



THE DEVOLUTION AND LOCALLY-LED CLIMATE AND DISASTER RISK MANAGEMENT PROJECT

A Learning Journey Case Study from the Devolution and Locally-Led Climate and Disaster Risk Management Project



The Devolution and Locally-Led Climate and Disaster Risk Management Project

Project Implementing Partners



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Foreword

The 'Devolution and Locally-led Climate and Disaster Risk Management' project is part of the World Bank's Kenya Accountable Devolution Programme (KADP), which aims to strengthen the capacity of the 47 counties to provide services efficiently, effectively and with accountability to all the citizens, including the poor. Specifically, the project is a sub-activity of the Programmatic Approach (PA) Social Accountability and Devolved Sectors, which focuses on strengthening the core devolved governance systems at both the national and county levels, with an emphasis on enhancing the people's engagement and devolved service delivery.

World Bank KADP Team

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INTRODUCTION

This publication offers snippets of stories from our work with four pilot counties on the Devolution and Locally-led Climate and Disaster Risk Management project. We hope that these stories, giving a glimpse of our collective journey through the project's pilot phase, will motivate county governments, stakeholders, the national government and other development actors to facilitate, invest in, and support the mainstreaming of climate and disaster risk management in county-integrated development planning.

This publication presents learnings from the key target areas of the interventions undertaken with Kwale, Narok, Makueni and Siaya counties to lay the foundation for mainstreaming climate risk management in county-integrated development plans and policies. It is based on lessons from Makueni County to prepare the other three counties to adopt the County Climate Change Fund (CCCCF) mechanism. We highlight some notable first steps and activities. They include an exchange visit to Makueni by officers from the other counties, lobbying county government leadership on CCCCf, work on Climate Information Service Plans and the contextualization study in those counties as part of the preparedness for the mechanism.

Devolution and Climate Risk Management

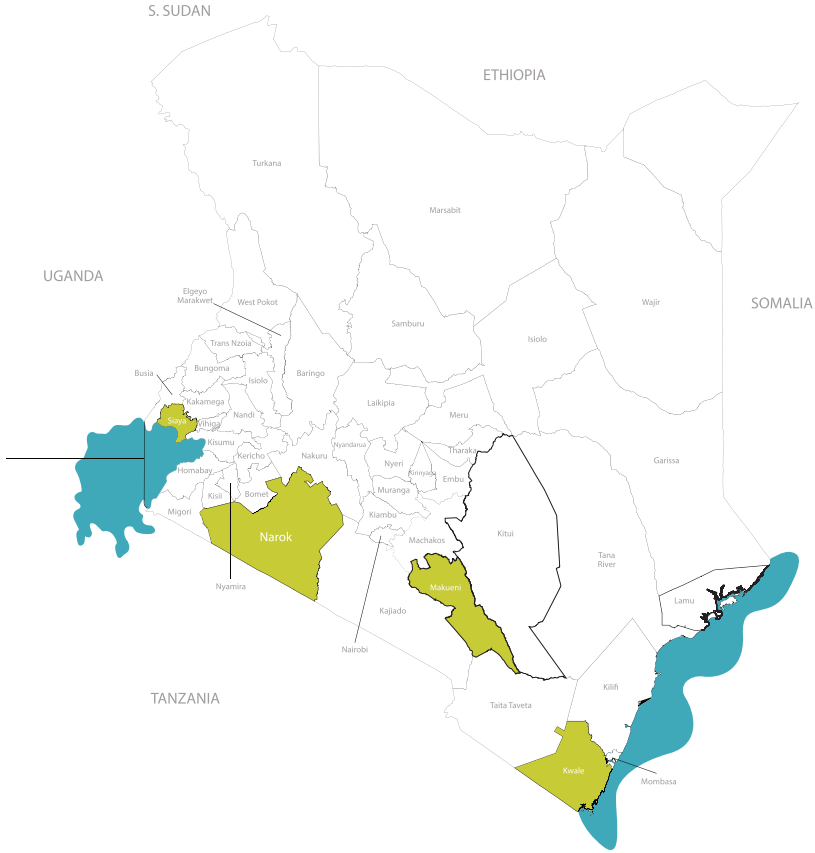
The concept of climate risk management bridges the three related spheres of climate change adaptation, disaster risk management and sustainable development. It is an integrated approach to climate sensitive decision-making that is increasingly seen as the way forward in dealing with climate variability and change.

