



Participatory approaches for inclusive climate change governance in Kenya

A PRACTITIONER BRIEF *August 2019*



DEEPENING
DEMOCRACY
PROGRAMME



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This brief is based on partner experiences and the outputs from a DDP learning event, held in Nakuru, May 6–9, 2019, that brought together project implementing partners, key DDP staff and government representatives.

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Abbreviations

ASALs	Arid and Semi-Arid Lands
CAP	County Action Platform
CCD	Climate Change Directorate
CCCF	County Climate Change Fund
CFSP	County Fiscal Strategy Paper
CIDP	County Integrated Development Plan
CoG	Council of Governors
CSO	Civil Society Organisation
DDP	Deepening Democracy Programme
EMC	Environmental Management Committee
GIS	Geographic Information System
KMD	Kenya Meteorological Department
KPCG	Kenya Platform on Climate Governance
LREB	Lake Region Economic Bloc
MCA	Member of County Assembly
NCCAP	National Climate Change Action Plan
NDCs	Nationally Determined Contributions
NDMA	National Drought Management Authority
NGO	Non-Governmental Organisation
PSP	Participatory Scenario Planning
PWDs	Persons with Disabilities
WAPC	Ward Adaptation Planning Committee
WCAG	Ward Based Community Action Group

Executive Summary

DEEPENING DEMOCRACY PROGRAMME (DDP) KENYA

Participatory approaches are powerful methods for empowering citizens to take an active role in climate change governance and can be used to create linkages between community, ward, county, and national government.

This practitioner brief shares insights from a range of participatory approaches used by DDP's implementing partners in their climate governance work with grassroots communities in 17 counties in Kenya, which is done in collaboration with county and/or ward-level representatives.

The brief showcases a compilation of participatory approaches. These are grouped according to four themes:

- 1) Supporting social inclusion, participation, and empowerment for local decision-making and action;
- 2) Enhancing adaptive capacities;
- 3) Strengthening structures and linkages across all governance levels; and
- 4) Integrating climate resilience into policy and planning.

Each approach includes good practices and principles that demonstrate how climate resilience, adaptive capacity, and strengthening governance are connected and interdependent. The brief offers an analysis of which approaches work well in particular contexts, and why, providing insights on factors to consider when implementing climate change governance at different levels.

Through sharing lessons from the use of participatory approaches in its climate change governance work, DDP hopes to promote better up-scaling and out-scaling of successful approaches by its grantees, county governments, development partners and other governance and climate resilience programmes in Kenya and beyond.

Key lessons from DDP's climate change governance projects:

- A focus on improved climate change governance allows for sufficient resourcing for strengthened decision-making processes and structures and linkages in the context of a changing climate as the crux of project implementation. This is an important learning for adaptation projects which often focus on implementation of technical 'hardware' oriented adaptation strategies with minimal attention to planning, adaptive capacity or local ownership.
- Participatory processes are flexible and can be tailored to purpose. They evolve over time in specific contexts and are shaped by those involved. Many DDP projects use similar participatory tools for different approaches and outcomes. An overarching best practice for all four climate change governance themes is to start with the intended purpose and tailor approaches and tools to fit.
- Adapting approaches and tools to context, and engaging with multiple actors, requires skills in facilitating social processes with sensitivity to power dynamics and barriers, to ensure participation, structured dialogues, empowerment, and representation of all voices. Gatekeeping and elite capture need to be managed.
- Climate information is complex and difficult to access, understand, and use. Yet, timely and reliable climate information is vital so that state and non-state actors can anticipate and prepare for future climate events and impacts. Supporting participatory governance and communication approaches, and linking with meteorological services, helps ensure that climate information is demand- rather than supply-driven.

1. Introduction

DEEPENING DEMOCRACY PROGRAMME (DDP) KENYA

Kenya: climate change in perspective

Kenya is highly vulnerable to climate change, ranking as the 32nd most vulnerable country globally.¹ While particularly vulnerable, and despite having an impressive set of climate policies and plans, it is not well prepared to address the impacts of climate change and ranks 40th least ready to do so.² This means there is an urgent need to scale up country-wide efforts to prepare for, and adapt to, climate change.

Kenya already grapples with the dual threat of severe floods and prolonged droughts, which cause major human and economic losses. The drought of 2008-2011 caused \$12.1 billion in losses and damage, for example.³ Projections indicate that Kenya's local temperature will rise quicker than the global average in the coming decades, ushering in longer heatwaves,⁴ more severe droughts,⁵ and more intense and frequent heavy rainfall,⁶ leading to higher risk of flooding. This poses serious threats to agriculture, health, and development.⁷ Climate change is also a significant driver of conflict over land, food, and access to resources like water and pasture, which disproportionately affects vulnerable groups, particularly those living in Kenya's economically deprived drylands and rural areas.

The Deepening Democracy Programme (DDP) in Kenya recognises that the impacts of climate change exacerbate risks and ongoing challenges for development. In response, DDP's climate change governance component supports projects that use participatory approaches to strengthen the capacity, organisation, and participation of citizens in planning for adaptation and holding government to account for use of public resources. It supports integration of climate change and resilience into county policies and planning processes, related to improving long-term management of natural resources, particularly rangelands and water.



DDP CCG grantees experience sharing in a market place © DDP 2019

1 ND-Gain Index. <https://gain-new.crc.nd.edu/country/kenya>

2 Ibid.

3 USAID. 2018. *Climate risk profile: Kenya*. https://www.climatelinks.org/sites/default/files/asset/document/2018_USAID-ATLAS-Project_Climate-Risk-Profile-Kenya.pdf

4 ASSAR. 2018. *What global warming of 1.5C and higher means for Kenya*.

http://www.assar.uct.ac.za/sites/default/files/image_tool/images/138/1point5degrees/1.5DEG_Kenya_WEB.pdf

5 Government of Kenya *Adaptation Technical Analysis Report*:

<http://www.kccap.info/phocadownload/final/SC3/NCCAP%20Adaptation%20Technical%20Analysis%20Report%20ATAR.pdf>

6 USAID. *Climate risk profile: Kenya*.

7 ASSAR. *What global warming of 1.5C and higher means for Kenya*.

From policy to action and back again: the need for inclusive climate change governance

The Kenyan government has taken proactive steps to deal with current and future climate impacts. Kenya was among the first countries in Africa to introduce laws and policies to guide national and sub-national climate action.⁸ It has established a National Climate Change Council, chaired by the president and supported by a Climate Change Directorate, to coordinate Kenya's climate change efforts. Core policies include the National Climate Change Framework Policy (2016) and Climate Change Act (2016). Importantly, the Act recognises the critical role of county governments in implementing the 2013 National Climate Change Action Plan (NCCAP) by mainstreaming its provisions, and those of the upcoming NCCAPII (2018-2022) into the five-yearly County Integrated Development Plans (CIDPs).

Kenya's devolved governance system has given counties significant climate change governance mandates, either exclusively or as a shared function with national government.⁹ But challenges remain. While all 47 CIDPs mention climate change impacts, and most identify adaptation actions, few counties have fully mainstreamed climate change.¹⁰ Disconnection between national and sub-national governance structures, and a lack of clarity around mandates, is an issue. For example, there are climate change units operating at the county-level that are not necessarily connected to the National Climate Change Directorate.¹¹ The capacity of county governments to understand, assess risk, and integrate climate change into their governance structures, policies, and plans is arguably the biggest challenge, especially in the most economically-deprived counties.

Sub-national economic blocs are developing in Kenya where groups of counties come together to address specific issues they have in common. The Lake Region Economic Bloc (LREB) around Lake Victoria enables coordinated socio-economic development and the Frontier Counties Development Council (FCDC) in Northern Kenya supports conflict resolution and peace building in marginalised arid and semi-arid counties.

Kenya's policy response is commendable. But its forward-thinking legislation needs to be put into action with a cohesive approach to climate governance that improves coordination and action across all levels of government

to address the priorities of vulnerable Kenyans. To do this requires recognising the uncertainty of the current and future climate, the fact that risks and vulnerabilities are highly location- and time-specific yet affect all sectors and livelihoods, and therefore, the importance of engaging with multiple actors in achieving an effective response.

Inclusive, participatory, multi-stakeholder decision-making that is informed by realities on the ground, science, local knowledge, and policy frameworks, is a critical feature of both adaptation to climate change and good governance. Kenya's devolved governance and the enabling climate policy provides a platform upon which this can be built.

DDP: Promoting inclusive climate change governance and strengthening adaptive capacities through participatory approaches

Participatory approaches are powerful methods for empowering citizens to take an active role in climate change governance and for creating linkages between community, ward, county, and national government. Within its climate change governance work, DDP supports projects that use participatory approaches to do this, with a focus on inclusion of vulnerable groups, including women, youth, and people with disabilities (PWDs). A core aim is to strengthen people's adaptive capacity – the ability to respond over time to a changing and uncertain future climate with an aim towards long-term climate resilience – and to do so in ways that are supported by mainstream governance systems.

Using participatory approaches in climate change governance, DDP aims to:

- Ensure that citizen priorities are considered during planning and budgeting processes;
- Ensure greater control is devolved to citizens with the role of the state being to support the implementation of their choices;
- Improve county and national policies, planning, and financing mechanisms for climate resilient development and natural resource management; and
- Reduce resource-based conflict.

⁸ USAID. *Climate risk profile: Kenya*

⁹ DDP Kenya. 2018. *Climate change governance technical approach paper*.

¹⁰ Murphy, D. and Chirchir, D. 2017. *Kenya County Integrated Development Plans (CIDPs) 2013-2017: Review of Climate Change Mainstreaming*. StARCK+ Technical Assistance to Government of Kenya.

