

**COUNTY ASSEMBLY OF MANDERA**



**THIRD ASSEMBLY- FOURTH SESSION, 2025**

**THE REPORT OF COUNTY ASSEMBLY PEACE AND SECURITY COMMITTEE  
ON STATUS OF PEACE AND SECURITY IN THE COUNTY**

**THE CLERK'S CHAMBER,  
MANDERA COUNTY ASSEMBLY,  
OCTOBER, 2025.**

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## **ABBREVIATIONS**

**CEF** – Community Engagement Forum

**CVE** – Countering Violence and Extremism

**DRC** – Danish Refugee Council

**IOM** – International Organization for Migration

**KRCS** – Kenya Red Cross Society

**MCAP** – Mandera County Action Plan

**MRC** – Mandera Rescue Committee

**NAPAD** – Nomadic Assistance for Peace and Development

**NCTC** –National Counter Terrorism Center

**NEMA** – National Environmental Management Authority

**OSDA** – Organization for Sustainable Development Africa

**PCVE**—Preventing and Countering Violent Extremism

**UNDP** – United Nation Program

**VOPA** – Voce of peace for all

**WFDP** –Women for Peace and Development

## **CHAPTER ONE**

### **PREFACE**

The County Assembly Peace and Security Committee is one of the Select Committees constituted by the Mandera County Assembly and derives its mandate from Standing Order No. 195 of the Mandera County Assembly Standing Orders.

### **ESTABLISHMENT AND MANDATE OF THE COMMITTEE**

Standing Order No. 195 provides for the establishment and mandate of the County Peace and Security Committee. The mandate of the Committee includes:

- (a) Liaise with the County Security Agencies in matter of Common interest in Security Sector.
- (b) Be engaged in peace building and reconciliation initiatives within the County
- (c) Consider such matter incidental to and harmonious peaceful coexistence of the Communities living within the County.

### **COMMITTEE MEMBERSHIP**

The membership of the Committee comprises the following Honourable Members, as constituted by the County Assembly pursuant to Standing Order No. 195:

<b>S/NO.</b>	<b>NAMES</b>	<b>DESIGNATION</b>
1.	Hon. Ahmed Rashid Mohamed	Chairperson
2.	Hon. Bishar Hussein Farah	Vice- Chairperson
3.	Hon. Sahara Adan Mohamed	Member
4.	Hon. Daud Sheikh Ali	Member
5.	Hon. Mohamed Ibrahim Edin	Member
6.	Hon. Khali Salad Mohamed	Member
7.	Hon. Ismail Sheikh Hussein	Member
8.	Hon. Feisal Abdinoor Issack	Member
9.	Hon. Abdihakim Ali Hassn	Member

**ACKNOWLEDGEMENTS.**

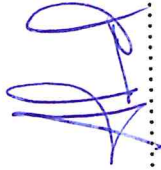
**Mr. Speaker Sir**

The Committee wishes to express its sincere gratitude to the Offices of the Honourable Speaker and the Clerk to the County Assembly for the support and facilitation accorded to it in the execution of its mandate.

The Committee further appreciates the dedication, cooperation, and teamwork demonstrated by its Members, as well as the valuable input received from stakeholders who participated in the preparation of this report.

On behalf of the Committee and pursuant to the provisions of Mandera County Assembly Standing Order No.195. I have the honour and pleasure to present the report of the Committee on the status of Peace and Security in the County to the County Assembly for adoption.

**Thank you.**



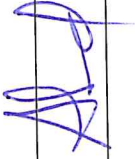


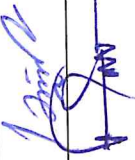

Signed .....Date.....

13/10/2025

**Hon. Ahmed Rashid Mohamed**  
**Chairperson, County Assembly Peace and Security Committee**

## ADOPTION OF THE REPORT

We, the undersigned Members of the County Assembly Peace and Security Committee, hereby unanimously adopt this Report on the Status of Peace and Security in Mandera County by appending our signatures against our names this 13th day of October, 2025.

S/NO.	NAMES	DESIGNATION	SIGNATURE
10.	Hon. Ahmed Rashid Mohamed	Chairperson	
11.	Hon. Bishar Hussein Farah	Vice-Chair	
12.	Hon. Sahara Adan Mohamed	Member	
13.	Hon. Daud Sheikh Ali	Member	
14.	Hon. Mohamed Ibrahim Eddin	Member	
15.	Hon. Khali Salad Mohamed	Member	
16.	Hon. Ismail Sheikh Hussein	Member	
17.	Hon. Feisal Abdinoor Issack	Member	
18.	Hon. Abdihakim Ali Hassn	Member	

## CHAPTER TWO

### BACKGROUND OF SECURITY SITUATION IN THE COUNTY

Mandera County is the 9th of the 47 counties in Kenya. It is located in the North Eastern region of the country and sits at the heart of the tri-border with Ethiopia and Somalia. The County shares a direct border with Somalia to the East, characterized by a porous boundary covering approximately 120 kilometers from Border Point One to Kutulo Mandera, while its border with Ethiopia spans approximately 150 kilometers, primarily defined by River Daua.

The region is marked by unique cultural diversity, where various ethnic groups coexist. Its harsh terrain, coupled with an arid and semi-arid climate, has shaped pastoralism as the primary livelihood, though riverbank farming, rain-fed agriculture, and trade in major towns also support the local economy.

Historically, Mandera County has faced multifaceted security challenges with significant implications for regional stability. These include:

1. **Terrorist Attacks** – The presence of militant groups, particularly Al-Shabaab from Somalia, poses the principal external threat.
2. **Inter-clan Conflicts** – Fuelled by boundary disputes, retaliatory killings, competition over scarce resources, land ownership, administrative and political factors.
3. **Cross-border Invasions** – Especially by groups such as the Waleyta from Ethiopia.
4. **Clan Militias and Organized Gangs** – Which perpetuate violence and insecurity.

The fragile security environment has led to loss of lives, destruction of property, and displacement of residents, with women, children, and the elderly bearing the greatest burden.

From 2024–2025, Mandera experienced several terror-related incidents, including:

a) IED explosions in Mandera Town, Lafey Junction, and along the Elwak-Rhamu road.

b) Attacks on police and military camps, such as Alungu Special Forces Camp.

c) Hijackings and abductions of government vehicles, humanitarian workers, and civilians, including the abduction of five Chiefs from Wargadud in February-April 2025.

d) On 12<sup>th</sup> April 2025, five chiefs and one girl abducted by Al shabaab were released and reunited with their families in Mandera South,

e) On 18<sup>th</sup> April 2025 A suspected IED attack happened on northeast of Arabia camp targeting KDF vehicle near Omar Jilow. The number of casualties remains unknown.

f) On 22<sup>nd</sup> April 2025, Suspected Al-shabaab militias abducted non-local safaricom technician from fuel tanker near Bamba Ola.

g) On 29<sup>th</sup> April 2025 Bur Abor Attack Armed militants ambushed quarry workers shortly after arrival in Bur Abor village, Mandera East Five workers were killed and two injured, 25 escaped. This is the first reported attack in Khalalio Hareeri area.

h) 29<sup>th</sup> June 2025. SOG camp was attack by suspected Al - shaabab at Guba location, they were repulsed by SOG no casualties reported.

Inter-clan conflicts have remained the most persistent threat to local peace. They are often driven by competition over water and pasture, political power struggles, and unresolved boundary disputes. Notable conflicts include:

- a) The Garre-Degodia conflict in Mandera County and Ethiopia's Liban Zone.
- b) The Garre-Murulle conflict along the Lafey-Elwak corridor.
- c) The Degodia-Murulle conflict in the Rhamu-Sala area.

