

**COAST CIVIL SOCIETY NETWORK FOR HUMAN RIGHTS (PBOs) WORKING
GROUP ON CLIMATE GOVERNANCE**

POSITION PAPER

**PROMOTING CLIMATE GOVERNANCE AND RESILIENCE IN
MOMBASA COUNTY**

Submitted to:

Director, Climate Change
Department of Water, Natural Resources, and Climate Resilience Mombasa
County Government

Copy

CECM, Department of Water, Natural Resources, and Climate Resilience
Mombasa County Government, Clerk of

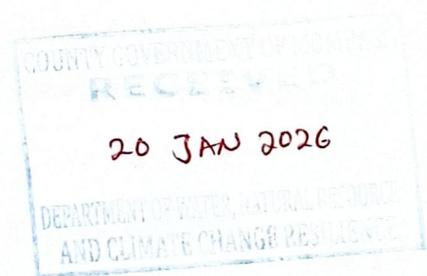
County Assembly of Mombasa.

Prepared by:

Coast Civil Society Network for Human Rights (CCSNHR)

Date: 20th January 2026

**Secretariat: Big Ship Organization Email: bigship009@gmail.com, ccsnhrkenia@gmail.com
RE: POSITION PAPER ON STRENGTHENING CLIMATE GOVERNANCE AND
FINANCING IN MOMBASA COUNTY**



MOMBASA COUNTY CIVIL SOCIETY NETWORK WORKING GROUP ON CLIMATE GOVERNANCE

RE: POSITION PAPER ON STRENGTHENING CLIMATE GOVERNANCE AND FINANCING IN MOMBASA COUNTY

1. Background

Kenya ratified the Paris Agreement in 2016 and immediately started implementing its binding commitment by establishing National Climate Change Policy 2016 as the anchor for governance of climate change at both national and county level. Mombasa County Climate Change Policy, 2021 emphasizes participatory, risk informed planning and therefore established the Mombasa County Climate Change Act, 2024 and Mombasa County Climate Change Fund Act, 2024.

The Coast Civil Society Network for Human Rights (CCSNHR) petitioned the County Government of Mombasa through the county assembly Programme Based Budget 2025/2026 to operationalise the county climate governance systems and create room for effective climate governance during this current financial year 2025/2026.

The Guiding values principles of Mombasa County Climate Change Act, 2024 Part I, 4 (a), (b), (g) provides for Community driven response to Climate Change, participation of community and inclusion of major stakeholders in planning and implementation change response. Being among the counties adversely affected by climate disasters, unlocking more finance to address the climate resilience as well as upholding National values and principles of governance spelt out in Article 10 of the constitution will enshrine the constitutional rights for a safer and healthy environment for the residents of Mombasa County.

In reference to our petition on The Programme Based Budget addressed to the County Assembly of Mombasa presented to the Assembly Planning Committee on 30th May 2025. The community addressed their concerns regarding the climate change budget and planning through a petition that included increasing budget allocation to the Climate resilience department to facilitate operationalisation of the two Climate Change Acts, improving budget format and establishing an autonomous special purpose account.

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Subsequently thereafter, the coalition of Civil Society Organizations convened the Mombasa other Organisations and groups on Climate Governance for a Follow-Up Meeting on the 22nd October 2025 to strategize on avenues of ensuring that there exists a transparent climate governance framework in Mombasa County.

The meeting, attended by 25 representatives from diverse organizations, sought to assess the progress of climate governance frameworks, the operationalization of the County Climate Change Fund Act (CCCCF), and the implementation of the Mombasa County Climate Change Act (2024).

The discussions revealed both progress and persistent structural and operational gaps that limit the County's capacity to deliver on its climate obligations. This position paper consolidates Public Benefit Organization's (PBOs) perspectives, highlights governance and financing weaknesses, and presents actionable recommendations to the County Government.

2. Context and Rationale

This position paper recognizes the county government's commitment to transforming Mombasa County into a leading climate resilience and low carbon city. We recognize the climate crisis not only as a threat but as an opportunity to build a more sustainable, equitable and greater led-community future.

The current administration has recognized the importance of climate change by establishing the legal frameworks and the climate resilience sector within the Department of Climate resilience, Energy and Natural Resources. However, these actions alone fail to meet the level of commitment required. The County's climate obligations demand stronger leadership, adequate resourcing and proper alignment with legal frameworks put in place.