<http://www.starckplus.com/documents/ta/cidp/Kenya%20CIDP%202013-17%20Review%20of%20Climate%20Change%20Mainstreaming.pdf>

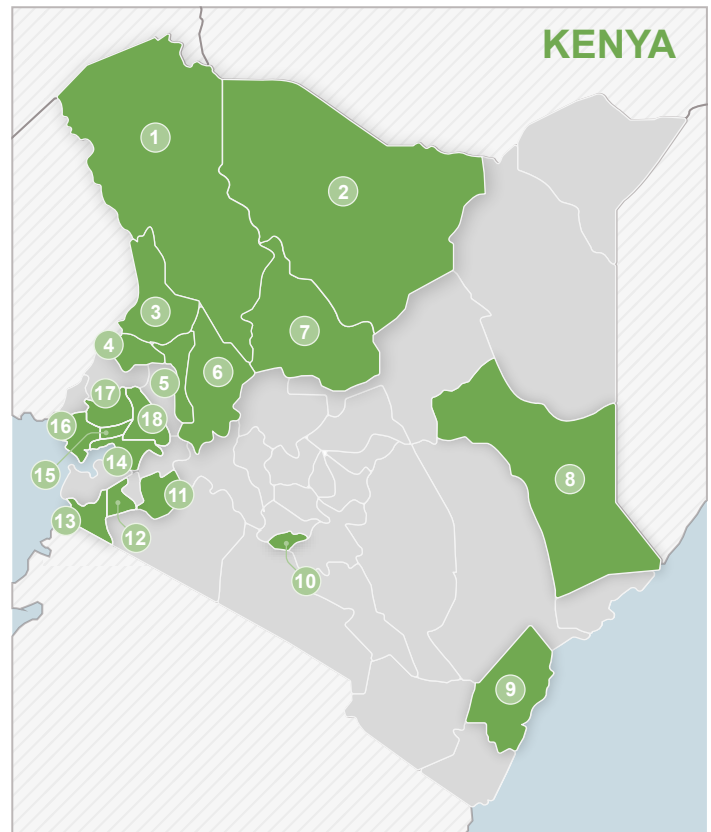
¹¹ Input from PACJA at DDP Climate Change Governance learning event. May 2019.

Working in the most vulnerable regions

Within its portfolio, DDP supports climate change governance projects implemented by 10 partners in 17 counties: Marsabit, Baringo, Elgeyo Marakwet, Garissa, Kilifi, Samburu, Turkana, West Pokot, Kisii, Migori, Vihiga, Nandi, Kisumu, Siaya, Kakamega, Trans Nzoia, Bomet. An additional partner works at national level and supports civil society engagement in a further three counties: Makeni, Isiolo, and Kitui.

Many of the projects operate in Kenya's arid and semi-arid lands (ASALs). Home to mainly pastoralists and agro-pastoralists, the ASALs are amongst the country's most underdeveloped and economically deprived regions. In these areas, poverty rates of over 80 percent¹² combine with limited access to infrastructure and markets to diminish people's adaptive capacities.¹³ Weak institutional capacities and fragmented approaches to governance of climate-sensitive sectors, such as rangeland management, water, and natural resource management, further weaken the ability of vulnerable populations to cope with climate change. In the ASALs, formal CSOs are less developed than in much of the rest of Kenya. Many of the existing community-based organisations and advocacy groups need significant long-term investment and improvements in their capacity and accountable structures and systems to engage effectively in climate resilience and governance.¹⁴ Weak institutional capacity at all levels to respond to climate change in ASALs increases the urgency for action.

Counties in Western Kenya around Lake Victoria are also at high risk of climate change impacts. Rain-fed agriculture and fishing are dominant activities, which are highly climate dependent. The region's population is expected to double every 25 years, leading to growing demand for food, water, and land, and presenting significant challenges for responsible use of natural resources.¹⁵ Deforestation, massive erosion, and sedimentation of water bodies, combined with the impacts of local decision-making over the past 20 years, have considerably changed the region's ecosystems, leaving the population vulnerable in terms of poverty, food security, and health.¹⁶



DDP Project areas

1 Turkana	8 Garissa	14 Kisumu
2 Marsabit	9 Kilifi	15 Vihiga
3 West Pokot	10 Nairobi	16 Siaya
4 Trans Nzoia	(National partner)	17 Kakamega
5 Elgeyo Marakwet	11 Bomet	18 Nandi
6 Baringo	12 Kisii	
7 Samburu	13 Migori	

Figure 1: Map of counties where DDP projects are being implemented.

¹² USAID. *Climate risk profile: Kenya*.

¹³ Netherlands Ministry of Foreign Affairs. 2019. *Climate Change Profile: Kenya*. www.government.nl/binaries/government/documents/publications/2019/02/05/climate-change-profiles/Kenya.pdf

¹⁴ CAFOD and Trocaire have substantial programmes in Northern Kenya. Both testify to the challenges of working with local organizations, in particular the support needed to ensure proper accounting practices are followed. (DDP Technical Paper, 2018).

¹⁵ DDP Technical Paper. 2018.

¹⁶ Ibid.

2. Participatory approaches to strengthen inclusive governance and enhance adaptive capacity

DEEPENING DEMOCRACY PROGRAMME (DDP) KENYA

This practitioner brief shares experiences from a range of participatory climate governance approaches used by DDP's implementing partners, who work with grassroots communities in collaboration with county and/or ward-level sector and executive staff, and Members of County Assemblies (MCAs). It showcases a compilation of approaches, good practices, and principles that demonstrate how climate resilience, adaptive capacity, and strengthening governance are connected and interdependent. The brief is based on outputs from a DDP learning event, held in Nakuru, May 2019, that brought together project implementing partners, DDP staff, and government representatives.

The brief offers an analysis of which approaches work well in particular contexts, and why, providing insights on key factors to consider when implementing climate change governance at different levels. DDP aims to promote up-scaling and out-scaling of successful approaches by county governments and other governance and climate resilience programmes in Kenya and beyond. The brief concludes with recommendations for counties and supporting programmes to strengthen their approaches to climate resilience and good governance.

While this brief provides guidance on the use of participatory approaches, it is important to note that there is no blueprint for adaptation. The approaches presented here can be tailored to different contexts and often form part of a broader set of initiatives to enhance resilience in vulnerable communities.

Selected approaches are grouped according to four themes:

- 1) Supporting social inclusion, participation, and empowerment for local decision-making and action;
- 2) Enhancing adaptive capacities;
- 3) Strengthening structures and linkages across all governance levels; and
- 4) Integrating climate resilience into policy and planning.

A comprehensive list of participatory approaches is given in Table 1. Learning from DDP on each theme with a selection of case-studies that show how specific approaches contribute to the themes are described below.

From the outset:






Planning to use participatory approaches

When developing plans for enhanced climate change resilience it is important to ensure that they:

- Respond to different vulnerabilities and enable inclusive and informed participation and decision-making;
- Integrate gender equality and social inclusion, and support women's empowerment;
- Are context-specific so that plans fit with cultural norms, daily and seasonal timelines, and local conditions;
- Integrate local and scientific knowledge;
- Are designed so that existing systems and institutions can take ownership and upscale them;
- Promote social learning and flexibility; and
- Are time sensitive.

2. PARTICIPATORY APPROACHES TO STRENGTHEN INCLUSIVE GOVERNANCE AND ENHANCE ADAPTIVE CAPACITY

Table 1: Participatory approaches used by DDP partners to support inclusive climate change governance and enhance adaptive capacities. Approaches marked with  are described in detail within the relevant themes, listed below the table

Approach	Description	Theme(s)	Benefits
Issue support and follow up 	Identification of community needs based on meetings with different groups; organisation of meetings between community members and local government representatives to discuss and address specific issues of concern.	Social inclusion	<ul style="list-style-type: none"> Enhanced community representation and communication with county government. Government held accountable for community priorities through follow up meetings.
Participatory Vulnerability and Capacity Assessment (PVCA) 	A process of community-led analysis of risks, the drivers of vulnerability to these risks, and community capacities and action planning to address community-prioritised risks and their causes.	Social inclusion; Adaptive capacities	<ul style="list-style-type: none"> Empowers communities to understand risks and opportunities in their environments. Empowers local people to explain to those external to their community, such as government planners or NGO staff, the logic of their adaptation strategies in the face of climate variability and change. Integrates community knowledge into action plans towards climate resilience. Enhances ability of communities to lobby and advocate for good governance.
Community scorecard	Community and government use a scorecard to rank government performance on key climate-related issues. Community and government then come together to compare and discuss scores.	Social inclusion	<ul style="list-style-type: none"> Strengthens ability of communities to hold government to account. Enables service users to monitor government performance and give feedback to government to improve service provision. Makes government more responsive because they collectively agree on recommendations from communities.
Civic education on citizens' rights to participate	Collaboration with department of public participation to do civic education on citizens' right to participate in county planning and budgeting process.	Social inclusion	<ul style="list-style-type: none"> Empowers communities to communicate priorities to county government for consideration in budgeting and planning.
Sensitisation and training for vulnerable groups on key governance issues	Identification of the needs of vulnerable groups (e.g. women and youth) followed by training and sensitisation on specific issues (e.g. water governance).	Social inclusion; Adaptive capacities	<ul style="list-style-type: none"> Empowers vulnerable groups to identify their priorities and enhances their ability to advocate for good governance. Strengthens ability of vulnerable groups to devise their own local solutions (e.g. water harvesting, re-use, and retention).
Multi-stakeholder WhatsApp group 	Members of key government departments, MCAs, and community-based "climate champions" share information about weather forecasts, drought, key county documents, and notifications of forums where community members can participate.	Adaptive capacities; Strengthening structures and linkages	<ul style="list-style-type: none"> Improved rangeland management Stronger linkages between pastoral communities and county governance structures. Provides platform for advocacy and sharing of best practices.
Community conversations 	Facilitated community dialogues. Communities discuss developmental challenges, arrive at resolutions, and plan for and implement actions to improve their situation.	Adaptive capacities; Social inclusion	<ul style="list-style-type: none"> Increased capacity of community institutions on sustainable use of natural resources. Improved relationships between citizens and county government.
Inclusive resource mapping 	Community members from different social groups identify resources they depend on, the quality of these, and how they are managed.	Adaptive capacities	<ul style="list-style-type: none"> Information can be used to develop ward-level GIS maps that show the distribution of natural resources, water sources, livestock migratory routes, and conflict hotspots. This feeds into development of natural resource management plans.

