved in CVE work in the County will register their activities with the County CVE Forum.

**Monitoring and Evaluation**

The Lamu County CVE Forum (LCCVEF) and later the Lamu County Policing Authority (when established) will be charged with the implementation of this plan and will monitor progress. Partners working on CVE issues will be required to deposit quarterly reports to the LCCVEF or LCPA Secretariat (when the latter is finally operationalised).
Chapter Eight: Lamu County Action Plan for CVE

The strategic objectives and strategies identified by stakeholders in Lamu County that are considered important in CVE were translated into an action plan matrix which assigns stakeholder responsibilities and also aligns each intervention to a particular pillar of the NSCVE.

<table>
<thead>
<tr>
<th>Strategic Objective (What?)</th>
<th>Strategy (How?)</th>
<th>Activities (What to do?)</th>
<th>Who?</th>
<th>NSCVE Pillar</th>
<th>By When</th>
<th>What Resources?</th>
<th>Communication</th>
</tr>
</thead>
</table>
| Build capacity of mosques and Madrassa leaders in CVE | • CVE training for Imams & Madrasa teacher  
• Capacity building for mosque Management.  
• Develop VE counter narratives with scholars  
• Build Information Communication Technology (ICT) capacity among sheiks | • Seminars  
• Workshops  
• Conferences  
• In-services  
• Research  
• Benchmarking  
• Develop Mosque websites/Facebook page/twitter/YouTube/WhatsApp etc | ALL  
• Community,  
• Professionals  
• Scholars  
• CSOs,  
• National & County Govt | Ideology  
Religious Building Capacity | 2018  
• Financial  
• Human  
• Physical  
• Intelligentsia  
• Social Capital  
• Knowledge |  
• National  
• County  
• Community  
• CSO  
• Religious  
• Professionals  
• Scholars  
• Politicians  
• Private Sector |
| Create awareness of all stakeholders on CVE | • Document and disseminate CVE counter narratives  
• Awareness on nature of conflicts in Somali and Middle East  
• Promote honest and open dialogue on CVE | • Research  
• Documentation  
• Publication of CVE materials  
• Dissemination/Public Presentations  
• Dialogues/debates  
• Media engagement  
• Use of ICT: Websites/Facebook page/twitter/YouTube/WhatsApp etc | ALL  
• Community,  
• Professionals  
• Scholars  
• CSOs,  
• National & County Govt | Ideology  
Social | 2018  
• Financial  
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• Intelligentsia  
• Social Capital  
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• CSO  
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<thead>
<tr>
<th>Lamu County Plan for Countering Violent Extremism</th>
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<tbody>
<tr>
<td>Cultivate a sense of nationhood and patriotism among residents</td>
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<td>• Entrench public service values</td>
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<td>• Address issues raised by community and give feedback</td>
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<tr>
<td>• Establish a Huduma centre to enhance issuance of IDs &amp; PP</td>
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<tr>
<td>• Effort to resolve historical injustices/marginalization</td>
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<tr>
<td>• Actualization of Lamu Huduma Centre</td>
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<tr>
<td>• Reinforce public service code of conduct</td>
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<td>• Enhance public service provision</td>
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<tr>
<td>• Promote honest and open dialogue on historical injustices and marginalization issues</td>
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<tr>
<td>• Use ICT: Websites/Facebook page/twitter/YouTube/WhatsApp etc</td>
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<tr>
<td>Promote ethnic and religious diversity/co-existence</td>
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<tr>
<td>• Embrace Diversity</td>
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<td>• Use edutainment to bring people together</td>
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<tr>
<td>• Strengthen interfaith forums</td>
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<tr>
<td>• Strengthen Peace forums and trust building</td>
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<td>• Awareness activities on reality and benefits of diversity</td>
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<tr>
<td>• Use Arts/sports to promote cohesion and integration</td>
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<tr>
<td>• Capacity build interfaith initiatives</td>
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<td>• Establish peace clubs in schools</td>
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<td>• Capacity build peace forums</td>
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<tr>
<td>• Use ICT: Websites/Facebook page/twitter/YouTube/WhatsApp etc</td>
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<td>• Politicians</td>
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<td>• Private Sector</td>
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</tbody>
</table>
| Enhance cooperation between the County and National Government on CVE | • Create the Lamu CVE Forum  
• Operationalize Lamu County Policing Authority (LCPA)  
• Strengthen cooperation and synergy in service delivery | • Convene inception meetings of the Lamu CVE Forum  
• Hold regular meetings of the CVE forum  
• Encourage Joint Ventures  
• Actualize (LCPA)  
• Capacity Build members (LCPA)  
• Benchmarking | ALL  
• Community,  
• Professionals  
• Scholars  
• CSOs,  
• National & County Govt. | Legal | 2018  
• Financial  
• Human  
• Physical  
• Intelligentsia  
• Social Capital  
• Knowledge | • National  
• County  
• Community  
• CSO  
• Religious  
• Professionals  
• Scholars  
• Politicians  
• Private Sector |