These conflicts have led to mass displacements—for instance, over 18,000 households were displaced during clashes between the Garre and Degodia clans. While localized peace agreements and forums have temporarily reduced violence,

renewed conflict in Malkamari in May 2025 demonstrated the fragility of the peace.

illegal entry of aliens, particularly the Waleyta from Ethiopia through the Moyale route, has aggravated insecurity. Their presence has contributed to:

- a) Increased drug smuggling and substance abuse (chang'aa, bhang)
- b) Rising cases of moral decay and HIV/AIDS in urban centers.

In response, both the National and County Governments, along with non-state actors, elders, and religious leaders, have undertaken interventions, including:

- a) Deployment of security forces (KDF, NPR, and Special Operation Groups).
- b) Signing of peace accords and inter-clan treaties.
- c) Peace education, youth forums, and de-radicalization programs.
- d) Support from development partners such as NCIC, UNDP, and Interpeace.
- e) Community peace dialogues, ceasefire monitoring committees, and cross-border peace initiatives.
- f) Training of peace committees, strengthening of early warning and response systems, and stipends for NPRs to reinforce patrols.

It is against this backdrop, and pursuant to Standing Order No. 195, that the Committee resolved to undertake an inquiry into the peace and security situation in the County. The inquest examined:

- a) The status of peace and security.
- b) Efforts of both the National and County Governments.
- c) Mechanisms put in place to address violence.
- d) Underlying causes of inter-clan conflicts.
- e) Effects of alien infiltration.
- f) The general status of community conflict.

Through the Office of the Clerk, the Committee engaged relevant stakeholders, visited affected areas, and held a total of eight (8) sittings in the course of this inquiry.

### CHAPTER THREE

#### FIELD VISIT AND SUBMISSION BY STAKEHOLDERS

Pursuant to its mandate under Standing Order No. 195, the Committee, on its own motion, resolved to inquire into the status of peace and security in the County with a view to making appropriate policy recommendations aimed at enhancing peace, stability, and social cohesion.

In carrying out this exercise, the Committee mapped out key stakeholders in the peace and security sector and prepared a schedule of engagements as shown below:

No	Activity	Date
1.	Visit to Bur-Abor Quarry site and meeting with the residents	3 <sup>rd</sup> July 2025
2.	Invite the County Executive Committee Member for Public Service, Community Cohesion and Conflict Management and County Chief Officer for Community Cohesion and Conflict Management	15 <sup>th</sup> July 2025
3.	Curtesy call to County Security team (County Commissioner and County Heads of Security)	17 <sup>th</sup> July 2025,
4.	Meeting with non-state Actors involved in Peace and Security in the County	24 <sup>th</sup> July 2025
5.	Meeting with Tawakal quarry owners and producers Association.	31 <sup>st</sup> July 2025

#### VISIT TO BUR-ABOR QUARRY SITE

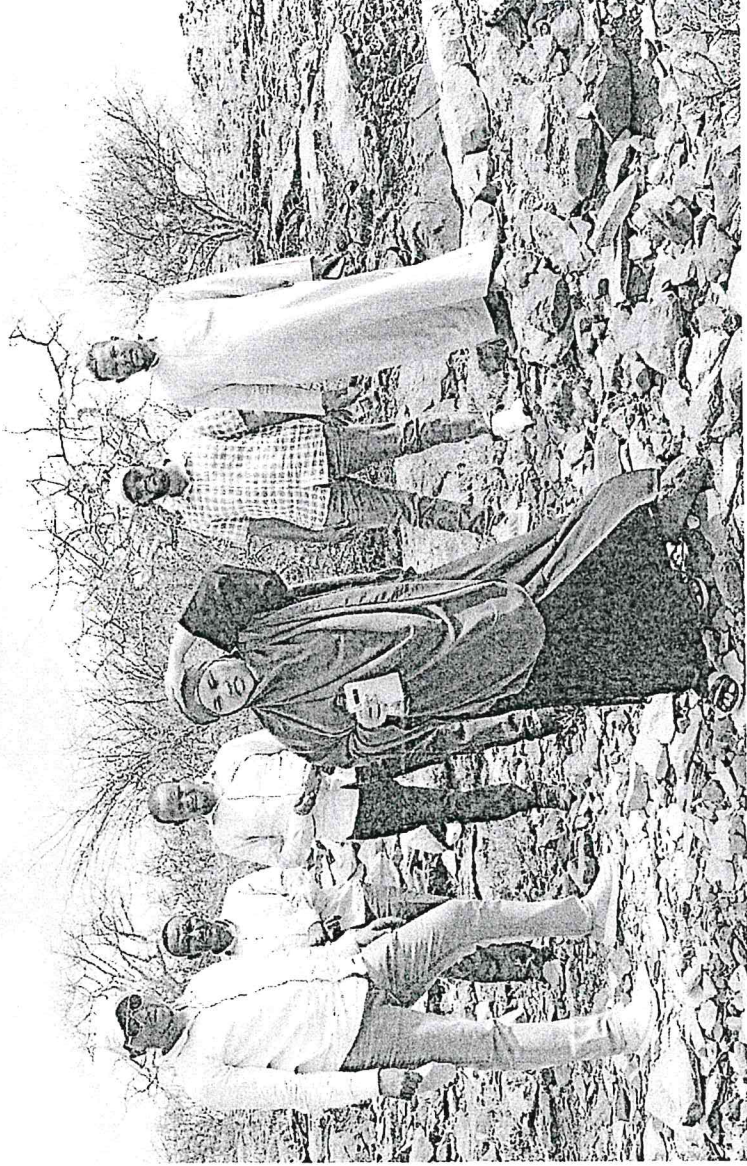
The Committee noted that quarrying is a significant economic activity in the County, involving quarry owners, tipper owners, quarry workers (the majority of whom are non-local), and host communities. Quarrying contributes to household income and generates Own Source Revenue (OSR) for the County Government.

Although the industry has generally been stable, quarry-related insecurity has emerged in recent years. A tragic incident occurred on 29th April 2025, when armed militants ambushed quarry workers at Bur-Abor village in Mandera East. Five workers lost their lives, two sustained serious injuries, and 25 narrowly escaped. This marked the first attack along the Khalalio – Hareeri route, exposing the vulnerability of workers in remote areas.