¹Republic of Kenya (2016). A Climate Risk Management Framework for Kenya: Integrating Disaster Risk Reduction & Climate Change Adaptation at the National and County Levels. NDMA, Nairobi.

Project Timeline



Project Implementation Areas



Through this project implemented by the Adaptation Consortium (Ada) and other partners, the World Bank aims to support integration of climate risk management in county planning and operations as a strategy for climate adaptation, disaster management and sustainable development.

The devolution and locally-led climate and disaster risk management project is implemented in the context of a one programme approach by Ada - to take the CCCF mechanism to scale, strengthening, expanding and adapting it to new counties. The mechanism integrates climate change adaptation and risk management into planning and budgeting systems, while institutionalising participatory and inclusive decision-making in the counties.

The project, implemented in a pilot phase in the four counties of Kwale, Makueni, Narok and Siaya , focused on two outcome areas: 1) County-level capacity development on the integration of Climate Change Adaptation, Disaster Risk Reduction and Integrating County Climate Change Fund Preparedness in County Integrated Development Planning, and 2) Establishing foundations for partnerships for resilience between county governments and local communities.

Since January 2019, it has been implemented as a pilot project, with activities designed to set the foundation for progressive future work on integrated climate risk management in the counties under the KADP.

CLIMATE GOVERNANCE



County government officials from Kwale, Narok and Siaya visiting a sand dam based water processing facility in Makueni County.

Between 8th and 10th May 2019, representatives from different departments of the Kwale, Narok and Siaya counties, including directors and chief officers, visited Makueni County, where they were hosted by the local County Climate Change Board and other members of the county government to learn from the journey and experiences of Makueni in climate governance. This visit also incorporated county directors of meteorology from the Kenya Meteorological Department (KMD) and representatives from civil society from the three counties.



GOVERNMENT OF
MAKUENI
COUNTY

VISION.

prosperous value based County
with high quality of life.

To transform the
rural areas into
prosperous value based
County with high quality
of life.

Roads for Water
the unused potential

Roads rather than being the cause of topsoil erosion and soil loss
The effects of erosion include: loss of topsoil, reduction in
fertilizer and water use, reduction in crop yield and
loss of income. Roads can be constructed in a way that
helps to control erosion and soil loss. This can be done
by using a variety of techniques, including: using
synthetic materials, using natural materials, and using
a combination of both.

It is important to integrate water flowing in roads design and
development.

Understanding the process of erosion is the first step in
preventing it. Erosion is caused by the removal of
topsoil, which is the layer of soil that is most fertile.
This can be caused by a variety of factors, including:
heavy rain, wind, and human activity. Roads can
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The choice of Makueni as the benchmarking destiny is understandable. Over the past few years, the county has been in the national limelight for the exemplary performance across a number of key sectors. Makueni's success story has been attributed to the great leadership of the Governor, Prof. Kivutha Kibwana, his Cabinet and a supportive County Assembly led by the Speaker, Hon. Douglas Mbilu. The county's achievements in climate governance, particularly in implementation of the CCCF mechanism is attributed to years of collaborative effort with technical support from the Ada Consortium.

Learning from the County Climate Change Fund Mechanism

The main objective of the visit was to give the participants first-hand lessons and experience from their counterparts in Makueni on the implementation of the CCCF mechanism as well as climate governance. Various specific objectives were achieved through an array of sessions and activities organised by Makueni County, in collaboration with the Anglican Development Services – Eastern (ADSE).

The first objective was to learn about the institutional, policy and regulatory framework for climate change and how it supported the establishment and operation of the CCCF. This is better captured in the expectations of Joseph Thoya, Kwale County's Liaison Officer, one of the visiting officers: "We are here to learn from the County of Makueni and its leadership how they have managed to have strong climate change programmes and to share what we are doing in Kwale to put in place similar structures."

"The Governor and the county understand the importance of anchoring climate action in law to enable the county to implement response activities. The Governor has been in the forefront of lobbying the County Assembly to create an enabling legal and regulatory environment".

Robert Kisyula, Executive Committee Member for Water, Sanitation, Environment and Climate Change.

Participants learnt from Mr. Robert Kisyula, the Executive Committee Member for Water, Sanitation, Environment and Climate Change that the passion of the governor and county government, in general, for tackling climate change, was instrumental in the strides made in having effective climate governance frameworks and mechanisms. This is particularly demonstrated by the governor's leadership on climate change actions.