2. PARTICIPATORY APPROACHES TO STRENGTHEN INCLUSIVE GOVERNANCE AND ENHANCE ADAPTIVE CAPACITY

Approach	Description	Theme(s)	Benefits
Participatory scenario planning (PSP)	Community champions, elders, county departments, ward administrators, Kenya Meteorological Department, NDMA, collaborate to share and interpret seasonal forecasts and plan and generate seasonal advisories.	Adaptive capacities	<ul style="list-style-type: none"> Communities are better prepared to plan their activities for the coming season in response to anticipated seasonal weather activity and climate events.
Identifying and supporting community champions	Community champions identified and trained on advocacy, lobbying, information sharing, and community mobilisation around natural resource management.	Strengthening structures and linkages	<ul style="list-style-type: none"> Champions provide linkages between grassroots communities and government, advocating for community priorities and feeding back to communities on government responses.
Capacity building through tailor-made trainings for climate change actors and structures	Representatives of structures at all levels trained on relevant issues. These include: national policies, priorities, resource mapping, citizens' rights as stipulated in Kenya's constitution, functions of devolved government and governance processes, and how to engage in these. Capacities also built around awareness of climate change effects, mitigation, and adaptation measures, and livelihood options.	Strengthening structures and linkages; Adaptive capacities	<ul style="list-style-type: none"> Climate change governance structures from community-level upward capacitated to more effectively carry out their mandates. Better informed decision-making and action at different levels. Community members come up with local solutions and strategies at household levels. (e.g. kitchen garden to increase adaptive capacity).
Ward based community action groups 	Representatives from different social groups (youth, women, elders, PWDs) appointed as part of a group (18-25 people) that engages with county government on community priorities.	Strengthening structures and linkages; Social inclusion	<ul style="list-style-type: none"> Increased voice and influence of vulnerable groups on climate change advocacy to ensure their priorities are included in decision-making processes.
Thematic working groups support CSO advocacy for national legislative and policy processes on climate action, and align county-level plans with national climate policy 	The Kenya Platform on Climate Governance brings together CSOs for a coordinated response to climate change. Its thematic working groups link county- to national-level policy. The thematic working groups ensure participation and inclusion of priorities of marginalised groups, and influence revision of county adaptation plans with reference to the NCCAP and the National Adaptation Plan.	Strengthening structures and linkages; Integrating climate resilience into policy and planning	<ul style="list-style-type: none"> Provides platform for CSOs to influence plans, policies, and regulations. CSOs capacitated to partake in county planning, budgeting, and development of CIDPs. Brings county adaptation plans in line with national climate change policies and frameworks. Builds capacity of county governments to integrate climate resilience into planning and policies. Improves ability of state actors and CSOs to identify climate financing opportunities, and monitor climate change budget and expenditure to improve transparency.
Ward Adaptation Planning Committees (WAPCs) 	WAPCs are structures that enable inclusive planning and prioritisation by communities linked to mainstream county government development planning.	Integrating climate resilience into policy and planning	<ul style="list-style-type: none"> Committees develop Ward Adaptation Plans that highlight locally identified climate change risks and vulnerabilities and are intended to be incorporated into CIDPs.
Multi-stakeholder platforms at county-level that bring together diverse people to collectively influence policy 	Platforms (e.g. speaker's forums) bring together citizen representatives and MCAs to influence county policy.	Integrating climate resilience into policy and planning	<ul style="list-style-type: none"> Inclusion of diverse voices, collective discussion, and consensus-building around priority issues. E.g., traditional knowledge on natural resource protection included in county planning and policy. Better awareness among decision-makers around realities their constituents face on ground.

2.1. Supporting social inclusion, participation, and empowerment for local decision-making and action

In the regions where DDP works, communities may be unaware of their rights, lack information and education about climate change, and not be able to access the correct mechanisms to hold government to account for service provision. Inequalities across gender, livelihood groups, and leadership hierarchies are high. Women, youth, and PWDs are often excluded from access, participation, and decision-making. In dryland ASAL counties, pastoralists may be marginalised and face conflicts – between different pastoralist groups and/or with external drivers such as a result of land grabbing. Climate change exacerbates these divides, necessitating a collective response that draws upon all people's knowledge and capacity within and beyond communities to manage risks and impacts.

This theme aims to strengthen the ability of citizens to identify and raise their concerns with county governments to ensure the inclusion of marginalised voices in decision-making processes around climate change. Within the devolved governance system, County Assemblies have a quota system for ensuring representation of women, which provides a foundation for promoting equality and inclusion.



Community resource mapping in Elgeyo Marakwet © NCKK 2018

Key principles

- Understand and include the needs and priorities of the most vulnerable groups (women, youth, minority groups, PWDs) in efforts to strengthen climate resilience.
- Capacitate and support communities so they can identify and communicate priority climate-related issues from their own experiences.
- Recognise different people's vulnerabilities, priorities, and capacities when implementing interventions to enhance development, adaptation, livelihoods, and disaster risk management.

Best practices

- Resource and stakeholder mapping to identify and include target groups and climate-related priority issues for communities, especially vulnerable groups.
- Recognition and analysis of different vulnerabilities, priorities, and capacities of different groups to inform planning and implementation of interventions.
- Capacity development for women, youth, and other vulnerable groups, on climate change awareness, governance systems, rights, and skills.
- Promoting livelihood diversification to enable economic empowerment for vulnerable groups.
- Using social accountability tools to promote issue-based advocacy with the aim of building resilience interventions that address structural inequalities.
- Inclusive policy formation at county-level to ensure that county policies address the needs of the most vulnerable.

Approaches in practice



2.1.1.

Identifying community issues around water supply and supporting follow up with county governments in Garissa and Kilifi

Approach: Issue support and follow up implemented by Jesuit Hakimani Centre (JHC).

Issue:

Communities in Garissa and Kilifi counties lack access to clean and reliable water. People also lack information about their right to water, and what mechanisms they can use to hold county government accountable for water provision.

Aims:

- To enable inclusive Climate Smart Water Governance in drought-prone counties, building the capacity of women and youth to manage water resources.
- To support community members and county government to work in tandem to identify water-related challenges and responses.



Theresia group work presentation during community led strategy development on water re-usage and access © JHC 2018

How?

This approach follows a stepwise process.

1 – Identifying community needs

First, JHC holds separate meetings for women, men, youth, religious leaders, and PWDs to discuss their needs and challenges around access to water and climate change, which they would like to present to county government. JHC shares information with community members about their rights to access to water, as enshrined in Kenya's constitution, and their responsibilities for environmental stewardship.

At these meetings, gender parity is important. Decisions around water affect men and women differently. Each gender has different water needs. Women are typically responsible for collecting water, often walking long distances to do so, and face risks such as physical and sexual assault. In both counties, women are responsible for managing local water sources, such as pans and shallow wells. From these meetings, community members decide on water and environmental priorities for men and for women and actions that they can address collectively, such as drilling boreholes, connecting to the main water supply pipeline, afforestation, and protection of water catchment areas.

To empower women and youth, JHC provides training on climate change, rain water harvesting, water storage, re-usage and conservation.

2 – Sensitising county government

JHC then meets with different groups from the county government, including Members of the County Assembly, staff from the County Water Department; Environment, Energy, and Natural Resources Department; and the Speaker of the County Assembly, to present community concerns and seek clarification on issues raised during the meetings with community members.

3 – Community-government engagement

Finally, JHC facilitates engagement between community representatives and county government so that community members can present their issues directly to the county government.

Issues from both the community and the county government are written down and distributed by JHC to meeting participants. Issues raised typically include the status of water projects, especially water pans and boreholes; connection to water supply from the county water department and water service providers, irregularity or lack of water supply in specific areas, inclusion of community members in decision-making for water projects in their localities, environmental conservation, drought, floods, and water pollution.

Community members present their issues in an amicable, non-accusatory manner to the county government. County government representatives then respond. This is followed by an open discussion for exchange of ideas and information including clarification.

4 – Follow up

The community government engagement ends with commitments and action points for both community members and county government. To ensure issue follow up, participants agree to dates for the next meeting to review progress; identify people responsible for tasks and set deadlines for accomplishment of those tasks. Typically, after one to three months county leadership will meet again with community representatives to give a progress report.

The issue support and follow up approach has resulted in strengthened government action on water issues. In Garissa, the county government installed a solar water pump in Nanighi Ward, Fafi Sub-County, and prioritised various locations for the county's water trucking system. In Kilifi, a water pan in Kasidi was rehabilitated to include filtration. Various natural resource policies have also been put into effect, influenced by community input, including the Garissa Water Act (2018); a 2018 amendment on rainwater harvesting to the Kilifi Water and Sanitation Act (2014); and the Kilifi County Forest Policy (2018). A budgetary allocation of Ksh. 60 million was also made for implementation of the Garissa Climate Change Fund Act (2018).