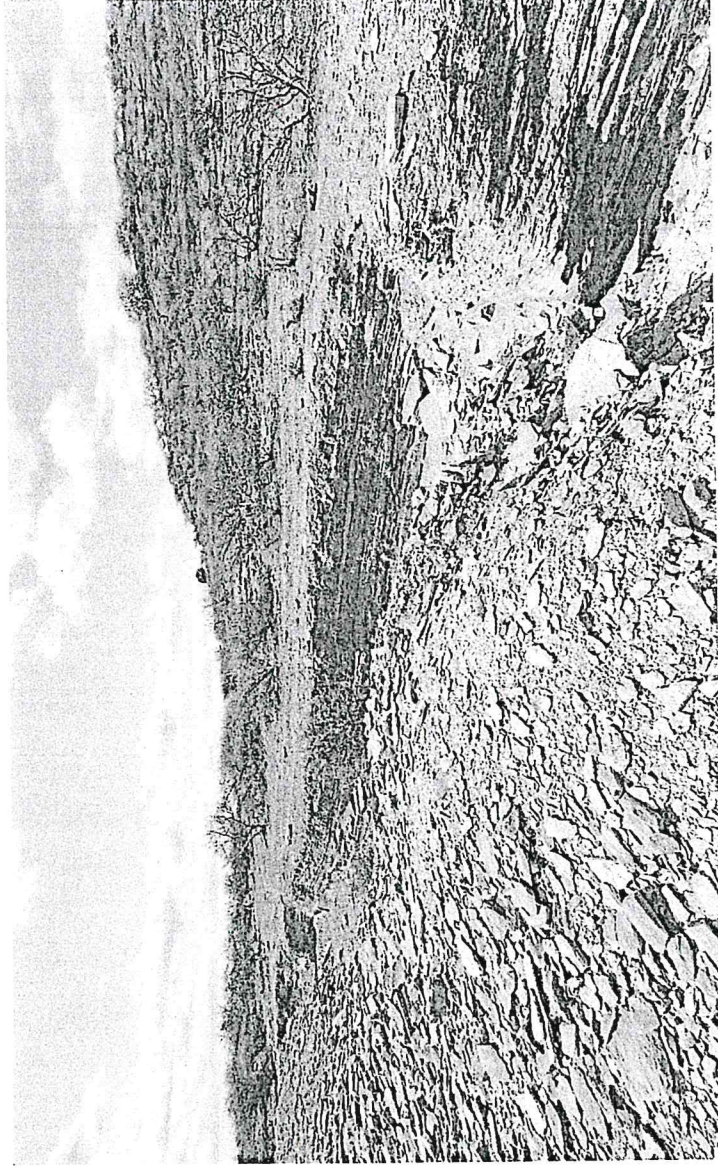
In line with its resolution of 3rd July 2025, the Committee conducted a field visit to the Bur-Abor quarry on 14th July 2025. The site, located 16 km from Mandera Town and 2 km from Bur-Abor Trading Centre, was under closure by security agencies following the April attack, with only a few National Police Reservists (NPRs) deployed to secure the area.

During the visit the Committee made the following observations that:

- a) Quarry operations were suspended by the County Security Team following the April 2025 attack.
- b) There are multiple quarry sites within close proximity to each other with Moderate environmental degradation was noted and some sites are deep and pose significant risks to both humans and animals.
- c) The sites lack compliance with National Environmental Management Authority (NEMA) requirements, particularly on mitigation and rehabilitation.
- d) Access to the quarry is hindered by the absence of a proper road network.
- e) There is no police post or established security camp between Khalalio police post and Green County one, apart from a few NPR officers in some settlements.



*Members of the Committee at Bur-Abor Quarry site*



*Cross-section of Bur-Abor quarry site*

**ORAL AND WRITTEN SUBMISSION COUNTY EXECUTIVE COMMITTEE  
MEMBER FOR PUBLIC SERVICE AND COUNTY CHIEF OFFICER  
COMMUNITY COHESION AND CONFLICT MANAGEMENT**

On 15<sup>th</sup> July 2025, the County Executive Committee Member for Public Service and County Chief Officer Community Cohesion and Conflict Management appeared before the committee and submitted as follows;

**Policy guidelines**

The Department reported that there is no existing County legislation or policy framework on conflict management. However, the Mandera County Peace Building and Conflict Management Bill, 2025 is currently before the Committee on Public Service, Devolved Units, Community Cohesion and Conflict Management of the County Assembly for consideration.

**Common causes of conflicts in the County**

The Committee was informed that conflicts in Mandera County arise from multiple interrelated factors, including:

- a) Scarcity of resources, particularly water and pasture.
- b) Unequal allocation of development projects.
- c) Political conflict linked to administrative and electoral boundaries (e.g., Degodia–Murulle conflict in Rhamu).
- d) Clan feuds based on revenge and historically unresolved disputes.
- e) Terror-related attacks, which tend to subside during clan clashes but escalate during relative peace.
- f) Land ownership disputes, particularly in Mandera Municipality.
- g) Human-wildlife conflict.
- h) Proliferation of small arms.
- i) Human trafficking and undocumented migration.
- j) Political and electoral rivalry.
- k) Youth unemployment and drug abuse.
- l) Cultural practices fueling exclusion.
- m) Business rivalry.

### **Early warning systems used by the Department to detect and avert conflicts**

Early warning system is the process of collecting and analyzing information to alert decision-makers about the potential outbreak, escalation, or recurrence of violent conflict.

Early warning efforts target Potential victims and those capable of protecting them, Policy makers and government agencies, Potential perpetrators (to deter violence), Community elders and eminent persons, Development and humanitarian organizations and The media and communication channels

The Department has integrated community-based early warning systems into its operations. These systems leverage local networks, including sub-county CVE coordinators, elders, religious leaders, and peace committees, who serve as first responders in identifying threats.

Furthermore, CEF meetings serve as regular information-sharing platforms where security trends, emerging risks, and community concerns are discussed. The department also maintains close cross-border coordination with Somalia and Ethiopia, enabling timely exchange of intelligence related to militant movements and planned attacks.

These early warning systems are supported by community sensitization campaigns aimed at encouraging public vigilance and reporting, with the overarching goal of creating a safer and more informed society.

The department has identified nine hotspot areas in the County with nine conflict monitoring Committees in these areas that monitor and give daily update to the Department

The Department works with National Government and County Government administrators such as Chiefs, Sub-County Administrators, ward Administrators, Village Administrators and religious leaders in the County as well as other County Departments such as Water during scarcity of resources such as water and pasture which are source of conflict among the pastoral communities

### **Status of Inter-Clan Conflicts in Mandera County**

The Department underscored that inter-clan conflicts remain a persistent challenge in the County. Over the years, the Department has actively conducted numerous community dialogue meetings aimed at strengthening long-term peacebuilding processes. These initiatives have resulted in the formation of grassroots peace committees, which now work in close collaboration with sub-county government structures and national security agencies.

The region has a long history of inter-clan conflicts, primarily fueled by competition over scarce resources such as water and pasture, as well as political power struggles. These conflicts have led to the loss of lives, displacement of households, and destruction of property.

### **Common inter-clan conflicts within the Mandera triangle include:**

- The Garre–Degodia conflict in Mandera County and extending into Ethiopia’s Liban and Dire-Dawa Zones.
- The Garre–Murulle conflict in Mandera County, especially along the Lafey–Elwak corridor.
- The Degodia –Murulle conflict in Rhamu – Sala area

In addressing these recurring conflicts, multiple actors have joined hands, recognizing that a multi-faceted approach is required. This includes promoting peaceful coexistence among different communities, while also addressing underlying issues of poverty, marginalization, and governance gaps, which contribute to the vulnerability of the population and the risk of violence.

The County has experienced cyclical violence, with phases of relative calm frequently punctuated by high-profile attacks and retaliatory killings. The situation is further complicated by the changing tactics of militant groups and the availability of illegal firearms. Nevertheless, notable progress has been achieved through the signing of peace accords, the strengthening of local peace committees, and cross-clan dialogue initiatives.

Despite the fragility of the region’s security landscape, the sustained efforts of the Department of Cohesion, in collaboration with the Office of the Governor,

Members of the County assembly, national security agencies, elders, religious leaders, civil society organizations, and development partners, have played a pivotal role in mitigating violence and fostering peace. Through multi-stakeholder coordination, rapid response mechanisms, and continuous dialogue, measurable progress has been made in preventing the escalation of conflict, promoting reconciliation, and restoring community trust in peace processes.

Over the past five years, inter-clan conflicts have remained particularly pronounced between the Garre and Degodia communities in Banisa, Malkamari, and Rhamu areas, as well as between the Garre and Murulle communities in Elwak-Lafey. These disputes have often been driven by competition over access to water and pasture, retaliatory killings, and struggles for political dominance. In 2020, multiple clashes were reported in Rhamu and Banisa sub-counties, leading to loss of lives and temporary displacement of households. While traditional peace structures mediated temporary ceasefires, the underlying grievances remained unresolved.