Participants learnt that in 2015, with technical support from the Adaptation Consortium, Makueni Climate Change Fund Regulations were established under the Public Finance Management Act, 2012. The regulations set up institutional arrangements to manage the funds and spearhead climate change action in the county.

CCCF Structures

Participants also got an opportunity to interact with the climate planning committee in Makueni under the CCCF mechanism, with the view to learn about their functions and operations. This was the second objective of the visit. The visitors interacted with the institutions created by the regulations to manage the CCCF and some of the members serving in the institutions such as; Members of the Steering committee (SC); The County Climate Change Fund Management Board; County Climate Change Planning Committee (CCCPC); and Ward Climate Change Planning Committees (WCCPCs).

During the workshop, the participants similarly got a chance to learn from the local County Director of Meteorological Services, Mr. David Mutua, and his team on the development and implementation of the County Climate Information Services (CIS) Plan as a key enabling component of the CCCF. Mutua explained why such a plan was critical: “Traditionally meteorological services in Kenya focused on large scale forecasts covering huge areas and usually not scaled down for the benefit of local communities. With devolution, we have decentralised the services to the counties, where, with the help of the CIS Plans, we endeavour to provide users with relevant timely information to help in climate response and resilience.”

Public Good Investments

The learning would not have been complete without the visitors enjoying the hospitality of ward-level structures to learn from public- good-investment sites operated under the CCCF mechanism. On the final day in Makueni, the participants visited two key sites with public good investments, where lessons on county government – community partnership for resilience, were demonstrated. The first was the Kaiti River water treatment plant, the main water project that supplies the bulk of water needs for Wote Town, making use of a sand dam. The project demonstrates the critical importance of sand for water conservation and harvesting and why sand conservation and wise utilisation are a priority in Makueni. The county put in place the Sand Conservation and Utilisation Act, 2015, which created the Sand Conservation and Utilisation Authority. It also came up with regulations on sand conservation and utilisation. The Act gives the community the mandate to work with the county government in the conservation and management of sand.

The participants later travelled to a small village called Masue to see a rock catchment, one of the public-good investments through the Makueni CCCF. The catchment, a model investment under the CCCF, traps the surface run-off water that could go to waste in the lower regions and cause soil erosion, and redirects it into storage tanks, where it is channeled to users in the local community, including a school and the general public. The investment was mooted and prioritised by the local Ward Climate Change Committee through a participatory process.



Participants visiting Masue rock water catchment in Makueni county, an example of public good investment.

Conclusion

Integration of climate adaptation in development in Makueni County is well underway across all sectors. The CCCF mechanism is already paying dividends through the establishment of public good investments at the community level, building local resilience and facilitating the establishment of policy and legal frameworks for climate governance. The visit enabled the participants to pick up key take-away lessons as they prepare to start their journey to CCCF preparedness.

SIAYA GOVERNOR EMBRACES CLIMATE RISK MANAGEMENT



The team from World Bank and ADA meeting with Governor Rasanga in his office; L-R Hausner Wendo, Yasin Mahadi, HE. Cornel Rasanga and Florence Crick.

Disturbed by the rainfall cycles that derail farmers' calendar and contribute to food insecurity, the Governor of Siaya County, Cornel Rasanga, in March 2019, expressed his frustration with the inadequate timeliness and reach of local weather forecasts. It is out of this frustration that Governor Rasanga indicated his willingness to work

with the Siaya County Director of Meteorology, Mr. Donnack Arodi, to ensure the situation was improved. The Governor made the commitment when he met the 'Devolution and Locally-led Climate and Disaster Risk Management' project team in his office in March 2019. This was an important opportunity for the team to discuss with the governor and some members of his executive committee the climate change and disaster risk component of the Kenya Accountable Devolution Programme (KADP) being implemented in Siaya County and its objectives.

During the meeting, the governor demonstrated good knowledge of the climate and environmental challenges affecting his county, including deforestation and land degradation. It was clear that farmers as well as planners at the county government were not receiving weather forecasts in time to make informed decisions due to challenges with climate information dissemination.

Weather Forecast

"I have tried my best to downscale seasonal weather forecasts and disseminate widely in Siaya, but sometimes I fall short on resources to reach all users. It would be great if I can get support from the County Government and hope the Climate Information Services Plan will be instrumental in enabling this."