Without a clear demonstration of commitment through meaningful budgetary allocation and operationalization of climate structures, the county's response remains far below what the

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climate crisis requires as far as the budgetary allocation for the FY2025/2026 does not meet the financial threshold of 2% of the total development budget.

Climate change continues to pose serious threats to Mombasa's economy, livelihoods, and ecosystems. The Mombasa County as articulated in Part III, (d), (e) has a duty to put in place and implement mechanisms for sustainability and performance of the climate department mandates. Despite having enacted both the *Mombasa County Climate Change Act (2024)* and the *County Climate Change Fund Act*, implementation remains inadequate.

It is therefore prudent to ensure that effective governance and financing are robust for resilience-building. However, Mombasa County has yet to operationalise **County Climate Change Planning, steering Committees** and **Ward Climate Change planning Committees** so as to create a pathway for establishing of Mombasa County participatory climate risk assessment report (PCRA).

On **6th June 2025**, the community presented concerns to the County Assembly Planning Committee regarding budget gaps and structural weaknesses in the FY 2025/2026 Programme-Based Budget (PBB).

To follow up, a coalition of civil society organizations convened the **Mombasa PBOs on Climate Governance Follow-Up Meeting on 22nd October 2025**, attended by 25 organizations. The meeting reviewed:

1. Progress in establishing the climate governance framework
2. Status of operationalizing the County Climate Change Fund Act
3. County capacity to meet obligations under the Climate Change Act (2016) and Paris Agreement
4. Gaps in budgeting, transparency, participation, and implementation

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The discussions revealed that while policy and legal foundations exist, significant operational bottlenecks continue to limit the county's ability to fulfill national and international climate obligations.

This position paper consolidates civil society perspectives, identifies governance and financing gaps, and presents actionable recommendations to support Mombasa County in fully aligning its climate systems with national and global commitments.

3. Key Issues Identified

The review of Mombasa County's climate governance systems revealed several structural, operational and financial weaknesses which continue to undermine effective climate action. Despite the existence of progressive legal frameworks and policies, their implementation remains inconsistent, underfunded and poorly coordinated.

Therefore, the following key issues highlights the most pressing gaps that MUST be addressed to strengthen accountability, financing and locally-driven climate resilience;

3.1 Governance and Institutional Gaps

- a. The Guiding values principles of Mombasa County Climate Change Act, 2024 Part I, 4 (a), (b), (g) provides for Community driven response to Climate Change yet Mombasa county is yet to establish the *Community Climate Change Committee* in each ward under the Part II, 10, (1).
- b. The Mombasa County Climate Change Act, 2024 is intended to promote effective governance, by the County not establishing the *Mombasa County Climate Change Steering Committee* which is the vehicle to promoting Climate Justice in the county has left the communities vulnerable due to uncoordinated climate governance.
- c. The Mombasa County Climate Change Fund Act, 2024 provides for a *Mombasa County Climate Change Fund Board of Trustees* whose chair is appointed by the county governor and therefore the continued appointment delays has created a bottleneck in operating the funds denying residence the much needed services.

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- d. There are no clear provisions for appointment, replacement, or performance review of committee members.
- e. There is no establishment of the County Participatory Climate Risk Assessment (PCRA)

3.2 County Climate Change Fund Act (CCCFA)

- a. The Mombasa County Climate Change Fund Act, 2024 provides for a Mombasa County Climate Change Fund Board that is critical towards implementation of the funds, however the county is yet to establish and operationalise this important Board committee raising concerns how the county approves and oversees implementation of Climate Finance frameworks in the County.
- b. Establishment of the *Mombasa Climate Change Fund* as a *Special Purpose Account* for climate finance is important for financing Climate activities, yet the county has not established the fund. This has lead to unstructured financing of climate resilience activities as a result of the opaqueness and lack of accountability of County climate resilience initiatives.
- c. Part V 20 (1) of CCCFA directs that Opening and maintaining of the county Bank account Fund shall be open through the Board in consultation with the CECM and managed by the Fund Administrator. It is important that the county upholds this procedure as stipulated in the CCCFA in opening of its Fund.
- d. (Referring to Part V, Section 20(2) of the CCCFA, the team noted that the account is to be managed by the Fund Administrator. Additionally, under the Public Finance Management Act (PFM) 2012, the signatories to such a special account include:

-The Chief Officer for Finance

-The Fund Administrator

-One additional appointed signatory

However, a loophole was identified concerning the identity and designation of this third signatory, specifically, whether they should come from the Climate Resilience Department or the

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Finance Department. The legal team emphasized the importance of clarifying this provision to enhance transparency and accountability in fund management.)