Further tensions arose in 2020 and 2022, when the Murulle and Degodia communities contested grazing zones in Mandera North, particularly along the Kenya-Ethiopia border. These disputes were exacerbated by resource competition during dry seasons—especially over boreholes, pans, and traditional grazing corridors. Political boundary disputes linked to administrative representation further deepened mistrust, while shifting settlement patterns and unclear migration routes led to overlapping land claims.

By 2023, a relative reduction in violent clashes was recorded due to the signing of localized peace agreements and the convening of regular peace forums. However, in May 2025, renewed conflict in Malkamari resulted in the killing of six members of the Degodia community, triggering fears of retaliatory attacks. Swift intervention by County and National leadership de-escalated the situation, although peace remains fragile.

Clan militias in Mandera are often financed to escalate tensions, contributing to recurring cycles of violence. Many disputes trace their origins to cross-border

crimes in Ethiopia, which subsequently spark retaliatory violence within Kenya. Unlike other inter-community disputes elsewhere in the country, the conflict dynamics in Mandera remain highly complex and transnational in nature.

### **Root Causes of Clan Conflicts**

Several underlying factors contribute to the persistence of inter-clan conflicts in Mandera, including:

- **Land Grabbing:** Competition for grazing land has heightened tensions among clans.
- **Deforestation:** Environmental degradation exacerbates disputes over land and natural resources.
- **Creation of Administrative Units:** New administrative boundaries have fueled territorial disputes and clan fragmentation.
- **Environmental Threats:** Climate change has worsened resource scarcity, while expanding settlements have intensified competition for grazing corridors.

### **Societal Impact**

The impact of these conflicts is deeply felt across the County. Vulnerable groups such as women, children, and the elderly often suffer disproportionately, facing displacement, loss of livelihoods, and psychosocial trauma. The brutality of these conflicts is underscored by tragic incidents, including the killing of infants, with blood compensation (“Diyyah”) paid in accordance with Somali customary law.

The cumulative effect of these conflicts has been the erosion of community trust, destabilization of livelihoods, and disruption of social services, thereby undermining long-term development prospects.

### **Community Accords**

One of the strategies adopted for the resolution of inter-clan conflicts in Mandera County has been the signing of community accords. These accords provide a locally-owned framework for dialogue, reconciliation, and peaceful coexistence among warring communities. They serve as important milestones in conflict

management, as they set out commitments on ceasefire, resource-sharing, security cooperation, and non-retaliation.

Some of the notable community accords signed in recent years include:

- **The Banisa Declaration (2019):** Signed between the Garre and Degodia communities, aimed at promoting peaceful coexistence and mutual understanding.
- **The Rhamu Accord (2020):** Negotiated between the Garre and Degodia communities, focusing on ceasefire arrangements and grazing rights.
- **The Sheikh Umal Peace Accord (2021):** Brokered between the Garre and Degodia communities, providing for an immediate ceasefire, cessation of hostilities, and a renewed commitment to peaceful coexistence.
- **The Lafey Peace Agreement (2022):** Signed between the Degodia and Murulle communities, with emphasis on clarifying border issues and facilitating cross-clan trade access.
- **The Malkamari Accord (2023):** Designed to reinforce non-retaliation measures, promote joint security patrols, and reduce tensions in contested areas.
- **The Urban Cohesion Compact (2024):** A multi-clan urban accord aimed at strengthening youth inclusion, addressing urban security concerns, and promoting anti-radicalization initiatives.

These accords have played a pivotal role in preventing the escalation of violence and fostering dialogue among rival clans. While implementation challenges remain, they represent an important step toward institutionalizing peace at the community level and building trust among historically divided groups. The accords have brought relative normalcy and calm. However, peace remains fragile and its endurance is essential for the area's stability.

### **Blood money**

The Somali community is guided by Islamic teachings and customary laws derived from their traditions. These laws, applied by religious and community

leaders, are intended to be just, compliant with Kenyan law, and fair to all parties.

In cases of murder or manslaughter under customary law, the family of the victim may choose either Pardonning (forgiving the killer), blood compensation (*Diyah*) retribution (execution of the perpetrator) the latter is not applicable under the Kenyan Law and if the victim's family is unwilling to accept *Diyah*, they are free to seek justice through the Kenyan Penal Code in a court of law.

Further, killings are categorized as intentional, semi-intentional, or accidental, and it is the responsibility of scholars and arbiters to determine the type based on available evidence. For intentional killings, the *Diyah* is set at 100 camels for a male victim and 50 camels for a female victim. Compensation must be paid immediately from the killer's wealth. If the perpetrator escapes, responsibility for pursuing and arresting him lies with law enforcement agencies, as well as his immediate clan or sub-clan and their traditional leaders. The support of local authorities, the police, and the wider community is also necessary to ensure the criminal is apprehended and held in custody until the prosecutorial process is complete and compensation is paid in full.

If the clan or sub-clan fails to capture the perpetrator, their elders are required to swear a solemn oath affirming that they have made every possible effort to apprehend him. The victim's family is then required to accept this oath as proof of good faith.

At all times, between clans and sub-clans, the compensation for intentional killings (*Hiqqah*) cannot be reduced below the stipulated prices in Table 1, unless amendments are made by qualified scholars.

If the killer is bankrupt and unable to pay blood compensation, the clan elders are obliged to testify against him in a Kenyan court of law.

TYPE	NUMBER	PRICE @ KSH	TOTAL PRICE
Pregnant she Camel ( <i>Higgah</i> )	40	50,000	2,000,000
Five year old female camel	30	45,000	1,350,000
Four year old female camel	30	40,000	1,200,000
Total Amount For Male			<b>4,550,000</b>
Total Amount For Female			<b>2,275,000</b>

*Table 1: Current Market Value for Camels to settle blood compensation for intentional Killings*

### **Semi-intentional Killing**

Semi-intentional killing occurs when a person intends to harm another in a manner that does not usually cause death, but the victim nevertheless dies

The *Diyyah* for semi-intentional killing is the same as that of intentional killing, as stipulated in Table 1 above. However, in this case, it is the responsibility of the extended family of the perpetrator to collectively raise the *Diyyah*. The compensation must be paid over a period of three years, with one-third of the total amount paid each year.

### **Killings by Mistake (Diyyah)**

Mistaken killing (*Diyyah*) occurs when a person causes death without specific intent or without targeting a particular individual such as a hunter who kills a person by mistake. The *Diyyah* for mistaken killing must be paid over a period of three years by the relatives of the perpetrator. The compensation is divided into five categories of camels.

At all times, between clans and sub-clans, the price of camels for mistaken killings cannot be reduced below the stipulated rates in Table 2, unless duly amended by recognized scholars.

TYPE	NUMBER	PRICE @ KSH	TOTAL PRICE
Two year old she-camels	20	20,000	400,000
Three year old he-camels	20	20,000	400,000
Three year old she-camels	20	30,000	600,000
Four year-old she-camels	20	40,000	800,000
Five year-old she-camels	20	45,000	900,000
Total Amount For Male			<b>3,100,000</b>
Total Amount For Female			<b>1,550,000</b>

*Table 2: Current Market Value for Camels to settle blood compensation for mistaken killings*

Despite the application of this localized mechanisms of settling blood money, the process has not been smooth and there are pending blood compensations which have taken long to settle.

#### **De-Radicalization and Countering Violent Extremism (CVE)**

The Department launched a de-radicalization program to address the threat of violent extremism and the radicalization of youth. Communities were sensitized on the dangers of extremism and informed about the amnesty program initiated by the National Government for radicalized individuals willing to surrender. Public awareness forums were conducted across all sub-county headquarters, reinforcing the importance of community involvement in CVE efforts.