Donnick Arodi, Director of Meteorology, Siaya County.



Mr. Ayub Shaka from Kenya Meteorological Department taking stakeholders in Siaya through a lesson on forecasting and climate information services.

Governor Rasanga separately pointed out that some actions on climate change were included in the County Integrated Development Plan and that his government was keen to work with all the stakeholders on implementation.

The visitors briefed the governor and his team on various aspects of the project, now in its pilot phase in Siaya. Mr. Yasin Mahadi, from the World Bank, elaborated on KADP in which Siaya and other counties are already involved. He explained the place of “devolution and locally-led climate change adaptation and disaster risk management” as a sub-component of the KADP. The three key components of the project were highlighted: Integration of the climate change and disaster risk management into county planning, capacity building of county officials on climate change and disaster risk management, introducing the County Climate Change mechanism and strengthening collaboration between communities, counties and local organisations on resilience building.

The Governor and his team also got to learn about the other counties targeted by the pilot project, including Kwale, Makueni and Narok. Key partners and their roles were highlighted, including the Climate Change Directorate (CCD), The National Treasury and Planning (TNT), the Council of Governors (COG), Kenya School of Government (KSG), and the National Drought Management Authority (NDMA).

ADA Consortium was gladly received to partner with the county government on this project. It was assured of county executive support with clear reporting mechanism to the Governor. Governor Rasanga was keen to see the project team engage the County Assembly more to develop enabling legislation for integrated climate risk management and resilience building. He also pointed out the need for improved land use planning to enable sustainable management of water catchment areas and the hill tops facing degradation.

Conclusion

The meeting re-affirmed the importance of incorporating elements of climate risk management in the County Integrated Development Plan and other plans and policies. The Siaya County government expressed its support and commitment to work with the ADA Consortium under the World Bank KADP for the integration of climate and disaster risk management into county plans and programmes. At the end, Governor Rasanga requested the establishment of a cross-departmental project team and of a feedback mechanism on the preparedness for CCCF in the county.



County executive and assembly committee members attending the ICRM workshop in Diani, Kwale county.

MAINSTREAMING CLIMATE RISK IN COUNTY INTEGRATED DEVELOPMENT PLANNING

Kenya is one of the most disaster-prone countries in the Horn of Africa, with the main disasters being hydrometeorological. Scientific evidence suggests that the frequency of disasters linked to hydrometeorological events have been on the increase in recent years.

The country has made significant strides towards reducing poverty and boosting sustainable development and the achievement of the Kenya Vision 2030. However, the increasing frequency, complexity and scope of extreme weather events, particularly floods and droughts, observed in recent years, slow down economic development in the face of high vulnerability and exposure for many communities and low-income households. The economic cost of flood and drought-related disasters creates a long-term fiscal liability of over \$500 million. With climate change these trends are likely to continue and thus threaten the country's ambitions of prosperity and undermine attainment of the Sustainable Development Goals and the Kenya Vision 2030 objectives. Thus, sustainable development will only be possible if the risks and challenges posed by climate change are addressed in policies, plans and actions at both the national and county levels.

Mainstreaming Integrated Climate Risk Management

The climate risk management framework developed by the NDMA through the Adaptation Consortium provides a key tool for counties to integrate climate adaptation, disaster management and sustainable development.

The framework provides a structured approach of identifying climate risks and highlights pathways for mainstreaming climate change adaptation and disaster risk reduction in development plans. The ADA Consortium is working with the four pilot counties of Kwale, Makueni, Narok and Siaya to build

capacity of the technical officers in all key departments on Integrated Climate Risk Management (ICRM). Towards this end, three key training and ICRM action plan development workshops were organised in Nairobi, Kwale and Kisumu, bringing the counties together to learn about the climate risk management framework and develop their ICRM action plans with policy and planning recommendations.

The workshops integrated a number of key elements relevant for climate change and disaster management at the county level. Based on the understanding that the County Integrated Development Plans (CIDPs) guide county-level implementation of programmes, the training and action planning built the capacity of target county governments, particularly key departmental technical officers, on integrating Climate Change Adaptation and Disaster Risk Management in county-integrated development planning.

ICRM Action Planning

The initial training workshop on ICRM targeting county officers from key departments and other stakeholders from Kwale, Narok, Makueni and Siaya took place in March 2019, in Nairobi. The objective was to provide foundational introductory training on the concept and principles of integrated risk management. With this first round came a lot of expectations and questions on both the goal of the project and the ICRM concept.