Community dialogue forum in West Pokot
© NCKK 2019



Before meeting Jesuit Hakimani Centre, we had limited knowledge on utilisation of water, environmental conservation, as well as awareness that safe and clean water was a right. After attending several forums organised by JHC in 2018, I realised that with the knowledge gained I could contribute to alleviating water challenges in my village. It is for this reason that I have been championing for water re-usage, rain water harvesting, and advocating for accountability by county government officials like our local Member of County Assembly. We have put gutters on our roofs and harvest rainwater.”

Terry Kahindi, in Mtwapa, Kilifi South sub-county.



2.1.2.

Strengthening citizen understanding of key climate vulnerabilities for better water governance in Marsabit County

Approach:

Participatory Vulnerability and Capacity Assessment (PVCA) implemented by Christian Aid.

Issue:

In Marsabit County, in northern Kenya, there is a lack of citizen engagement with water governance, and poor coordination and oversight by county government. This leads to inefficient management of scarce water resources, a problem exacerbated by prolonged droughts. The population is mostly pastoralist livestock keepers, who are highly dependent on water and pasture.

Aims:

- To strengthen collaboration between citizens and the county for improved water governance.
- To empower community members to understand the risks of poor water management, and the opportunities available for resilience to climate change.
- To integrate community knowledge into a community action plan that can be advocated to county government.

How?

PVCA is a participatory analysis of a community's vulnerabilities and capacities that integrates knowledge from people within the community with the aim of developing a plan to improve resilience and respond to risks.¹⁷ The assessments are done to examine how climate change might affect livelihoods generally including water. The PVCA complements public participation processes by empowering local people to explain to those outside their community, such as government planners or NGO staff, the logic of their adaptation strategies.

In Saku central ward, the Marsabit Indigenous Organization Network (MIO-NET), through Christian Aid, mobilised community members to do a PVCA with the aim of designing an action plan to improve resilience. Various stakeholders took part, including men, women, youth, PWDs, the elderly, opinion leaders from the area, and local and county government.

Participants used PVCA tools to analyse climate change scenarios, coping strategies, key risks to water, and livelihoods options. The tools include: a) resource mapping, whereby community elders identify key resources like forests, schools, health institutions, dams, and roads; b) creation of a seasonal calendar to help understand water needs throughout the year; c) institutional analysis, which entails community-led mapping of CSOs working in the area; d) a gender analysis to help understand the different needs of men and women; e) identification of key vulnerabilities, like drought and conflict, and mapping of risks.

The PVCA outcomes informed the development of the Nagayo Community Action Plan, which identifies key hazards like drought, conflicts, floods, and livestock diseases. The plan highlights what needs to change to improve the present situation, barriers to achieving this change; and actions required along with responsibilities and capacities needed.

Community members are using the action plan to advocate and lobby for implementation of their priorities by county government and other partners.



Participatory vulnerability and capacity assessment in Marsabit
© Christian Aid 2019

¹⁷ Anglican Development Services Eastern. 2019. Participatory Vulnerability Capacity Assessment, Central Ward Marsabit County.

2.1. SUPPORTING SOCIAL INCLUSION, PARTICIPATION, AND EMPOWERMENT FOR LOCAL DECISION-MAKING AND ACTION

Hazard	Expected change	Present situation	Barriers to achieving change	Action or intervention required	Where	Target	Responsibility	Resources required	
								Community	External
Drought	Adequate supply of portable water for domestic and livestock use	<ul style="list-style-type: none"> • Long distances to access water • Few water sources • Long waiting time 	<ul style="list-style-type: none"> • Insufficient rainfall • Lack of funds • Lack of knowledge 	Undertake the Provision of water harvesting tank (5,000litres) to vulnerable households	Central ward	2,000 Upvc tank	Development partners, County /National, Government, Community	<ul style="list-style-type: none"> • Unskilled labour • Land • Local materials 	<ul style="list-style-type: none"> • Funds • Technical skills
			<ul style="list-style-type: none"> • Insufficient rainfall • Lack of funds 	Construct water pan	Botha, Gotu, Garthi, Haro, Gumi, Haro, Jillo	4 pans	Development partners, County /National, Government, Community	<ul style="list-style-type: none"> • Unskilled labour • Land • Local materials 	<ul style="list-style-type: none"> • Funds • Technical skills
			<ul style="list-style-type: none"> • Insufficient rainfall • Lack of funds 	Undertake shallow well rehabilitation	Haite	1	Development partners, County /National, Government, Community	<ul style="list-style-type: none"> • Unskilled labour • Land • Local materials 	<ul style="list-style-type: none"> • Funds • Technical skills

Figure 2: Excerpt from the community action plan for Marsabit County's Central ward. Source: Anglican Development Services Eastern, 2019. Participatory Vulnerability Capacity Assessment, Central Ward Marsabit County.

Thematic Successes and Challenges

Successes in social inclusion, participation, and empowerment approaches

- Increased voice and influence of vulnerable groups on climate change advocacy. Approaches used for this theme ensure that everyone, regardless of gender, age, and other dimensions of diversity, is treated equally and given fair opportunities to actively participate and have influence in decisions and activities that affect their daily lives, as well as contribute to the development of action plans.
- Empowerment of women to take part in natural resource management. For example, self-help women groups are now involved in rain water harvesting, water storage and re-use, and environmental conservation.
- Including different social groups in planning and decision-making results in interventions having more credibility among communities.

Challenges in social inclusion, participation, and empowerment approaches

- In some cases, communities lack the capacity to effectively engage with other stakeholders, such as government representatives. This highlights the need to include training and capacity building components for community representatives in programmes that aim to strengthen social inclusion so that they can effectively lobby government around climate governance priorities.
- Prevailing ethnic rivalries cause tension among communities, affecting the level of productivity and interaction among communities and limiting the mobility of project teams.
- High levels of illiteracy in some regions slow the uptake of new participatory approaches. This implies a need to further simplify the approaches and design them for oral and non-literate users.

“ Ever since I was trained on PVCA, identifying capacities and resources available in the community, also knowing my water rights and developing the action plan... I have used [this knowledge] to walk into all offices, up to the deputy governor's office, to seek for help and implementation of the action plan.”

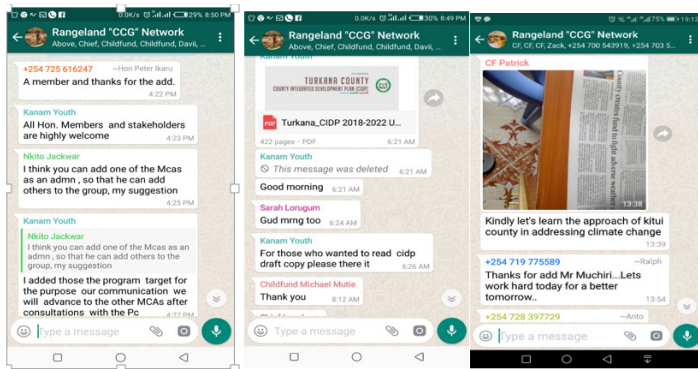
Chairman, Saku central ward.

2.2. Strengthening adaptive capacities

Weak adaptive capacity is a major barrier to climate resilience in the communities DDP works with. Adaptive capacity can be broken into five components: access to and control over assets; innovation; access to knowledge and information; institutions and entitlements; and finally, flexible and forward-looking decision-making and governance.¹⁸

Strengthening adaptive capacity helps in enabling vulnerable people to have a higher awareness of climate trends; anticipate and prepare for future change and events; organise together; and manage and improve their natural resources and asset base.

To strengthen adaptive capacities, DDP's climate change governance projects are working to improve people's access to timely and credible climate information; using participatory processes to enhance community ownership of climate change governance and adaptation plans; and enhancing disaster preparedness.



WhatsApp groups aid information sharing in Turkana and Samburu Counties © ChildFund Kenya 2018

Key principles

- Participatory governance approaches enhance community voice in decision making, ownership of natural resource management and climate adaptation strategies.
- Better access to timely, credible climate information empowers communities to make informed decisions around natural resource management and adaptation.
- Improved disaster preparedness makes communities more resilient, increasing adaptive capacities.

Best practices

- Using social media and mobile phone technology (e.g. WhatsApp) to share climate information.
- Periodically sharing information from providers of climate information, drought and flood early warnings, through websites, emails and bulletins, radio shows, and stakeholder forums.
- Participatory scenario planning to enhance access to, and interpretation of, localised seasonal forecasts, and improve people's ability to plan for weather and climatic events in the coming season.
- Training and capacitating local "climate change champions," who can explain and share information about climate and governance with other community members.
- Establishing inclusive multi-stakeholder analysis and adaptation planning processes.
- CSOs and state actors collaborating with communities for climate change adaptation planning, implementation, and monitoring and evaluation.

18 Jones, L., Ludi, E., and Levine, S. 2010. ODI Background Note. Towards a characterisation of adaptive capacity: a framework for analysing adaptive capacity at the local level. <https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/6353.pdf>

Approaches in practice



2.2.1.

Using a multi-stakeholder WhatsApp group to improve rangeland management

Approach: Multi-stakeholder WhatsApp group that enables pastoralists to better manage rangeland implemented by ChildFund.

Issue:

Unsustainable rangeland management in Samburu North and Turkana counties is exacerbated by lack of access to information, communication challenges, and organisational challenges related to mobility, remoteness, and poor infrastructure. There is a lack of community representation at county participation forums. Increasingly frequent drought and erratic rainfall are reducing the effectiveness of traditional rangeland management decision-making, while meteorological weather forecasts are hard to access and disconnected from local knowledge.

Aims:

- The WhatsApp group provides improved access to climate information, and links pastoralists to different government actors with a role in rangeland management.
- Sharing of information from stakeholders at different levels of governance with a role in rangeland management.
- Stronger linkages between pastoral communities and county governance structures.
- Improved ability for pastoral communities to plan for, and adapt to, climate change.

How?