The Department of Prevention of Radicalization and Extremism has adopted an integrated and strategic approach to tackling radicalization across Mandera County. Central to its operations is the Mandera County Action Plan (MCAP), which serves as the guiding framework for Preventing and Countering Violent Extremism (PCVE). It has consistently engaged stakeholders through the County Engagement Forum (CEF), conducting regular monthly and quarterly coordination meetings to ensure inclusive participation from both State and non-State actors.

A major area of focus has been community outreach and sensitization, where religious leaders and sub-county coordinators have been instrumental in outreach activities targeting Mandera Technical Training Institution (MTTI), Mandera Technical and Vocational Training Centers, Mandera Teachers Training College, all secondary and primary schools (including private schools), mosques, and correctional centers. These efforts have successfully promoted positive narratives and countered extremist ideologies, with over 174 outreach programs conducted monthly across all 12 sub-counties.

In addition, the Department has partnered with organizations such as Voice of Peace for All (VOPA), Women for Peace, DRC, AFCOS, IOM, and YADEN East Africa to deliver training and empowerment programs. These include leadership and CVE training for women, youth, and religious leaders, as well as the distribution of start-up kits to returnees and high-risk individuals, equipping them with practical skills for income generation. These interventions have contributed to notable outcomes such as heightened public awareness, increased youth resilience, reunification of abducted individuals through dialogue; and strengthened local CVE coordination structures.

To maintain peace and counter radicalization, the Department is executing a multifaceted action plan anchored in the five strategic pillars of the MCAP:

- ✓ Strengthening collaboration among security actors to respond to violent extremism threats.
- ✓ Providing livelihood support and vocational training to youth to reduce vulnerability.
- ✓ Promoting positive religious narratives and countering extremist ideologies through structured outreach.
- ✓ Securing political goodwill and mobilizing leaders to support CVE efforts.
- ✓ Implementing school-based interventions and vocational programs for vulnerable groups.

Furthermore, the Department regularly conducts community outreach, peace dialogues, stakeholder training, and cross-border coordination meetings. Women and youth empowerment remains a key focus, with recent initiatives

distributing start-up kits for small businesses in barbering, salon work, car washing, and electronics repair. Moreover, the Department is actively advocating for the development of a formal PCVE policy framework, expanded support from the National Counter Terrorism Centre (NCTC); and Increased budget allocation for effective program implementation.

### **CHALLENGES FACED BY THE DEPARTMENT**

Despite notable progress, the Department continues to face a range of challenges that hinder the full realization of its goals.

#### **Regional Peace and Security Challenges**

The Mandera Triangle faces complex peace and security challenges that require a multi-faceted diplomatic approach. Weak governance and law enforcement structures across the borders have resulted in lack of accountability, with perpetrators often crossing into Somalia where they find safe havens. Persistent poverty and marginalization, coupled with limited access to resources exacerbate vulnerability. Competition over scarce resources such as water and pasture continues to fuel inter-communal conflicts.

#### **Institutional and Operational Challenges**

- ✓ Financial constraints due to limited budget allocation, affecting the implementation of planned activities and logistics.
- ✓ Frequent terror incidents and delayed response capacity, creating fear among the population.
- ✓ Strained relations between law enforcement and communities in some areas, undermining intelligence sharing.
- ✓ Periodic inter-clan clashes divert attention from CVE programs and increase volatility.
- ✓ New staff lack induction training, while existing personnel require continuous upskilling on PCVE.
- ✓ Absence of a structured PCVE policy at county level, affecting coordination and accountability.

## **REQUESTS FOR SUPPORT**

to mitigate these challenges, the Department seeks support in the following areas:

- a) **Community Dialogues and Peacebuilding** - facilitation of sustained community dialogues, forums, and peace caravans to diffuse conflicts, secure ceasefire agreements, and foster peaceful co-existence.
- b) **Peace Monitoring Logistics** - procurement of motor vehicles and motorbikes for conflict/ceasefire monitoring in hotspot areas such as Banisa and Malkamari along the Ethiopia border.
- c) **Capacity Building and Awareness** - regular training and sensitization for community members, especially women and youth, on intelligence sharing and trust-building with security personnel.
- d) **Peace Coordination Forums** - support for regular County Peace Actors Forum meetings and stakeholder trainings for effective early warning and response.
- e) **Policy and Legal Frameworks** - support in the development of regulations for the Mandera County Peacebuilding Bill (currently at the final stage of enactment).
- f) **Regional Collaboration** - support for annual regional conferences/symposia bringing together political and community leaders from Kenya, Somalia, and Ethiopia to share lessons on peace and security.
- g) **Conflict Mapping and Sports for Peace** - mapping and documentation of conflict hotspots and corridors in Mandera County for effective resource mobilization and reporting.
- h) Promotion of inter-community sports tournaments in conflict hotspots to foster reconciliation, keep youth engaged, and strengthen community cohesion.

## **PROPOSED SOLUTIONS**

To address these challenges, the Department has proposed the following measures:

- a) Advocating for increased funding and policy support.

- b) Enhancing community-police relations through dialogue and confidentiality in intelligence handling.
- c) Strengthening early warning systems and staff training programs on PCVE
- d) Promoting multi-stakeholder financing to sustain grassroots CVE interventions.

### **The Waleyta invasion**

These are illegal migrants from Ethiopia who are primarily jobseekers, and little can be done to alter this reality. With their arrival drug and substance abuse has increased with cases of moral incompatibility reported by families and religious leaders. Therefore, the Waleta exists a behavioral conflict with the communities, characterized by elements of indiscipline.

The department has established the Mandera Rescue Committee (MRC), chaired by retired Chief Biriq, comprising 30 stakeholders who deliberate on emerging issues, among others.

Several efforts were made by the government to repatriate them but it has not achieved much and reports indicate that they have established their internal leadership structures.



***CECM and CCO for Public Service, Conflict management and Community Cohesion appearing before the Committee***

## **MEETING WITH THE COUNTY SECURITY TEAM**

On 17th July 2025, the Committee held an engagement with the County Security Team to discuss key issues affecting security and governance in the County. The following matters were deliberated:

### **1. Status and Operationalization of the County Policing Authority**

The Committee sought clarification on the implementation of the County Policing Authority as provided for under Section 41 of the National Police Service Act, Cap. 84. The County Commissioner explained that they had not yet received directives or guidelines from the Ministry of Interior and National Government Coordination regarding its operationalization.

### **2. Barricading of Roads**

Members raised concerns over the barricading of roads, especially the one passing between the Police Line and the Police Station. The security team explained that the barricades were erected to protect critical government installations and not to harass residents. They requested the Committee's understanding and support in this matter.

### **3. Challenges in Addressing Insecurity**

The security team highlighted several challenges affecting the County:

- a) The County faces unique security challenges, including internal clan conflicts and militias, as well as external threats from terror groups.
- b) Clan conflicts remain persistent, as interventions often address the symptoms rather than the root causes.
- c) Communities sometimes shield criminals, making it difficult to enforce justice. The Commissioner cited examples in Mandera North and Banisa sub-counties, where names of suspects were provided but no one was willing to record statements, frustrating prosecution. He emphasized that unresolved cases often trigger further conflicts.

- d) While acknowledging the usefulness of the Maslah (customary) system, the Commissioner urged leaders to ensure communities are held accountable and that criminals are handed over to law enforcement.
- e) He commended the Honourable Members for their commendable efforts in promoting intercommunal peace and reconciliation.