The key question posed by one of the participants, Mr. Ochieng Ligulu, from the Siaya County government was: “how will this project and ICRM help the Siaya County government to plan for climate change response in the county as our farmers are increasingly affected by unpredictable rainfall patterns?” The response provided was that the goal of this project is to support the counties in building structures, capacities and policies for climate adaptation.

Subsequent follow-up workshops on ICRM involving all the four counties and conducted in Kwale and Kisumu, focused mainly on three key aspects, namely, further gap analysis of CIDPs and related annual development plans on climate risk management, refining and finalising county ICRM action plans, and generating recommendations on priority actions to be included in the next cycles of county planning and sector policy and programme development. Rapid analysis of CIDPs generally revealed that all the counties have one form or another of climate change intervention proposed.

However, these are too general with clear actions not systematically identified and prioritised. It was particularly clear that all the climate actions in the CIDPs were not properly aligned to the National Climate Change Action Plan (2018 – 2022), which was yet to be finalised by the time of completion of CIDPs by counties. Dr. Wasonga, the expert leading the training process indicates that the county government officers would require capacity building on ICRM and further guidance to improve their action planning.

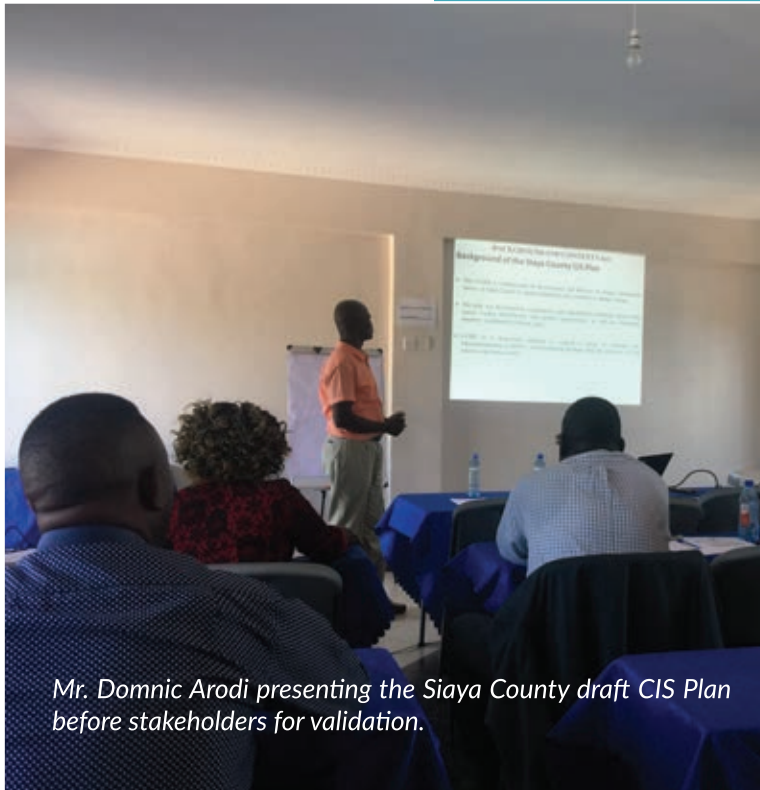


Dr. Oliver Wasonga supervising ICRM action planning exercise in Kwale

Conclusion

All the four pilot counties now have their ICRM Action plans as outputs from the training workshop. The priority actions in all the plans focus on creating an enabling policy and regulatory environment for climate risk management, specific sectorial actions and establishing financing mechanisms. The spirit of the process is that outcomes will include the mainstreaming of actions in the CIDPs and sector plans and prioritizing some action for implementation through donor support. “The counties have a lot of plans already addressing different aspects of environment, climate and natural resource management, what is important is implementation,” noted Mr. Patrick Ole Twala, Director Environment and Natural Resource Planning at Narok County, hoping that the ICRM plan can be implemented”.

CLIMATE INFORMATION SERVICE AS A PILLAR FOR CLIMATE RISK MANAGEMENT



Mr. Domnic Arodi presenting the Siaya County draft CIS Plan before stakeholders for validation.

The application of weather, climate and water information and related services helps to improve the safety and the well-being of people, reducing poverty, increasing prosperity and protecting the environment for future generations.