ChildFund identifies individuals in each community, “community champions,” who are trained to use the WhatsApp group and given a phone. By joining the WhatsApp group, the champions gain access to other group members. These include relevant government departments and institutions, such as MCAs, ward administrators, and the National Drought Management Authority (NDMA); the meteorological service; and representatives of community committee structures.

The WhatsApp group is used to share weather forecasts, key county documents (e.g. CIDPs, County Fiscal Strategy Papers [CFSPs], and supplementary budgets by finance dockets), and notifications of upcoming forums where community members can participate.



I created the WhatsApp group named Rangeland CCG Network because it was the best platform to bring together community champions and key stakeholders for easy communication, sharing of information, and to promote discussions on climate change issues and sustainable solutions on rangeland management.”

Joseph Etabo, project officer, ChildFund, Turkana county.

The WhatsApp group is building adaptive capacities by giving pastoralists access to information that helps them make more informed decisions around rangeland management and assists them in preparing for climate impacts. For example, the NDMA and Kenya Meteorological Department (KMD) share monthly early warning bulletins and weekly advisories on the platform. Alerts relating to the expected rainy season in Turkana were shared on the platform. These helped stakeholders identify reseeding of degraded rangelands as a priority, which was considered in county plans for the 2018 rainy season due to the advocacy efforts of champions.

It also offers a platform for pastoralist voices to be heard by decision-makers. For example, community champions are using the WhatsApp group to share their challenges and priorities relating to rangeland management issues with key government stakeholders. They can also request for climate information to be better explained and packaged for use.



The WhatsApp platform has enabled interaction with MCAs to advocate policies that enable resources to trickle down to our communities. Also, we have been able to interact and create a network of grazing fields, and we are in the process of coming up with a Rangeland Management Act for the county.”

Namuya Eregae Alex, chairperson of the KAWACUSA youth group in Turkana County.



2.2.2.

Turning dialogue to action with community conversations in Marsabit county

Approach:

Community conversations and resource mapping implemented by Concern Worldwide.

Issue:

Marsabit county is arid and the harsh environment which nomadic pastoralist groups depend on is threatened by climate change, complex land tenure arrangements, competing interests, and weak institutional capacity. Traditional systems and customary rules and institutions for community-based natural resource management and social welfare have been eroded by these and other pressures, including lack of central government understanding of pastoralist rangelands. Additionally, there are low budget allocations for the livestock sector, and sectors are not well coordinated, which results in poor or ungoverned management of herds and rangelands.

Aims:

- Increase citizen participation and build the capacity of communities and vulnerable groups to engage government on natural resource management.
- Map and manage natural resources in a participatory way that reduces conflict and leads to social cohesion.
- Improve social accountability by building the capacity of communities to hold themselves and government accountable for sustainable natural resource management.

How?

Community conversations are facilitated dialogues that build capacity for ongoing interaction and collective decision-making at the community level. Members of a community come together to discuss the causes of their developmental challenges, arrive at solutions, and plan for and implement actions to improve their situation. This approach appeals to citizens' sense of civic duty, where participation is not an end, but rather a means to development.¹⁹

Concern Worldwide uses this approach to increase awareness of climate change and natural resource management, creating platforms for collective decision-making.

The conversations are inclusive, involving men and women of different ages and socio-economic backgrounds.²⁰ As one female participant notes, "In the past we women were not allowed to attend meetings with men at the same sitting... Meetings about security, grazing and pasture issues were not to be attended by women... Yet at those meetings everything about us was decided."²¹

Concern Worldwide trains selected community members to act as facilitators. The facilitators hold community conversations twice monthly. The approach has been used in 10 wards in the sub counties of Laisamis, North Horr, and Moyale, incorporating 102 communities at village level. Through the conversations, communities identified traditional institutions (Yaa, Dedha, and Naabo) and Environmental Management Committees (EMCs) as key actors in natural resource management. They highlighted a lack of recognition of community-based natural resource management institutions, and lack of technical and financial support to adapt to climate change, as key adaptation barriers.

Community conversations add value to resource mapping, allowing different community members (including women and youth) to share their knowledge of the local environment. Community members identify resources they depend on, the quality of these, and how they are managed. This information has been used to develop ten ward-level geographic information systems (GIS) maps that show the distribution of natural resources (e.g. woody vegetation, grassland, pasture areas), water sources, livestock migratory routes, and conflict hotspots. The maps include a fuller description of the physical characteristics of resources (e.g. soil type, water quality, pasture species) and land-use patterns. These will be useful for developing natural resource management plans.

Concern Worldwide in partnership with the County Departments for Environment and Livestock, trained 204 EMC members on community resource mapping, stakeholder mapping, scenario planning, rights, and avenues for participation in county budget processes.

¹⁹ Concern Worldwide. 2014. *Community conversations - opportunities for systematic and inclusive citizen participation in Kenya*.

²⁰ *Ibid*.

²¹ *Ibid*.

These members went on to train 102 more community members, sharing the knowledge gained. Concern Worldwide also collaborated with the County Department for Environment to engage traditional institutions to do a study on the value of customary law as a solution for natural resource governance issues, to inform the development of a natural resource management policy. Following public participation forums in 20 wards within the county, in March 2019, a second draft of the policy has been shared with the Department.

Furthermore, the revival of previously dormant EMCs has strengthened community ownership of natural resource management. Some communities have developed by-laws for environmental protection. Community members have also influenced the integration of climate sensitive development priorities into the 2019/2020 county fiscal strategy paper (CFSP). In February 2019, for example, EMC members from Merille and Laisamis presented climate sensitive natural resource management and livestock sector priorities. These included a request for resources to purchase tree seedlings, management of sand harvesting, and livestock breed improvement. The community conversations linked to resource mapping have also led to increased collective decision-making, enabling the development of agreements on water management and conservation, tree planting, and rangeland rehabilitation in Sololo ward.

Thematic Successes and Challenges

Successes in adaptive capacity strengthening approaches

- Increased communication between different governance levels, from community to national, on rangeland management and climate information has led to improved decision-making. For example, land for dry-season grazing has been set aside for specific communities (e.g. Kalemunyang).
- Increased community ownership of natural resource management and community voice in county governance processes, plans, and policies; incorporation of indigenous knowledge in community plans; customary law is shaping development of a legislative framework on natural resource management.
- Improved coordination of county government departments towards sustainable natural resource management. For example, in Marsabit, the Departments of Environment and Livestock are working together to develop a natural resource management policy.

Challenges in adaptive capacity strengthening approaches

- Lack of good will from government officials who seek high allowances and facilitation fees which DDP doesn't provide to support activities. Teams are engaging higher offices (e.g. the County Executive Committee) for support in handling this challenge.
- Lack of recognition of community structures (e.g. EMCs), since they are not official bodies, which makes it difficult to enforce by-laws. To overcome this, EMCs are engaging with customary institutions, elders, and police for support and recognition.
- In the case of the WhatsApp groups, lack of communication infrastructure (phones and network access) is challenging in remote regions. Some of the community champions are semi-literate, which inhibits participation. Given these challenges, it is critical to avoid exclusion of poor people, women, and others who cannot gain access to such technology.
- Lengthy governance processes, such as policy development, can lead to communities losing motivation to take part in county governance processes.

2.3. Strengthening structures and linkages across all governance levels

Kenya's devolved governance system allows for greater representation of citizens in county-level decisions and actions. This calls for strengthened organisations at all levels and systems to link structures to mainstream government processes, from ward to sub county and county government level, and to the MCAs. Collective action and coordination are essential for responding to the uncertainties and highly local- and context-specific impacts of climate change. Responses cannot rely on a single sector or development intervention. They need to be homegrown and built upon local knowledge, capacities, and opportunities.

Community structures are the means by which improvements in social inclusion, voice, and adaptive capacity of vulnerable people can be linked to, and have an impact on, the enabling environment for improved climate change governance and service provision. For example, ward-level sector-based groups allow for community participation in ward-level development planning. However, in most cases traditional community structures are not well connected to government, external information, and services, nor are they representative of all people. In many cases, these traditional structures are fragmenting in the face of challenges, including natural resource degradation, eroding land rights, climate change, and conflict. There are many community-based groups, such as savings and loans groups, farmer groups, and value chain groups, but these often operate in isolation, and are mostly supported by non-governmental organisation (NGO) projects.

Coordination across sectors and levels is challenging and often controlled by those in power. To enable better coordination between different levels of governance, from the community-level upward, and to strengthen the capacity of various actors with a stake in climate change governance, DDP projects work at multiple levels:

- 1) Strengthening community structures and representation through identifying and working through community champions, establishing community action groups, and raising awareness of opportunities for engagement.
- 2) Working with village and ward level administrators to increase the role and participation of community groups, establishing and strengthening ward planning committees, and sector-based committees.
- 3) Promoting multi-stakeholder platforms and forums for communication and coordination from community to ward and county level (e.g. issue-based county forums, intercounty dialogues, and CSO-government interactions).
- 4) Supporting implementation of policies and laws on public participation in county governance processes.
- 5) Building the capacity of civil society to influence Kenya's national climate change policy.

Key principles

- Improved coordination of, and communication between, all actors involved in adaptation, natural resource management, and rangeland management supports enhanced climate change governance.

Best practices

- Formation of grassroots structures (e.g. community action groups), which engage with authorities at higher levels and lobby for effective climate governance policy and action.
- Tailor-made training for community champions (who provide linkages between communities and government), so they can lobby for community priorities and give feedback on government action.
- Establishing multi-stakeholder platforms at county level to enable representation of all groups, interests, and sectors in climate related decision-making.
- Supporting legislative processes on climate actions (e.g. public participation, water, livestock, rangeland management and disaster risk management bills/acts).
- Civic education on the obligation of duty bearers and rights holders on climate action at all levels.