#### **4. Waleita Influx and Management**

The Committee sought clarification on the increasing presence of the Waleita community in the County. The security team explained that:

- a) The Waleita originate from the interior of Ethiopia, and the neighbouring Somali Region authorities are unwilling to accommodate them. Every time they are repatriated to Ethiopia through Suftu, they return overnight, making their control difficult.
- b) The only officially recognized entry point is the Moyale border, but transporting them there is costly, making repatriation difficult.
- c) Local residents contribute to the challenge by employing Waleita as herders, house helps, shamba boys, and motorcycle riders, thereby enabling their continued stay.
- d) The team appealed to the residents to offer employment opportunities to other Kenyans, which would help reduce reliance on Waleita labour and mitigate the risks associated with them.

#### **5. Quarry Business and Security of Workers**

Members raised concerns about the closure of quarry operations and the security team stated that

- a) The National Government never closed the quarries, acknowledging their importance as a source of revenue for the County and livelihood for many residents.

- b) They advised Tawakal Quarry Producers to collaborate with the Sub-County Security Committee to establish security structures for their operations.
- c) Quarry operations have since resumed, following the signing of a Memorandum of Understanding (MoU) between Tawakal Quarry Producers and the Sub-County Security Committee

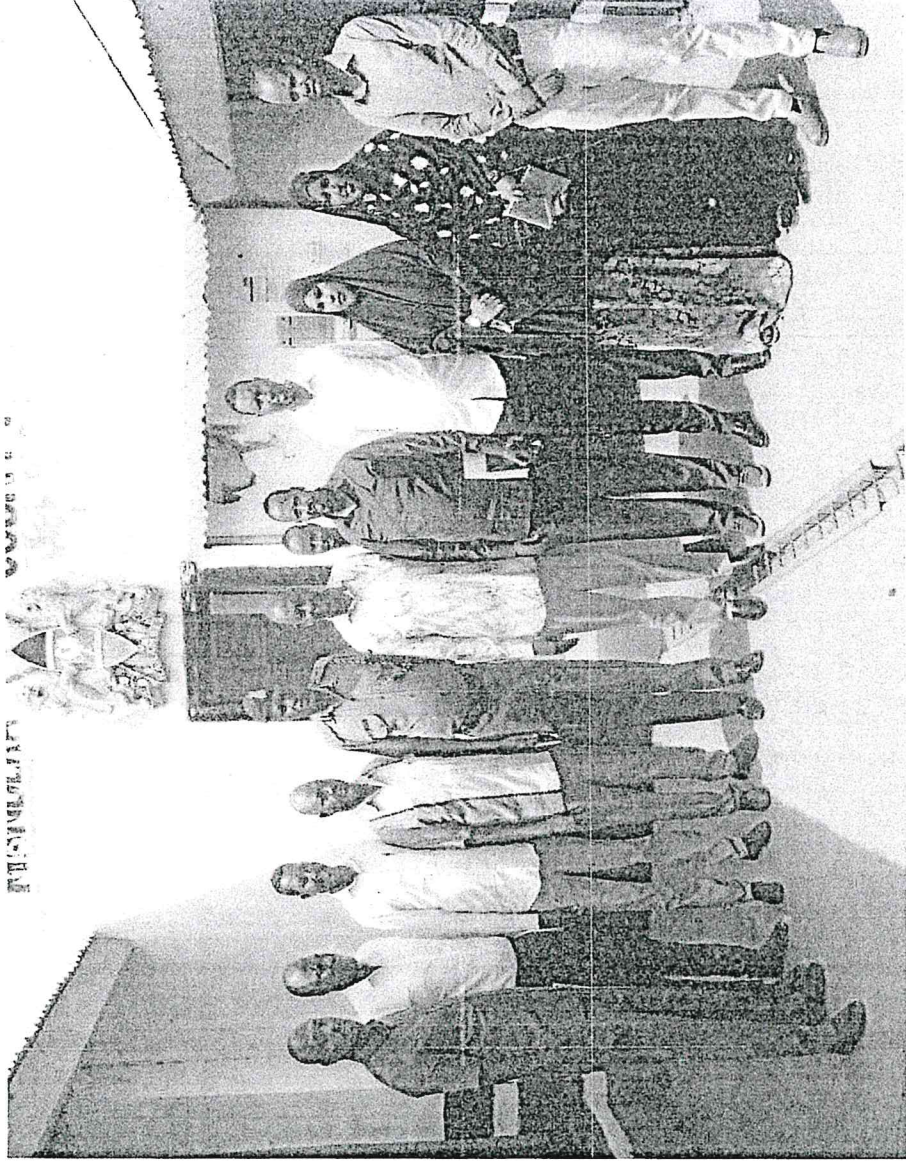
#### **6. Advancement of Terror Groups**

The Committee raised concerns about the advancement of Al-Shabaab into the interior of the County and urged the Security Team to strengthen engagement between communities and security personnel so that residents view themselves as integral to the security system.

The security team assured Members that the government has established several security camps, including in Bamboo West and along the border, where different contingents are conducting operations as well as creation of additional administrative units to enhance security and bring services closer to the people.

Members commended the ongoing efforts of the security team in maintaining law and order under difficult circumstances.

Finally, the Members raised alarm over the increasing problem of drug and substance abuse, noting its detrimental impact on the youth. They urged the security team to work closely with the County Government to take decisive action against drug peddlers and related networks.



***Committee posing photo with County Security team after meeting outside County Commissioner's Office***

#### **MEETING WITH NON-STATE ACTORS INVOLVED IN PEACE**

On 24, July 2025 the Committee had an engagement with non-state actors as one of our Stakeholders in peace building, conflict management and community cohesion, the engagement was so fruitful as almost all the Organizations present in the meeting confirmed to the committee that they have components of Peace building in their programs, the team was also wonderful and ready to work with the Committee going forward.

#### **Humanitarian and Development Actors involved in Peace and conflict management in Mandera County and their roles**

**Kenya Red Cross Society (KRCS) – Mandera County Branch**

In the area of disaster risk reduction and emergency response, the Kenya Red

Cross Society (KRCS) Mandera County Branch is actively involved in preparedness and response to floods, droughts, and conflicts. Its interventions include establishing early warning and early action systems, conducting evacuation and rescue operations, and distributing relief items to affected populations.

In peacebuilding, conflict prevention, and social cohesion, KRCS facilitates community dialogues, inter-clan peace meetings, and mediation processes. The Society also engages youth and women in peace initiatives and supports the work of peace committees.

On livelihoods and resilience building, KRCS collaborates closely with the Department of Conflict Management to implement peace and social cohesion initiatives, provide humanitarian support during periods of insecurity, coordinate with county stakeholders, and strengthen youth engagement in resilience-building efforts. A key area of emphasis is the strengthening of early warning and rapid response mechanisms to enhance preparedness and mitigate the impact of recurring emergencies in Mandera County.

#### **Rural Agency for Community Development Agency (RACIDA)**

RACIDA has been actively implementing humanitarian and development interventions in Mandera County, focusing on improving access to essential services for vulnerable communities. Its main areas of intervention include health and nutrition, water, sanitation and hygiene (WASH), education, food security, and livelihood support.

In Mandera, RACIDA collaborates with local authorities and other partners to enhance community resilience through drought response programs, integrated health outreaches, and school feeding initiatives. The organization also supports peacebuilding and conflict mitigation in cross-border areas by promoting dialogue and coexistence among communities affected by insecurity and resource-based conflicts.

### **United Nations Development Programme (UNDP)**

In collaboration with the Government of Kenya and partners such as the World Food Programme (WFP), UNDP is implementing the “*Promoting Peace and Inclusive Development*” project across Mandera and other border counties.

This initiative strengthens social accountability mechanisms, inclusive governance, and civil-military cooperation to build trust between communities and security actors. Using tools such as community feedback loops and structured forums, the project engages youth, women, elders, and local leaders in peace and development planning.

