



**FINANCING LOCALLY-LED CLIMATE ACTION IN KENYA  
A STUDY OF FLLoCA DELIVERY PROGRESS AND GOVERNANCE**

**AUGUST 2025**

## EXECUTIVE SUMMARY

This study assessed the Financing Locally-Led Climate Action (FLLoCA) program in Kenya, focusing on governance frameworks and community engagement. Guided by the global principles of Locally Led Adaptation (LLA), it examined how counties and communities are building climate resilience through devolved structures and participatory mechanisms. The mixed-methods assessment covered 24 counties, using surveys, interviews, focus group discussions, and document reviews. It drew on two complementary data sources: Treasury data – compliance-focused, based on official monitoring and structured reporting. And CSO/community data – perception-based, reflecting lived experiences in sampled wards and counties.

### Key Findings of the study are:

- **Community Satisfaction** – Just over 50% of respondents expressed satisfaction or high satisfaction with their engagement in FLLoCA; 32% were neutral and 17% dissatisfied. This reflects a solid foundation but highlights opportunities to improve communication, follow-up, and inclusivity.
- **Delivery Performance** – Communities rated delivery as Excellent (20%), Good (39%), and Fair (25%). Visible benefits include establishment of CCCUs, climate-smart agriculture, water access, and ecosystem restoration. Suggested improvements include better follow-through, project visibility, and public celebration of completed initiatives.
- **Awareness & Participation** – 74% of respondents were unaware of specific FLLoCA projects locally. 56% recognized community-initiated projects, but more outreach and clear labelling/signage are needed. Participation of youth (33%), persons with disabilities (28%), and women (22%) is growing but still limited. Awareness of the grievance process stands at 27% at the community level.

The FLLoCA has achieved significant governance milestones, providing a strong institutional foundation for locally led climate action. County Climate Change Units (CCCUs) are operational in all 47 counties, while Climate Change Acts and Policies with dedicated funding have been adopted in 33 counties. Ward Climate Change Planning Committees (WCCPCs) are functional in all implementing counties, and over 90% of ward consultations with marginalized groups have been completed in 41 counties. Additionally, grievance redress systems are in place in 42 counties, and the program’s monitoring and evaluation (M&E) framework has been rated “satisfactory” by

the World Bank. To fully translate these institutional gains into stronger community impact, there is an opportunity to better align institutional progress with community perceptions. This can be achieved through joint perception audits by the Treasury and civil society organizations', expanded communication via local media, barazas, and community influencers, and the integration of community-linked monitoring into Treasury's M&E systems. The FLLoCA has laid a strong institutional foundation for locally led climate action in Kenya. With greater awareness, deeper inclusivity, and consistent follow-through, it can further strengthen trust, broaden participation, and increase delivery impact. The findings provide a balanced platform for continued collaboration among government, counties, civil society, and development partners as the program moves into its next phase.

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## **ACKNOWLEDGMENT**

The successful completion of the research on the status of implementation of the Financing Locally Led Climate Action (FLLoCA) across 24 selected counties in Kenya was made possible through the collaborative efforts and unwavering commitment of various stakeholders.

We express our profound gratitude to the National Treasury's Program Implementation Unit (PIU) for providing strategic guidance and institutional support throughout the study. The PIU's stewardship has been instrumental in ensuring alignment with national objectives and fostering synergy across the diverse actors involved in FLLoCA.

Our gratitude further extends to the national organizations and networks of the civil society, led by the Kenya Platform for Climate Governance – the designated national platform for PACJA, County Governance Watch (CGW), ActionAid International Kenya (AAIK), and Voluntary Services Overseas (VSO), whose partnership and technical support significantly enriched the study. Their contributions in coordinating fieldwork and synthesizing findings were invaluable. The Pan African Climate Justice Alliance played a key role in the study in advancing the locally led climate action principles in practice in Kenya.

Our sincere appreciation also goes to the Council of Governors (CoG) for their pivotal role in ensuring that counties were not only informed but actively participated in this important study. The leadership and advocacy of the CoG, particularly through the Chair and supporting secretariat, were crucial in mobilizing county leadership and facilitating data collection at the grassroots level.

We are deeply thankful to the various County Executive Committee Members (CECMs) in Charge of Climate Change and their teams, whose dedication and cooperation enabled seamless engagement and enriched the data collection process. These efforts were complemented by the valuable contributions of other county stakeholders, including community members, who provided essential insights that were critical in assessing the status of FLLoCA implementation.

We also extend our heartfelt thanks to the Ministries, Departments, and Agencies (MDAs) that participated in this study. Their expertise, policy guidance, and collaboration ensured a comprehensive understanding of the interplay between national and county-level actions in advancing locally-led climate adaptation.

Special recognition of dedicated contribution of staff including the KPCG Staff, Faith Ngige and Duncan Omwami , Rebecca Kalume and Faith Matasha MEAL PACJA, Charles Mwangi – Head of Programs, Mr Philil Kilonzo- Head of Policy and Advocacy and Dr Mithika Mwenda, ED PACJA: Dr Dan Adino, Mr Peter Odhengo and Mr. Julius Barno from the FLLoCA PIU Unit, Ms Edna Miriti, Mr Romeo Odumbe and Mr Kevin Osido- CEO, from CGW, Action Aid Team, VSO Team lead by Mr Mwangi Waituru, for their tireless efforts in supporting data collection, coordinating activities, liaising with stakeholders, technical support and guiding the compilation of this report deserves special recognition.