Approaches in practice



2.3.1.

Grassroots structures ease rangeland conflict in Samburu county

Approach: Ward Based Community Action Groups implemented by Saferworld

Issue:

Traditional natural resource governance structures have been responsible for rangeland management in Samburu county over the years. However, these have been undermined by the establishment of private ranches and conservancies. Investments by national and county government for other rangeland uses has complicated the situation, reducing rangelands and disturbing livestock corridors. Land tenure arrangements are highly complex; there are weak legal frameworks for rangeland management; community organisation is fragmenting. Unsustainable use of rangeland resources has exacerbated conflict between different groups, especially during the dry season, due to competition over increasingly limited water and pasture resources. Prolonged drought has also intensified inter-ethnic conflicts within Samburu county and the neighbouring counties of Isiolo, Laikipia, Turkana, and Baringo.

Aims:

- Promote sustainable pastoralism through cohesive approach to rangeland management.
- Better coordination of rangeland management among relevant actors.
- Better and more inclusive coordination between communities and county government.

How?

Saferworld and its partner, Pamoja for Transformation Trust, work with Ward Based Community Action Groups (WCAGs) to collectively prioritise and harmonise natural resource management, while fostering strategic engagement with county authorities across five wards in Samburu County (Wamba, Waso, Ang'ata Nanyukie, Suguta, and Loosuk).

Each WCAG is made up of 18 to 25 representatives, who are appointed by their community. Members are mixed to ensure representation of different social groups. They include youth, elders, women, people from different ethnic groups, PWDs, representatives of pasture and water management committees, conservancies, ranch owners, and local religious leaders. Village and ward administrators may participate and observe but not take a leadership role, to allow the WCAG representatives to engage freely.



Ang'ata WCAG has given women voice and opportunity to engage with authorities including elders and county officials... Here, women's position was reserved to the kitchen and tending to livestock. I now successfully engage elders and authorities on sustainable use of water and pasture."

Christine Letolui, chairperson, Ang'ata WCAG.

WCAGs are recognised as the primary grassroots platforms for addressing local conflicts over water and pasture. They have been instrumental in promoting understanding, resource sharing, and peaceful co-existence between ethnic groups. In Ang'ata Nanyioke, most members of the WCAG took part in meetings to discuss options for returning stolen cattle and using available water points collectively.

The WCAGs are platforms for collective dialogue on climate change. In March 2019, the WCAGs held meetings with different ethnic groups, ranchers, and conservancies in Loosuk, Angata Nanyioke, and Suguta Marmar to discuss how to cope with drought and spearhead different local interventions to address climate change challenges.

The WCAGs are linked to a County Action Platform (CAP), which consists of 30 representatives (at least 30 percent are women) drawn from the five WCAGs. The aim of the CAP is to spearhead rangeland management and legislative conversations with county authorities, traditional leadership structures, and citizens. Members of the CAP have been trained on relevant issues, including policy advocacy and legislation formulation, processes and requirements, conflict sensitivity, community security, and climate change and its implications. Formed in May 2019, the CAP is in its initial stages. But it has already met with MCAs and received their commitment to have CAP members introduced to relevant committees to facilitate engagement around development of the county's rangeland management policy.



2.3.2.

Enhancing civil society's ability to advocate for better climate change governance: the Kenya Platform on Climate Governance

Approach: Using the Kenya Platform on Climate Governance (KPCG) and its five thematic working groups to build capacity among CSOs and partnering with government to improve climate change laws and policies at national and county levels, implemented by Pan African Climate Justice Alliance (PACJA)

Issue:

CSOs have been fully engaged in Kenya's climate policy processes at national level, this has not always been well coordinated and CSOs need to strengthen their voice at sub-national level where the Climate Change Act and National Climate Change Action Plan are being rolled out. While Kenya's civil society organisations are diverse and have many potentially competing interests, coordinated advocacy on climate change can reinforce demands for localised decision-making and inclusion of marginalised voices and ensure these are reflected in national policy.

Aims:

- Foster a unified voice for civil society groups taking part in climate change policy dialogue and action.
- Promote inclusion of marginalised groups (e.g. women, youth, pastoralists, and minority ethnic groups) in climate change governance processes.
- Drive and facilitate civil society and citizen participation in implementation of the National Climate Change Act; review and implementation of the National Climate Change Action Plan; and implementation of Kenya's Nationally Determined Contributions (NDCs).
- Monitor climate financing to ensure that national budget allocations for climate change meet the needs of Kenya's most vulnerable populations.



Group discussion among marginalised communities during a consultative meeting in Nairobi © PACJA 2018

How?

The Kenya Platform on Climate Governance (KPCG) incorporates more than 50 CSOs advocating for improved climate governance. PACJA trains CSOs on climate change governance processes, facilitates meetings that enable CSOs and government to interact on specific climate issues, and supports CSO members to engage with national level policy processes.

The KPCG, with PACJA support, has established five thematic working groups: 1) climate adaptation; 2) climate mitigation; 3) technology, knowledge management, and capacity building; 4) climate finance; 5) gender, youth, and marginalised groups. These groups work to build the capacity of county CSOs, so they can take part in policy development.

The thematic groups have trained non-state actors, including women and youth, and county officials in eight counties on climate governance. More CSOs can now participate in county planning, especially county budgeting and development of CIDPs. This work has led to stronger linkages between advocacy organisations. For example, in Makueni County CSOs have created a platform of 30 organisations, including local community-based organisations, focused on climate governance, which is working with PACJA through the KPCG.

At the national level, PACJA has built a relationship with the Climate Change Directorate directly and collaborates with key state players, such as the Ministry of Environment and Forestry, and the Council of Governors (CoG), which is the governing body for all 47 counties. To influence policy and practice, it facilitates meetings and workshops and organises CSO inputs into relevant documents and policies. The CSO platform worked with the Climate Change Directorate (CCD) on the review of the National Climate Change Action Plan (2013-2017), especially the identification of successes and failures, and the subsequent formulation of the National Climate Change Action Plan II (2018 – 2022).

2.3. STRENGTHENING STRUCTURES AND LINKAGES ACROSS ALL GOVERNANCE LEVELS

The platform has been instrumental in making sure the voices of marginalised groups are included in national policy. In 2018, the working group on gender, youth, and marginalised groups strongly influenced the content of chapters of the NCCAP II, covering disaster risk management and food and nutrition security. This working group also highlighted the role of effective youth participation in adaptation and mitigation and the importance of integrating a gender lens in policy formulation.

“ We were never given opportunities as marginalised groups to participate in climate change processes. Thanks to PACJA, we now have the chance to influence our priorities in NCCAP processes. I believe our recommendations will be implemented.”

Elizabeth Pantoren Korr, Marsabit County.

PACJA and KPCG also convened a national climate governance conference on the edge of the 2018 Climate Change and Development for Africa conference in Nairobi. With representation from all 47 counties (executive and assembly members and CSOs), the event raised visibility and awareness of the importance of responding to climate change at sub-national level through implementation of the Climate Change Act and NCCAP II. Following recommendations from the conference and engagements with county governments, stakeholders have started intercounty dialogues focused on learning and sharing best practices on climate governance.

“ Building the capacities of CSOs at all levels enables climate change adaptation and mitigation efforts to reap maximum results as this will raise awareness, demystify climate change, and enhance ownership among communities [in which] CSOs have direct and unrivalled access.”

Arnold Ambundo, ACT Alliance (KPCG Member).

Thematic Successes and Challenges

Successes in strengthening structures and linkages

- Recognition and legitimacy of community structures. Ward-based community action groups are recognised as key grassroots structures for resolution of conflict over natural resources. They provide a solid platform for local deliberations on climate change adaptation and governance with different local actors.
- Regular dialogue meetings between community representatives, county executives, sector services, and MCAs have strengthened relationships and enabled decision-makers to be aware of, and have greater access to, their constituents' concerns.
- Through the KPCG, CSOs from a wide range of backgrounds have agreed on collective action. The thematic working groups can engage at sub national level and link evidence from realities to national-level support.

Challenges in strengthening structures and linkages

- Reaching the most vulnerable people and ensuring full representation in community structures and by community champions can be compromised by gatekeeping and individual interests.
- Challenges of multi-stakeholder engagement across levels include: cultural and social dynamics, instances of non-responsiveness from duty bearers, and high expectations from county government officials in terms of financial incentives.
- For the County Action Platform, members find it difficult to meet with county officials, who cancel appointments due to official engagements and general apprehension for engaging with citizens. This is challenging for those who need to travel long distances to attend meetings.

2.4. Integrating climate resilience into policy and planning

Kenya's national policy action has set the agenda for the country's response to climate change. County governments are mandated to mainstream climate change resilience into CIDPs, and some counties are developing climate change units, or task forces, and county climate change policies. However, many lack the capacity to follow through with plans and actions that are climate responsive, do not recognise the multi-sector and multi-stakeholder coordination needed to address climate impacts, and struggle to integrate climate issues into sector and development priorities.

At the national level, the CCD and CoG have plans to provide counties with support but also have limited capacity to reach all 47 counties. The NDMA, with CCD and CoG, is leading an initiative to support counties to implement their mandates according to the Climate Change Act and to put in place mechanisms through which counties can access dedicated climate finance beyond the regular county development budget allocations. Dubbed the County Climate Change Fund (CCCF) mechanism, the initiative has developed a package of approaches that support counties to better understand what is involved and develop climate change policies and plans that are well informed and create or strengthen the structures needed for funds to flow ultimately to vulnerable communities. The CCCF will link with the national climate finance policy and climate fund when these are established.