UNDP also supports micro peace-dividend livelihood initiatives and promotes the collection of disaggregated community data to inform more responsive programming. These efforts contribute to institutional resilience and sustainable development under Kenya’s *North and Northeastern Development Initiative (NEDI)* framework.

### **Danish Refugee Council (DRC)**

The Danish Refugee Council (DRC) addresses food security, WASH, protection, and resilience-building in Mandera County as part of its EU-funded *BORESHA-NABAD* program operating within the Mandera–Ethiopia–Somalia border triangle.

### **Nomadic Assistance for Peace and Development (NAPAD)**

Operating from its Mandera office, NAPAD implements integrated humanitarian and development interventions across Kenya, Somalia, and Ethiopia. In Mandera County, NAPAD supports community-led peacebuilding and reconciliation initiatives through clan-based peace committees, dialogue sessions, and cross-border sporting events that bring together elders, youth, and women. These efforts aim to resolve conflicts non-violently and promote social cohesion.

### **Women for Peace and Development (WFPD)**

Women for Peace and Development (WFPD) is a women-led welfare organization based in Mandera, dedicated to empowering marginalized and vulnerable women and girls by enhancing their participation in peace processes, governance, and economic development.

WFPD works to eliminate violence against women and girls while promoting good governance and social cohesion through advocacy, networking, and capacity-building initiatives. Its core focus areas include women's economic empowerment, human rights, peace and security, and organizational development.

In Mandera, WFPD mobilizes grassroots women's groups, facilitates community dialogues on peace and conflict resolution, and advocates for inclusive development policies that elevate women's voices in public decision-making.

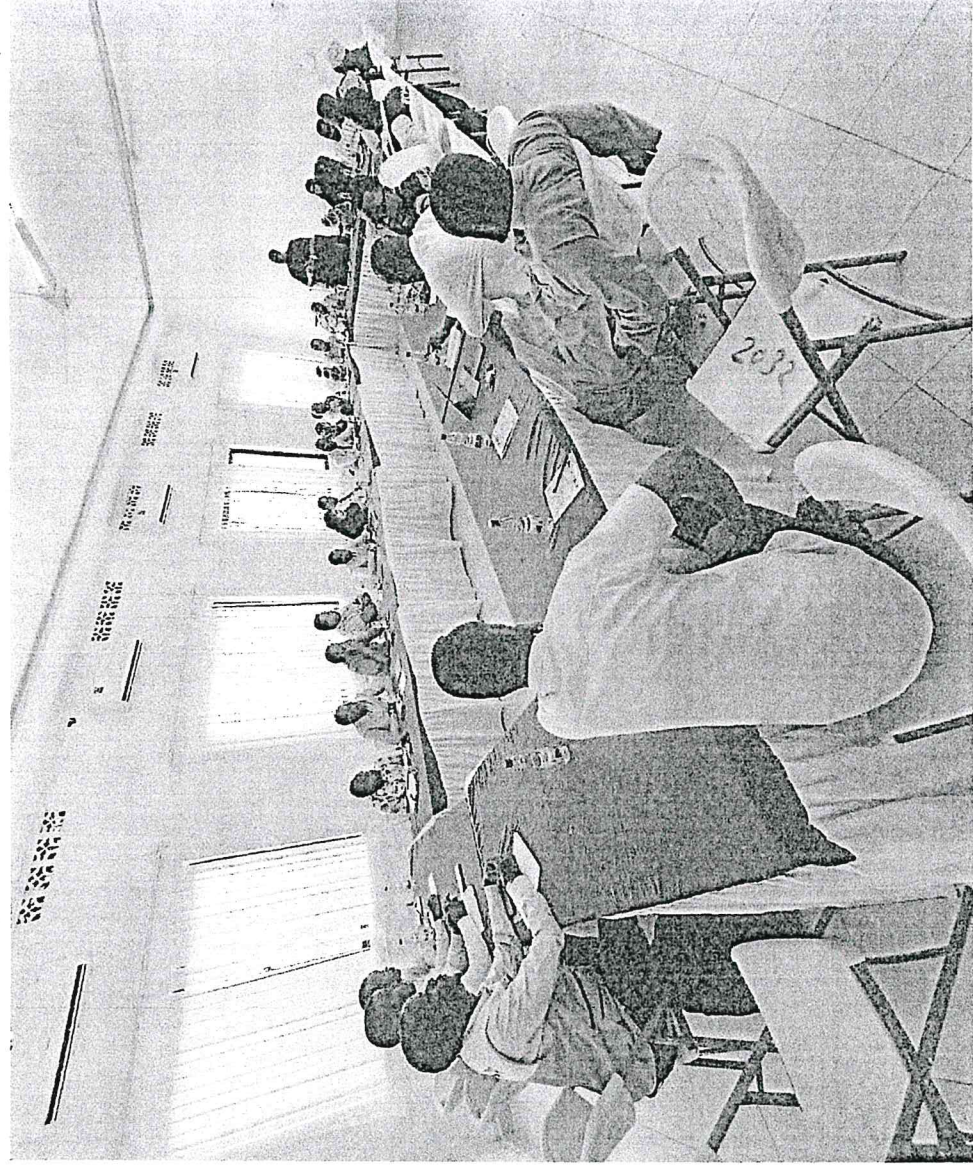
### **OSDA Intervention in Mandera County**

The Organization for Sustainable Development Africa (OSDA) is a youth-led NGO headquartered in Mandera with presence across Northern Kenya, including Moyale, Wajir, Garissa, Isiolo, and Marsabit Specializing in six thematic areas—Peace, Security & Governance; Research & Advocacy; Food Security & Livelihoods; WASH; Climate Action; and Health & Nutrition

OSDA implements integrated programs to support vulnerable communities in Mandera engaging inlocal youth and communities using participatory, community-driven approaches to strengthen resilience, enhance local peace structures, improve water and sanitation infrastructure, promote livelihoods, and support inclusive governance.

### **IOM Intervention in Mandera County**

The International Organization for Migration (IOM) is actively implementing multi-sectoral humanitarian interventions in Mandera County, particularly focusing on recovery support for communities affected by protracted drought and displacement. Through a multi-purpose cash assistance programme, funded by the UN Central Emergency Response Fund (CERF) and implemented with RACIDA, IOM has significantly alleviated household-level food insecurity—enabling vulnerable families to afford basic needs such as meals and debt repayment.



***Committee meeting with non-state actors in Mandera County involved in Peace and conflict management***

## **MEETING WITH TAWAKAL QUARRY PRODUCERS ASSOCIATION**

On 31st July 2025, the Committee held a productive engagement with the Tawakal Quarry Producers Association. The meeting was conducted in Kisomali language to ensure that the invitees clearly understood the agenda and freely participated in sharing their information, challenges and experiences.

The Association which comprises of Quarry and Tipper owners in Mandera County Headquarter submitted as follows; -

- a) The quarry business started in 2008 with few unlicensed individuals in the business but later struggled and obtained license from NEMA after five officers were sent from Nairobi to inspect the business
- b) NEMA license cost ksh 10,000 valid for two years while County license cost Ksh 20,000 valid for one year valid.
- c) In 2014, the first tragic incident occurred in Koromey few Kilometers from Mandera Town where 36 innocent quarry workers were by suspected terrorists.
- d) The most recent is the tragic one occurred on 29th April 2025 where five workers lost their lives and two were injured
- e) Whenever an incident occurs in any sub-county, quarry operations are closed across the entire region and business affected. This has triple effect the owners, workers and Government and quarry owners are neither consulted nor recognized by the National or County Government. Instead, arbitrary decisions are taken, despite the fact that the businesses directly bore the brunt of the closures.
- f) Previously, there was a cordial working relationship between the Association and County Commissioners. However, the last two County Commissioners have not involved them, they County Commissioner instead deals directly with the workers, bypassing the business owners.