3.3 Budgetary and Financial Accountability

- a. The County has not met the **2%** financial threshold.
- b. Only **KES 13 million** (*representing 0.26% of the 2% of the total development budget*) was allocated to resilience programs out of a **KES 5 billion** development budget as per the Mombasa PBB FY2025/2026.

3.4 Coordination and Communication

- a. Limited coordination between County departments, the public and PBOs.
- b. Weak dissemination of climate-related reports, plans, and policies to the public. (as per article 37 Access to information COK 2010).

4. Recommendations

1. Strengthen Governance and Accountability by establishing Climate Change Steering committee

Implementation of existing Acts should take precedence and focus should therefore remain on operationalizing the CCCFA.

- a. Establish Community Climate change Committees at the ward level.
- a. Build the technical capacity of ward climate committee representatives and PBOs on climate finance advocacy and tracking.

2. Operationalize the County Climate Change Fund Act (CCCFA)

- b. Gazette and activate the Fund Board
- c. Establish and gazette a County Climate Change Funds (Special Purpose Account).
- d. Define inclusive criteria for board membership emphasizing gender, technical skills, and residency.

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- e. To avoid the bottle neck on the appointment of the Board Chair, establish an amendment to the act allowing the CECM to appoint the chair on approval of the governor.
- f. Establishing of the County Participatory Climate Risk Assessment (PCRA)

3. Enforce a Progressive Budget Allocation

- a. Mandate the 2% allocation across all budget cycles.
- b. Integrate clear climate finance indicators in the County Budget Review and Annual Development Plans.

4. Enhance Collaboration and Communication

- a. Establishment of the complaints handling and resolution mechanism.
- b. Strengthen PBOs & media partnerships to promote transparency.
- c. Develop an online Climate Information and Accountability Portal.

5. Conclusion

Mombasa County stands at a crucial juncture in its climate governance journey. While the legal frameworks are in place, implementation and financing remain weak.

PBOs reaffirm their commitment to support the County Government in ensuring accountability, operationalizing climate institutions, and protecting vulnerable communities.

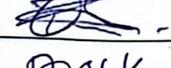
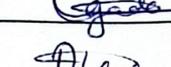
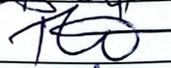
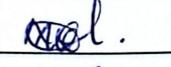
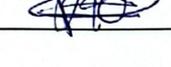
We therefore urge the Office of the Director of Climate Change to:

- a. Immediately operationalize the CCCF and Committees;
- b. Gazette all relevant bodies; and
- c. Ensure compliance with the 2% budget allocation.

Through transparent, inclusive, and accountable systems, Mombasa can become a model for climate resilience and sustainable development.

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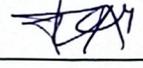
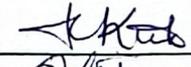
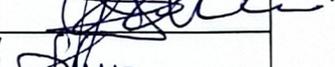
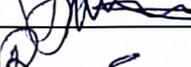
Signatories on behalf of the Mombasa PBOs on Climate Governance

S.N	NAME	Organization Name	SIGN
1	William Japari	CJPD	Japari
2	Pennel Nyagaka	COEC	
3	Pilka Mutere	Amkeni Com. Org	
4	Samih Otieno	Fast Action	
5	OMAR NDEGWA	HER NARRATIVE	
6	BONNA KINYANSUI	GEN Z	
7	NICOLE ACHIENG	THS KENYA	
8	PRICHA KIMANI	GAG	
9	Michael Nabwara	Eden climate Center	
10	SAMUEL Kony	Ti-K	
11	Tim S Makumi	Kituo	
12	MWAKIMWIKI MUSA	Help A Bodi Da	
13	John Muloli	Human Protection & Justice Org	
14	Chirshie Kibaya	Amkeni Community Org	
15	Valentine Wasike	CWID	

Note: Find past petitions attached herein.