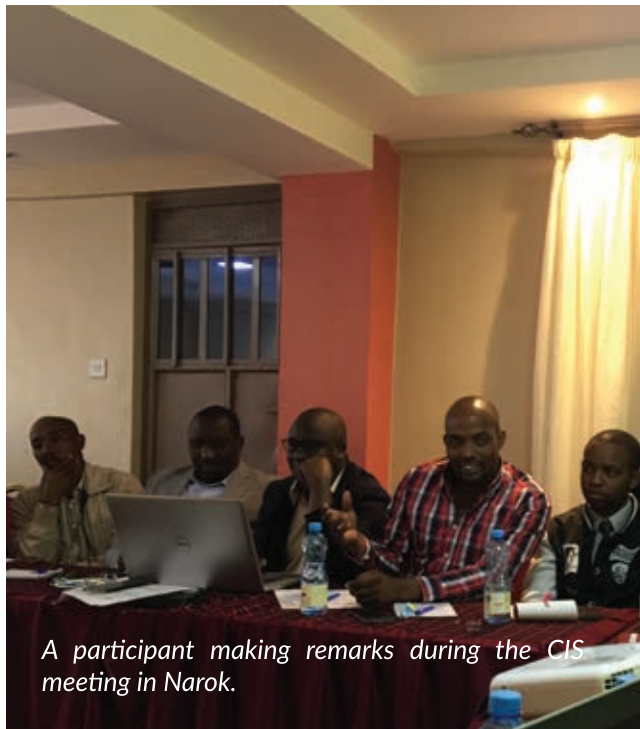
Meteorological services make fundamental contributions to meeting the targets of the country's strategies such as Vision 2030 and United Nations Sustainable Development Goals (SDGs).

Kenya Meteorological Department (KMD) has provided climate information for many years. However, uptake has been limited for several reasons such as insufficient relevance and content of the climate information services, inappropriate channels of communication while targeting communities, and lack of understanding of the climate information by most users. With increasing demand for quality climate information services for climate risk management, the KMD is working to improve provision of the services through better planning that responds to the needs of counties and communities. Climate Information Service planning has been successfully implemented in the pilot counties as part of the County Climate Change Fund Mechanism.

Through this World Bank project, the ADA Consortium, of which KMD is part, is working with Kwale, Siaya and Narok counties to put in place Climate Information Service Plans. The development of CIS plans targets to strengthen KMD's infrastructure and services to reach and have the desired influence at the community or grassroots level of society; where the most severe impacts of climate variability and climate change are realised.

Through the devolution project, Kwale, Narok and Siaya counties had public participation meetings to make inputs and comments on their draft CIS Plans. Validation were conducted for the plans in Kwale and Siaya where the documents will be finalized soon in preparation for launching. The draft CIS Plan for Narok county is also due for stakeholder validation. At all these stages, key representatives of community, civil society, county and national government institutions gathered for discussions generating recommendations to be integrated into their CIS Plan.

For the World Bank-supported Kenya Accountable Devolution Programme (KADP), this marks an important milestone for the counties, particularly on climate change adaptation and disaster risk reduction, as the CIS Plans will be instrumental in supporting local communities to build resilience to impacts of climate change and take advantage of opportunities provided by favourable climate conditions. The Climate Information Service Plan is one of the key tools for resilience planning under the CCCF mechanism. As part of the readiness for CCCF in Kwale, Narok and Siaya, the local CDMs have made progress based on lessons from Makueni and other counties, to develop effective CIS Plans to address the climate information needs of their counties in as participatory a process as possible.



A participant making remarks during the CIS meeting in Narok.

Conclusion

The important takeaway from the process is that the participatory approach is a breath of fresh air, particularly for giving communities an opportunity to make direct inputs to the document, own the process and embrace the forecasts. As pointed out by Ms. Emily Awino during the Siaya CIS Plan validation workshop, people are apprehensive about broadcasts on weather forecasts or any climate-related information to the point that after the news on TV is over and weather forecast comes on, they switch to other stations. However, Awino opines that focus on locally-relevant content will once again improve the interest in local weather forecasts and climate information.

PREPAREDNESS FOR CCCF IN KWALE, NAROK AND SIAYA COUNTIES



Participants follow proceedings of CIS training in Siaya County.

Since 2013, the CCCF has shown in five pilot counties that it can help communities to deal with climate variability and climate change by providing them with a means of accessing and using climate finance to address their distinct priorities and fulfil their constitutional obligations regarding public participation and accountability.