- g) They complained that the revenue charged is high. Initially, they paid Kshs. 20,000 annually, which was later reduced by Kshs. 17,000 after complaints excluding the daily bearer charges of Ksh 300 per trip per tipper
- h) They still feel the amount is high, given the many challenges they face in the field and requested the Committee to review the charges downward
- i) With regards to Corporate Social responsibilities, the Association supports public schools, Madrasas, and mosques in the quarrying areas.

## **STRATEGIES USED IN CONFLICT RESOLUTION**

The following strategies were identified as critical tools in managing and resolving conflicts in Mandera County:

1. Community Peace Accords are critical instruments in addressing recurrent conflicts within Mandera County. They serve as community-driven agreements negotiated and signed by elders, leaders, and representatives of conflicting parties and several accord were used which have yielded fruit.
2. Payment of blood money is a form of restorative justice in which compensation is paid to the aggrieved party or clan for the loss of life. It plays a significant role in preventing revenge killings, strengthening clan responsibility, providing timely and accessible resolution, preserving peace and cohesion, and complementing formal justice mechanisms.
3. Peace forums and dialogue Sessions – involve convening elders, religious leaders, youth, and women to mediate disputes while strengthening inter-clan dialogue to prevent escalation.
4. De-radicalization and Countering Violent Extremism (CVE) which includes community sensitization on dangers of extremism, public awareness forums across sub-counties and amnesty program for radicalized individuals willing to surrender.
5. Organization for peace caravans in affected areas
6. Employment of sub-county religious leaders to counter violent extremism
7. Involvement of Non-State Actors such as NGOs, faith-based organizations, and community associations integrating peacebuilding in their programs.
8. Identification of hotspot areas and formation of conflict monitoring Committees in these areas that monitor and give daily update on conflict occurrence likelihood
9. Coordination with the National Government security team through support for NPR officer by payment of monthly stipend to supplement the Government.

10. Promotion of inter-community sports tournaments in conflict hotspots to foster reconciliation, keep youth engaged, and strengthen community cohesion.
11. Celebration of international peace days annually and encourage participation from the local communities
12. Work closely with other county Departments such as water during dry spell and devolved unit (inspectorate) for drug and substance abuse
13. Training of peace committees to strengthen peace, youth to counter violent extremism

## CHAPTER FOUR: OBSERVATIONS

Having visited some of sites and met with most of the relevant stakeholders, the Committee made the following observations:

1. The County Department of Community Cohesion and Conflict Management has made significant efforts in peacebuilding and conflict resolution, which are beginning to bear fruit. However, the Department's operations continue to be hampered by budgetary constraints and a shortage of skilled human resources, limiting its capacity to effectively respond to emerging conflicts.
2. Peace and security in the County remain fragile, characterized by sporadic clan clashes. The situation is further complicated by spillover effects from conflicts in neighboring countries and the persistent threat of violent extremism.
3. Mandera County continues to face recurrent terror attacks, largely attributed to cross-border infiltration by extremist groups operating from neighbouring Somalia. These attacks have resulted in loss of lives, destruction of properties and disruption of services, thereby undermining peace and development gains. While national security agencies have made strides in responding to these threats, the threat persists.
4. Community peace accords have played an important role in reducing violence temporarily. However, most of these accords lack robust mechanisms for enforcement and sustainability, resulting in frequent breakdowns of agreements and resurgence of hostilities.
5. The payment of blood money (compensation for loss of life) remains a major challenge. Communities owe each other millions of shillings, and delayed or defaulted payments risk triggering retaliatory attacks by aggrieved families, threatening to undo gains made in reconciliation.
6. Disputes over pastureland, water points, and administrative boundaries, coupled with retaliatory attacks, continue to fuel tensions among pastoralist communities. These conflicts are intensified during drought

and scarcity periods, making natural resources a persistent driver of violence.

7. Contrary to Section 41 of the National Police Service Act (Cap. 84), the County Policing Authority—a key institution for community feedback, oversight, and improved police accountability at the County level—has not been operationalized, weakening local security governance.
8. High levels of youth unemployment, poverty, and marginalization remain major drivers of radicalization and insecurity. Without targeted interventions, many young people remain vulnerable to recruitment by extremist groups.
9. Elders, religious leaders, and women groups are playing an increasingly active and constructive role in reconciliation and peacebuilding efforts. Their involvement has been critical in mediation, community dialogue, and restoring trust among warring communities.
10. Collaboration between state and non-state actors in peacebuilding has improved in recent years. However, coordination remains inconsistent, with duplication of efforts and weak synergy limiting the overall effectiveness of peace interventions.
11. Football tournament organized by the County elected leaders both at the County and national levels have emerged as an effective catalyst for peaceful co-existence among communities. These sporting events provide a neutral platform where youth and community members interact positively, fostering unity, building friendships across clan divides, and reducing tensions while also preventing youth from drugs and substance abuse.
12. The influx of Waleta into Mandera County has had significant social consequences, particularly on the youth and vulnerable populations. The presence of this group has been linked to the proliferation of drug and substance abuse, the spread of HIV/AIDS, increased immorality, breakdown of cultural values, and increased vulnerability of young people, further straining the social fabric of the Community.

## **CHAPTER FIVE: RECOMMENDATIONS**

The Committee recommends the following measures:

1. The Ministry of Interior should fast-track issuance of guidelines to enable operationalization of Section 41 of the National Police Service Act (Cap. 84) laws of Kenya.
2. Strengthening of Peace Accords by establishing enforcement and monitoring mechanisms for peace accords, including sanctions for violations, integration of community accords into formal county structures for long-term sustainability and Provide continuous dialogue forums to review and strengthen existing agreements.
3. Expand vocational training, skills development, and entrepreneurship programs for youths, establish County youth empowerment fund to support innovation and start-ups and create sustainable self-employment opportunities for young people as well as partner with NGOs and other agencies to support youth empowerment programs.
4. Scale up de-radicalization programs to Counter Violent Extremism and provide psychosocial support.
5. Support grassroots mediation efforts by increasing representation of Religious Leaders, Elders, youth and women in peace committees.
6. Map out and demarcate communal resources such as grazing land and water points to minimize disputes, establish inter-clan committees for resource-sharing agreements, especially during drought and invest in water infrastructure and drought mitigation programs to reduce competition over scarce resources.
7. Strengthen coordination between County Government, National Government, NGOs, and community organizations.
8. The County Assembly to develop a comprehensive County Countering Violent Extremism (CVE) Policy, Institutionalize de-radicalization programs with clear monitoring and evaluation frameworks.

9. Capitalize on the County Peace Actors Forum to harmonize interventions, avoid duplication, develop a joint monitoring and evaluation framework for peacebuilding programs and foster multi-sectoral partnerships between government, NGOs, and community organizations.
10. Institutionalize football tournaments and expand them to other sports as a permanent peacebuilding tool, create County Sports Leagues that brings together youth from different clans and sub-counties and link sporting activities with mentorship programs on drug prevention, life skills, and leadership.
11. The County Security team to drive out illegal migrants like Waleta out of the Country otherwise their continued presence will be detrimental to the security of the County and Country at large

## **CONCLUSION**

Peace in Mandera County remains a shared responsibility requiring sustained dialogue, strong institutions, and inclusive development. The Committee affirms its commitment to continue working with all stakeholders to consolidate gains made in peacebuilding and ensure long-lasting stability in the County.