**MOMBASA COUNTY CIVIL SOCIETY NETWORK WORKING GROUP ON
CLIMATE GOVERNANCE**

Signatories on behalf of the Mombasa PBOs on Climate Governance

S.N	NAME	Organization Name	SIGN
1	HEWIDATI AKOTH	COLLABORATIVE CENTRE FOR GENDER & DEVELOPMENT	
2	KALICHA DULLO	Webise Africa	
3	Jimmy Mwatia	BRIGHTIP	
4	Joshua Ngongesa Nya Li	Social Justice	
5	Faustine Ofeama	Towun Social Justice	
6	Simon Jaree	WASHOZI CENTER	
7	LUCAS C. FUNDU	TEMA & DIGITAL RESEARCH TRUST	
8	Zadevich Afrika	CCSNHR	
9	HASSAN FOR IBRAHIM	MOMBASA KILINDINI COMMUNITY FOREST ASSOCIATION MOKICFA	
10	ROSEMARY SUMA	DINDAHI S.H.G	
11			
12			
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14			
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Note: Find past petitions attached herein.



MOMBASA COUNTY FISCAL STRATEGY PAPER 2025 MEMORANDUM

To: County Government of Mombasa County Assembly
From: Big Ship Organization
Date: 20th March 2025

General Recommendation

- The County Government through the county assembly enacted the Climate Change Fund Act, 2024 and the Climate Change Act, 2025 but the county has not been able to establish the intended climate governance structures that includes the; Climate Change Fund Board, Climate change steering committee and the Ward Climate Change committees which are critical for the implementation of our Climate Change resilience interventions. Therefore we ask that the County Government of Mombasa allocates funds that can facilitate establishment of these important committees.
- The county as per the Climate Change Policy 2016 and as per the existing framework is required to allocate at least 2 per cent of development funds to facilitate climate resilience in the County however Mombasa County has failed to allocate that in its subsequent budgets, therefore, we ask that the county government of Mombasa through the current financial year budget to ensure that the funds are allocated.
- Have a definition page to elaborate and clarify the meanings of some words such as:
 - Modern technology
 - High value crops
 - Modern Livestock
 - Commercialized tree growing

Chapter 1: CONSOLIDATING GAINS UNDER BETA FOR INCLUSIVE GREEN GROWTH

1.2 Core Thematic Areas

11: On Agricultural Transformation for Inclusive Green Growth the county intends to:

- Promote small scale urban farming for subsistence

50: Replace “*Exploiting the blue economy*” with “*Sustainably utilizing the blue economy*”
Include an aspect of protection and conservation of the blue carbon sink to support sustainability in the utilization of the blue economy.

59: Revise the last statement: “*In part, the Government in collaboration with County Governments and Development Partners will continue to commit funds towards the National Tree Growing Programme through FLLoCA program*”.

Reason: FLLoCA is not specifically for National Tree Growing Programme

The programme should be supported by the National Government and other external sponsors.

60: On Climate change

Need for strategies that when enforced shall support the commercialization of tree growing and lead to the 10% tree cover goal.

69: Concerns under the blue economy, Agriculture and Livestock should also include Conservation of blue carbon sinks

Chapter 3

The Climate finance aspect has not been captured under the Department of Water Natural Resources and Climate Change or the Department of Environment and Governance. It is however important to capture the custodian of the existing and future Climate finances including the GCF, FELoCA, Adaptation Fund etc...

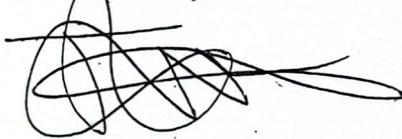
Chapter 4

4.6: EXCHEQUER ISSUES Disbursed Over The Years

Table 14: Detailed Revenue Analysis 2023/2024 FY

- Include the total receipt in figures rather than gaps
- Include Climate Change adaptation and mitigation as priority areas in the following Departments
 - ✓ Water, Sanitation and Climate Change
 - ✓ Environment and Solid Waste Management
 - ✓ Blue Economy, Agriculture and Livestock
- Consider Conservation, Protection and Restoration of the Blue carbon sinks under the **Department of Blue Economy, Agriculture and Livestock**

Yours faithfully,



BOSCO JUMA

BIG SHIP COMMUNITY BASED ORGANIZATION