| Enhance Community relations with the two levels of Government | • Enhance public participation and involvement  
• Establish secure mechanisms of information gathering and give feedback  
• Demonstrate respect for the rule of law | • Enhance public participation in development initiatives  
• Involve community in decision making  
• Ensure Continuous research on CVE  
• Develop County CVE information Desks/centres  
• Awareness of Public servants to provide services based on the rule of law & human rights principles  
• Capacity building of public officers on interpersonal relations & public relation  
• Establishment of feedback mechanisms to community complaints | ALL  
• Community,  
• Professionals  
• Scholars  
• CSOs,  
• National & County Govt. | Political | 2018  
• Financial  
• Human  
• Physical  
• Intelligentsia  
• Social Capital  
• Knowledge | • National  
• County  
• Community  
• CSO  
• Religious  
• Professionals  
• Scholars  
• Politicians  
• Private Sector |
<p>| Secure Lamu from external and internal VE threats | Promote SMART &amp; Innovative intelligence gathering | Enhance participatory intelligence gathering | Strengthen community involvement in surveillance &amp; intelligence gathering | Develop a tracking system for CVE trends in Lamu | Map out Radicalization and VE hotspots | Build capacity to promote a user friendly and SMART roadblock system | Enhance fight against drug abuse | Encourage and promote SMART security provision | Feedback mechanisms on community complaints | Joint Venture involving community and security agencies | ALL | Community, Professionals | Scholars | CSOs, National &amp; County Govt | Security | 2018 | Financial | Human | Physical | Intelligentsia | Social Capital | Knowledge | National | County | Community | CSO | Religious | Professionals | Scholars | Politicians | Private Sector |</p>
<table>
<thead>
<tr>
<th>Enhance social support programs for vulnerable groups/victims</th>
<th>Develop support programmes for families of victims</th>
<th>Establish psychosocial support for families and victims of VE</th>
<th>Education for orphans/vulnerable children</th>
<th>Livelihood support for Vulnerable people</th>
<th>Establish support groups for families, returnees and victims of VE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strengthen education and training in Lamu</td>
<td>Ensure universal access to education</td>
<td>Help schools develop Performance Improvement Plans (PIPs)</td>
<td>Establish peace clubs in schools</td>
<td>Promote vocational training for the youth</td>
<td>Enhance enrolment, retention, transition and completion rates in schools</td>
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<td></td>
<td>Enhance performance in schools</td>
<td>Develop a SMART bursary and scholarship system</td>
<td>Develop a Social Support System (3s) to retain girls in school</td>
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<td>Socialize children on peaceful coexistence in schools</td>
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<td></td>
<td>Strengthen bursary and scholarship schemes</td>
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| ALL | Community | Scholars | CSOs, National & County Govt | ALL | Community, Professionals | Scholars | CSOs, National & County Govt |

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<tr>
<th>Psycho-social 2018</th>
<th>Financial</th>
<th>Human</th>
<th>Physical</th>
<th>Intelligentsia</th>
<th>Social Capital</th>
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<tr>
<td>Education Training &amp; Capacity Building</td>
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<td>Private Sector</td>
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</tbody>
</table>
| Lamu County Plan for Countering Violent Extremism | To increase our understanding of global terrorism and its impact local populations | • Regular surveys and research on radicalization and violent extremism in all its manifestation  
• Establish a knowledge repository to inform stakeholders about the problem of violent extremism  
• Regular conferences, seminars and workshops for dissemination and discussion of issues related to violent extremism amongst stakeholders | • Build research capacity on Radicalization and VE  
• Grow the Repository at TTUC and link it to County Information Centres  
• Establish a CVE Knowledge sharing forum  
• Establish mailing lists/ Facebook pages and WhatsApp groups for sharing knowledge on CVE in Lamu | Researchers  
Other stakeholders  
Post-graduate students  
County Government | Education Training & Capacity Building | 2017-2018 | • Financial  
• Human  
• Electronic database  
• Computer | • Universities  
• Government  
• Community  
• CSOs |
| --- | --- | --- | --- | --- | --- | --- | --- |
| | To increase the uptake of the amnesty offer of the Government by the returnees from Lamu County | • Raise awareness about the amnesty program among families, government Officials and community members  
• Disseminate information about the amnesty program to the target groups  
• Deradicalisation and livelihood support for rehabilitated returnees | • Media campaign and info materials on the amnesty program  
• Deradicalisation and disengagement program with the National Government  
• Livelihood support for rehabilitated returnees | Clerics  
County Government  
CSOs  
Families  
Media  
NCTC  
Security Agencies | Legal  
Psycho-social pillar | 2017 | • Human Resource  
• Financial  
• Media | • National Government  
• County Government  
• Family  
• Clerics  
• CSOs |
Footnotes

   (Accessed 9th October 2016)


5. GOK 2016. National Strategy to Counter Violent Extremism


7. National Police service Act 2011

8. Lamu County Integrated Development Plan (CIDP) in 2012


Key Partners

Foreign & Commonwealth Office

TAITA TAVETA UNIVERSITY
Home of Ideas

DAI
Shaping a more livable world.

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The Plan for Countering Violent Extremism was developed with the assistance of Taita Taveta University.