To support the inclusion of strategies to improve climate resilience and enhance adaptive capacities in policy and planning at county, inter-county, and national level, DDP projects focus on building capacity for improved governance, inclusion of citizen voices in planning and policy, mapping and analysing risks to identify and assess climate-related priorities and enabling multi-stakeholder dialogue. The projects support integration of community-identified priorities and climate issues into sector policy development (rangelands, grazing, water), county annual development plans and/or standalone adaptation policies and plans, in line with the CCCF described above. In western Kenya, two DDP projects are working with the Lake Region Economic Bloc and NDMA to support the roll out of the CCCF.

Key principles

- Climate resilience needs to be mainstreamed into CIDPs and other county policies, including but not limited to climate specific policy.
- Raising awareness and supporting alignment at county level with the Kenya Climate Change Act and the related national policies and plans.
- Inclusion of women, youth, cultural elders, and PWDs in planning and policy design processes.
- The assessment of climate risks and vulnerabilities related to a sector helps inform the inclusion of climate resilience in sector policy development.

Best practices

- Interrogating existing policy documents at national and county level to identify policy gaps and inform advocacy efforts, integrating climate responses into sectors that are sensitive.
- Bringing together local community champions and MCAs so they can work together to identify policy gaps and engage with relevant county departments.
- Conducting risk analysis at the county level to develop adaptation or natural resource management action plans, which help domesticate national policies like NCCAP.
- Engaging with regional blocs and hosting inter-county dialogues to support policy coherence on specific issues (e.g. rangeland management in shared eco-systems and water governance along river basins).
- CSOs tracking climate finance flows and expenditures.

Approaches in practice



2.4.1.

Ward Development Planning to enhance resilience in West Pokot

Approach: Ward Based Community Action Groups implemented by Saferworld

Issue:

In West Pokot, there is a lack of capacity among policymakers for implementing policies and best practices to govern natural resources and plan for climate-related shocks. Policymakers face challenges in reconciling the competing mandates of national and county-level structures. Increasing frequency of drought, and natural resource degradation, is adding pressure to household food security. A multi-sector approach to address climate impacts is needed.

Aims:

- Support communities to lead local climate change adaptation and natural resource management processes with locally-driven adaptation plans.
- Support ward- and county-level government stakeholders to plan for and fund climate change adaptation.



ChildFund experience sharing during DDP market place © DDP 2019

How?

The Ward Adaptation Planning process is a 10-step process that contributes to the development of a Ward Development Plan, which can be factored into county development planning. The process includes the following steps:

- 1) Stakeholder mapping: An analysis of NGOs operating in each ward, and their plans and activities, is done, along with identification of relevant policies, frameworks, and legislation in the county. Potential avenues for collaboration with county or national government, and other development partners are identified.
- 2) Target wards are identified and background information is gathered and assessed (e.g. number of locations and sub locations, population, grazing areas, livestock movements).
- 3) Sensitization of community leaders and government officials across levels: the process, intended output, and importance of a ward development plan is explained to county leadership, county departments, sub-county administration, ward administrators, chiefs, village elders, and the NDMA.
- 4) Community mobilization: Meetings with communities at village and location levels, where local leaders lead the process of selecting roughly 33 representatives from all locations, through nomination and vetting. Following this, the representatives meet to select an 11-member Ward Adaptation Planning Committee (WAPC), which assists with the rollout of a ward adaptation plan.
- 5) Planning and process workshop: The WAPC and technical experts are taken through a workshop to develop a contingency plan and identify action priorities for each community.

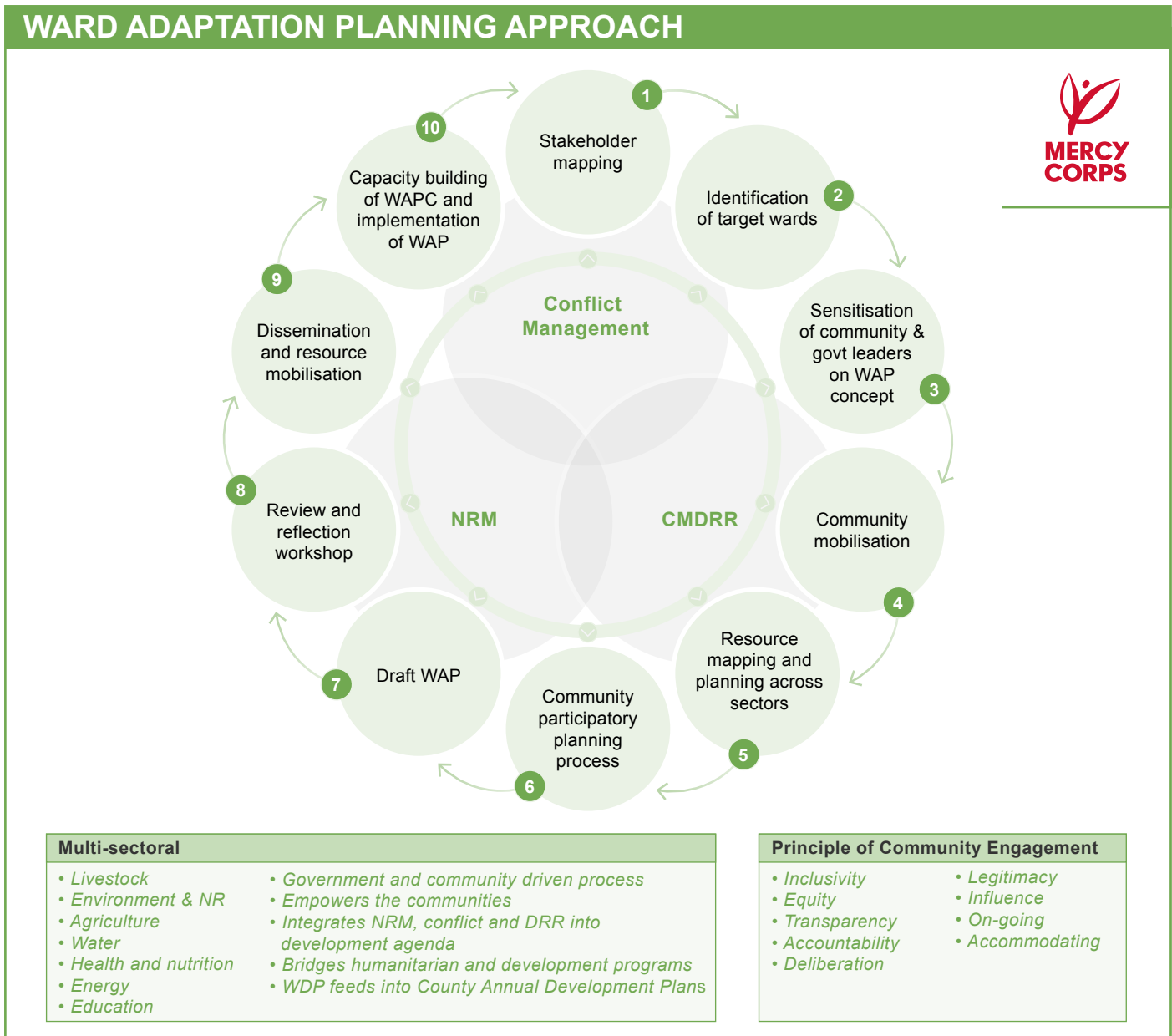


Figure 3. Ward Adaptation Planning approach used by Mercy Corps

- 6) Community participation: Community conversations are held in each village in the ward, where priorities are shared and community members provide input on these.
- 7) Draft development plan: Technical teams draft the ward development plan, including input from communities and county technical departments.
- 8) Review and reflection workshop: The technical team and WAPC review the development plan with a view to having it incorporated into county annual plans.
- 9) Dissemination and resource mobilization: High-level advocacy meetings are held (with governors, donors, MCAs) in order to share the plan and secure resources for implementing it.

- 10) Implementation: Once funding is secured, the development plan is rolled out.

This approach is in its early stages. Ward adaptation planning committees have been formed in Batei Riwo and Suam wards. These committees will be championing community priorities around climate change to be factored into the ward development plans and institutionalised in the county government’s annual plans. It is envisaged that committees will be replicated in other wards in the county soon to further support the inclusion of community priorities in county-level planning.



2.4.2.

Aligning county planning with national climate change policy and tracking climate financing

Approach: Multi-stakeholder assessment and revision of county plans with capacity building for state and non-state actors on climate resilience and financing, implemented by Pan African Climate Justice Alliance (PACJA)

Issue:

Many county governments are not well informed on national level policy and plans or are not clear and lack capacity on how to incorporate them into county level policy, and find it challenging to access funding for climate change initiatives beyond the provisions in budget allocations for actions they include in the CIDPs.

Aims:

- Ensure that county adaptation plans are congruent with national climate change policies and frameworks.
- Build the capacity of county governments to integrate climate resilience into their plans and policies.
- Enhance ability of state actors and CSOs to identify climate financing opportunities, and monitor climate change budget and expenditure to improve transparency.

How?

Through the Kenya Platform on Climate Governance's thematic groups (see section 2.3 for details), PACJA is working to align county planning with national climate change policies to strengthen resilience at the county level. For example, in October 2018, the adaptation thematic group held a multi-stakeholder meeting in Kitui County to revise county adaptation plans with reference to the NCCAP and the National Adaptation Plan. This meeting gave community-based organisations, local NGOs, and other stakeholders interested in, or working on, ecosystem-based adaptation, the opportunity to design their project activities in line with existing policies.

In the same month, the mitigation thematic working group held a forum in Makueni County, which led to identification of multiple gaps in Makueni's CIDP, when compared to the NCCAP and the priority areas set out in Kenya's NDCs. The Makueni County Climate Change Board pledged to integrate actions proposed by the forum in the CIDP and to allocate budget for implementation.