The CCCF has a set of core principles and components that are universal and can be adapted to any setting. The mechanism is fully aligned with the policy and legislative framework for climate change in Kenya, as articulated in the Climate Change Act (2016), and is also priority in the current National Climate Change Action Plan (2018 – 2022). With this in mind, a strategy has been developed to scale out the CCCF mechanism to new counties in a structured and well-coordinated approach that maintains the core principles of the mechanism and upholds its standards.

With support from the World Bank's Kenya Accountable Devolution Programme, through the Devolution and Locally-led Climate and Disaster Risk Management project, ADA Consortium is working with Kwale, Narok and Siaya to lay the foundations for establishment of the CCCF mechanism in these counties. The mechanism supports counties to integrate climate change into planning and budgeting. The CCCF process is inclusive of vulnerable groups and puts communities in control, enabling them to prioritise investments that offer resilient pathways out of under-development and climate vulnerability.

Lobbying and training County Government Executives and County Assemblies

Since October 2018, under the devolution project, a process of lobbying the county governments of Kwale, Narok and Siaya, including their top leadership and departmental technical officers has been undertaken.

This has been achieved through round table meetings with the governors and executive staff, training of technical directors from the key county departments on CCCF and engagement of county assembly committees on their legislative and policy-making role in climate governance.

In all the three counties, the outcomes of the meetings included top leadership consenting to technical officers in their counties getting involved in the foundational activities for CCCF such as trainings and exchange learning visits. This enabled the process to move forward as directors from key departments participated in the trainings on Integrated Climate Risk Management (ICRM) in Nairobi, Kwale and Kisumu and highlighted establishment of CCCF mechanism in their counties as one of the priority actions in their draft ICRM action plans. This responds well to the spirit of the CCCF scale-out strategy requiring counties to opt in at a time of their choice and to get guidance from ADA through the three-stage process of establishing the mechanism, that is readiness, implementation and accreditation.

As part of the process of lobbying county governments, county assemblies were involved through participation of the relevant committees handling climate change in the respective counties in all key activities, including trainings, development of ICRM action plans, and CIS planning.

This is in recognition of the collaborative nature of the county assemblies and county executive, and particularly the role played by county assemblies in legislation for climate governance and CCCF, in particular.

The capacity building sessions on CCCF for the county department heads and the county assembly committee members introduced the CCCF mechanism providing its background and sharing experiences from the five pilot counties.

County to County Peer Learning

The representatives of Kwale, Narok and Siaya county governments had the opportunity to visit Makueni County, which has successfully adopted and is implementing the CCCF mechanism, for first-hand lessons and experiences. During the entire process, communities were represented by local civil society organisations. This is in line both with the requirement of CCCF for transparency, accountability and civil participation, and the objective of the KADP to strengthen county government – community partnership for resilience.

Contextualization Study on CCCF

As part of the foundational activities in readiness for CCCF in Kwale, Narok and Siaya, a contextualization study has been completed to understand the new contexts under which this mechanism will be introduced and how to respond to new challenges while taking advantage of available opportunities. The overall aim of this study is to understand how the CCCF mechanism, which has been piloted in the five Arid and SemiArid Lands counties of Kitui, Makueni,

Garissa, Isiolo and Wajir can be applied in new regional contexts of the three target counties i.e. coastal, lake region, and southern rift environments with their unique governance, political, economic and socio-ecological dynamics.

The findings will assist the ADA Consortium to determine key entry points for successful future implementation of the CCCF in Kwale, Narok and Siaya, as well as in surrounding counties with similar contexts. Findings and recommendations of the study will be communicated to the target counties through targeted policy briefs with county-specific recommendations.



Participants from Kwale and Makueni counties attending a collaborative ICRM & CCCF meeting in Diani, Kwale County.



This project brief reflects on the work done by ADA Consortium since early 2019 to build the capacity of the four pilot counties of Kwale, Makueni, Narok and Siaya to mainstream climate risk management in their integrated development planning while using lessons from Makueni to prepare the other three counties for accessing climate finance and strengthening public accountability in the utilization of those funds for resilience building.

Funding and partnerships:



Get in touch...

ADA Consortium, The Bazaar Plaza, 2nd Floor | Biashara Street
P. O. Box 3772 - 00100 Nairobi. Kenya | info@adaconsortium.org



www.adaconsortium.org



@adaconsortium