In November 2018, the thematic group on gender, youth and marginalised groups held a workshop in Isiolo County on gender and social inclusion in county-level climate policy and programming. During the workshop, stakeholders agreed that effective enhancement of gender-sensitive and socially inclusive climate governance at the county level would be advanced by the establishment of a regional-level climate governance network that brings together CSOs, county governments, and other key actors. A sub-national network for climate governance was created for Marsabit, Isiolo and Samburu counties.

“ Having county government officials who don't understand or are not passionate about climate change issues slowed down implementation of climate change programmes. The situation is now improving with more capacity building at county level.”

Omar Gabra, member of the Northern Rangelands Trust, Isiolo County.

Additionally, PACJA is building the capacity of CSOs and state actors at the national and county level to engage with climate financing opportunities and frameworks. It has done trainings for CSOs and government officials on finance opportunities (e.g. the Green Climate Fund), identifying potentially bankable projects to enhance community livelihoods; climate finance budgeting; and skills for tracking climate expenditure to enhance transparency. The climate finance thematic group is also working closely with National Treasury to promote climate finance transparency and accountability in Kenya. It has made direct inputs into Kenya's draft Climate Finance Regulation 2018 which was adopted by National Treasury's climate finance unit.

“ CSOs play a key role in oversight of climate finance flows. The National Treasury has worked with CSOs through the Kenya Platform for Climate Governance (KPCG) on climate finance governance and we are glad to note the increased participation and awareness among the CSOs on climate finances issues, including mobilizing and tracking climate relevant expenditures. There is however an opportunity to work more with the CSOs to develop a tool for tracking non-state actors climate finance flows.”

Mr. Hillary Korir , Economist National treasury

Thematic Successes and Challenges

Successes in integrating climate resilience into policy and planning

- Community priorities around climate-sensitive resources (e.g. forests, water) have been incorporated into county policies and budgets.
- Improved capacity of CSOs and state actors to review key policies and plans and better align them with national climate change priorities.
- Increased knowledge and commitment by county government (e.g. Makueni) to integrate recommendations on climate change responses into CIDP.

Challenges in integrating climate resilience into policy and planning

- Policy development is a long and complicated process that extends beyond project timelines; many counties are not at the same level when it comes to policy formulation around climate change.
- In the case of the ward adaptation planning committees, politicians have tried to influence the outcome of the committee elections to suit their agendas.
- CSOs and citizens find it difficult to access relevant documents from county governments on issues regarding water and climate change.



Community dialogue meeting in Turkana County © DDP 2019

3. Analysis of good practices and principles for sub-national climate change governance work

DEEPENING DEMOCRACY PROGRAMME (DDP) KENYA

The four themes described in this document are useful for unpacking the approaches and goals of climate governance. They work together and are mutually reinforcing. Social inclusion ensures no one is left behind when strengthening adaptive capacity; strengthening structures and linkages enables better representation and coordination, which help to ensure that policy development responds to local priorities.

While the approaches differ, the DDP climate change governance projects all use participatory approaches to strengthen representation and foster connections between people at different levels, enabling the priorities of marginalised people to be voiced and addressed through policy engagement. The DDP projects show the importance of engaging with local knowledge and traditional governance structures and integrating these with formal policy processes.

Tailoring approaches to fit the context

The wide range of approaches used by the DDP climate change governance projects are flexible and can be tailored to purpose. They evolve over time in specific contexts and are shaped by those involved. Many of the DDP projects use similar participatory tools for different approaches and outcomes. This highlights an overarching best practice for all four climate governance themes: start with the intended purpose and tailor approaches and tools to fit.

Adapting approaches and tools to context, and engaging with multiple actors, requires skills in facilitating social processes with sensitivity to power dynamics and barriers, to ensure participation, structured dialogues, empowerment, and representation of all voices. Gatekeeping and elite capture need to be managed. For example, the community conversations and issue support follow up approaches build the confidence of women and youth to articulate their issues in a safe space and then raise these issues at higher level forums. Critical as this is, not enough attention or resources are provided for strengthening the facilitation skills of 'frontline' staff.

Crucial links between resilience and climate change governance

The DDP projects are generating evidence on the importance of strengthening governance in achieving climate resilience. There are no blueprint solutions that can be applied everywhere. Climate change impacts are localised, context-specific, and change over time.

Climate information is complex; it is difficult to access, understand and use. Yet, timely and reliable climate information is vital so that state and non-state actors can anticipate and prepare for future climate events and impacts. Supporting participatory governance and communication approaches, and linking with meteorological services, such as KMD, helps to ensure that climate information is demand- rather than supply-driven.

Participatory governance enables integration of climate related issues in development planning and across all sectors at the level at which they affect livelihoods. It supports the establishment of structures and systems which can respond to the local context and climate impacts as they change over time. Governance and adaptive capacity have strong overlaps. Both enable better informed and impactful decisions, and rely on good organisation, systems for access to information and resources, and an enabling policy and institutional environment. Building adaptive capacity, so that people can anticipate, prepare for, and respond to climate risks and vulnerabilities is critical for effective adaptation interventions.

Furthermore, a focus on improved climate governance allows for sufficient resourcing of decision-making processes, and structures and linkages to strengthen adaptation decision-making over time, as the crux of project implementation. This stands in contrast to approaches that involve rushing through planning processes to move into implementation of technical 'hardware' oriented adaptation strategies.

Innovating around challenges

The devolved governance system in Kenya is still relatively new. County knowledge and capacity in relation to policy and governance options, and understanding of climate change, need to keep building from an initially low level. Climate change requires rapid and flexible responses to events that are hard to predict. But timescales for formal governance processes are fixed by planning and budget cycles, while lengthy and bureaucratic policy processes combine with complexity in linking national and county level policy processes to delay action.

The DDP projects are responding to these challenges by linking climate resilience with the higher profile priorities of natural resource access and management, conflict, and public participation. They are mobilising the county assemblies and governments around environmental protection and access for the most vulnerable people, particularly women, youth, and PWDs.

The projects are integrating climate resilience into sector policy and supporting counties to develop climate specific policy and structures. They are engaging with all levels of government and strengthening top-down and bottom-up communication. For example, several projects support the rollout of the CCCF mechanism which aims to link counties to the planned national climate fund, through an approach led by the NDMA and CCD with the CoG. DDP projects are also supporting inter-county interaction to develop governance systems that can address climate change impacts at the landscape or ecosystem level. For example, rangeland management in arid and semi-arid lands in Northern Kenya with the Frontier Counties Development Council, and river basin ecosystems policy development for the two largest rivers in Kenya. Finally, through its thematic working groups, PACJA and the Kenya Platform on Climate Governance are working to align county plans with national climate change policies and bringing the voices of marginalised groups to bear on national policy like the NCCAP II.

In conclusion

In the context of a changing climate, where impacts are different from place to place and change over time, the need for well-informed, ongoing, local level decision-making and coordinated action involving all actors is increasingly important. DDP is promoting good governance to give voice to citizens in the democratic process and ensure policies, governance systems and institutions are responsive to the realities and aspirations of all Kenyans. The DDP climate change governance projects have shown that strengthening governance using participatory and multi-stakeholder approaches is critical for achieving long-term resilience to the risks and impacts of climate change.

Through sharing lessons from the use of participatory approaches in its climate change governance work, DDP hopes to promote up-scaling and out-scaling of successful approaches by county governments and other governance and climate resilience programmes in Kenya and beyond.

4. Recommendations

DEEPENING DEMOCRACY PROGRAMME (DDP) KENYA

The following recommendations are based on the experiences of DDP partners in using participatory approaches to improve inclusive climate change governance in Kenya.

Inclusive local governance

- To empower vulnerable groups (women, youth, PWDs), CSOs can provide training on the right to participate, and provide support for these groups to organise together and make their voices heard.
- Community champions play an important role as advocates for community needs, and as links between community and government. Inclusive selection and capacity building of champions is important to ensure they represent the voices of all in the community.
- Entities like ward adaptation committees and community action groups (comprised of representatives from various vulnerable groups) are valuable platforms for communicating priorities of vulnerable groups.
- Climate resilience and governance strengthening needs to address issues of commitment, gatekeeping and lack of transparency among leaders in community and government.

National to county multi-stakeholder linkages

- Increased collaboration between civil society, the Climate Change Directorate, Council of Governors and county governments can help strengthen linkages between national and county-level climate change structures and policies. The Kenya Platform for Climate Governance is an important vehicle for sustaining organised CSO engagement.
- Ownership at different levels of governance is key to leadership for climate change governance and the sustainability of outcomes. County governments' plans and responses to climate impacts will be most effective when all sectors coordinate together and with community leaders.
- It is advisable for CSOs to work closely with technical staff in county governments to build their capacities and systems for improved climate change governance since technical staff tend to remain in their positions longer than those in high turnover decision-making positions.
- Inter-county dialogues and collaboration on ecosystem-level issues, such as rangelands and river basins, which involve representation by women, youth and other vulnerable groups, are important for successful responses to climate and conflict risks.

Raising awareness about climate change and improving information flow

- In counties that already have climate change adaptation action plans in place, it is critical to sensitise all government departments, non-state actors, and communities about the county-level adaptation priorities. There is also a need to translate climate change policies to make them easily understandable for the public.
- Mobile phone technology (e.g. social media platforms such as WhatsApp groups) are valuable tools for sharing climate information and early warnings.
- The capacity of county governments to integrate climate resilience into county level policies for sectors that are sensitive to climate risks (e.g. natural resource management and water) needs to be enhanced, along with awareness of the importance of doing this.

Monitoring and evaluation of climate change policy and action

- Climate change champions in communities can use social accountability tools (e.g. community scorecards) to monitor action at the ward level, and report back to county departments.
- Government and CSOs could collaborate to hold regular climate change governance feedback events at the county level where state and non-state actors report back on progress made on implementing county-level adaptation plans.



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