Finally, we acknowledge the unwavering support of the FLLoCA CSO Focal points in the 24 counties that participated in the study, the community members and grassroots organizations whose lived experiences and insights are at the heart of this research. This collective effort serves as a testament to the power of partnerships in driving meaningful and inclusive climate action.

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## Forward by PanAfrican Climate Justice Alliance- PACJA

Climate change remains the greatest threat to Africa’s sustainable development, and the urgency to act has never been greater. The Financing Locally-Led Climate Action (FLLoCA) program represents a pioneering effort by the Government of Kenya to operationalize Article 7 of the Paris Agreement, which calls for enhanced adaptation action and support, particularly for developing countries. By directing resources and decision-making power to subnational and community levels, FLLoCA aligns with global calls for people-centered, locally led adaptation.

This study offers timely insights from Kenya’s experience in implementing FLLoCA during its foundational years. Conducted across 24 counties, it presents evidence of both institutional progress and persistent challenges in embedding locally led climate action within devolved governance systems. The findings reveal that all 47 counties have enacted climate Change Acts with operational CCCUs and at least 33 have climate policies with dedicated funding, but only 26% of respondents can identify FLLoCA projects — highlighting the urgent need for clear labelling and visible signage to improve community awareness.

The report also highlights progress approaches to inclusivity especially by formalizing the CSO engagement framework. inclusivity must extend to the special groups in the communities including the youth (33%), women (22%), and persons with disabilities (28%) remain underrepresented in decision-making, despite FLLoCA’s participatory intent. Encouragingly, community satisfaction is emerging: 50.2% of respondents expressed satisfaction with their engagement, and nearly 59% rated delivery as Good or Excellent. These results suggest that the foundations for transformative adaptation are in place, but scale and reach must be accelerated.

As the Pan African Climate Justice Alliance (PACJA), we believe this study is not only a national benchmark but also a continental reference point. It offers empirical evidence and practical lessons for designing climate adaptation programs that respond to local realities while fulfilling Africa’s obligations under the Paris Agreement and the Global Goal on Adaptation. We extend our appreciation to all partners, stakeholders, and communities who contributed to this body of work.

For adaptation to be truly transformative, it must be localized — grounded- in the priorities of those most affected, driven by their voices, and embedded within governance structures closest to them. As a continental platform for climate justice, PACJA sees FLLoCA as a reference point for African countries seeking scalable, inclusive, and equitable adaptation models.

We commend the Government of Kenya, county governments, civil society partners, development partners, and, most importantly, the communities whose lived experiences and insights anchor this work. Let the findings of this study inform stronger policy, inspire replication across the continent, and elevate the voice of Africa’s frontline communities in the global climate discourse.

Dr. Mithika Mwenda

**Executive Director, PACJA**

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## **Foreword by Climate Governance Watch**

As the climate crisis continues to disproportionately affect communities across the Global South, the call for equitable, accountable, and inclusive governance of climate action has become more urgent than ever. In Kenya, the Financing Locally Led Climate Action (FLLoCA) program stands out as a transformative initiative—one that seeks to devolve climate finance and decision-making to the lowest appropriate levels of governance. This approach is not only aligned with Kenya’s Constitution and devolved governance architecture but also with the global principles of Locally Led Adaptation (LLA) under the Paris Agreement.

This study provides an evidence-based reflection on the implementation of FLLoCA across 24 counties, capturing both the strengths and the institutional challenges encountered during the early phases of rollout. As an organization dedicated to promoting transparency, participation, and accountability in climate governance, Climate Governance Watch views this assessment as a vital contribution to shaping a climate governance model that is not only effective, but also just and locally responsive. Key findings of the study reveal that while counties are making progress in aligning policy and development frameworks with climate resilience goals, more deliberate efforts are needed to strengthen public participation, ensure inclusive decision-making, and enhance coordination across levels of government. Notably, the study confirms that meaningful climate action must be grounded in community ownership, clear institutional mandates, and accessible financing mechanisms—pillars that are at the heart of LLA.

As we move forward, this report offers valuable lessons not only for Kenya but also for peer countries seeking to operationalize bottom-up climate governance. It challenges policymakers, development partners, and civil society to prioritize the integrity of processes, the visibility of results, and the empowerment of frontline communities. We applaud the researchers, county governments, civil society actors, and local communities who made this study possible. I also acknowledge with deep appreciation the exceptional contributions of Romeo Odumbe and Edna Miriti, whose dedication and technical expertise ensured the report’s successful completion from its inception to final delivery. Let this report be a guide and catalyst for advancing climate accountability and delivering tangible results for those most affected by climate change.

**Mr Kevin Osido- Executive Director**

Climate Governance Watch

## **Foreword by ActionAid Kenya**

At ActionAid, we believe that climate justice can only be achieved when the people most affected by the climate crisis—women, youth, Indigenous Peoples, and local communities—are meaningfully involved in shaping the solutions. The Financing Locally Led Climate Action (FLLoCA) program reflects an important step forward in this direction by recognizing the vital role of devolved governance and community participation in climate resilience building.

This study is a timely and critical contribution to our understanding of how locally led adaptation is unfolding in Kenya’s counties. It offers empirical insights into how governance systems, institutional arrangements, and community engagement approaches are either enabling or constraining inclusive climate action on the ground. In doing so, it strengthens our collective commitment to operationalizing Article 7 of the Paris Agreement, which prioritizes locally appropriate, participatory adaptation efforts in developing countries.

The findings reaffirm what we have long championed at ActionAid: that effective adaptation is not just about projects, but about shifting power, resourcing grassroots institutions, and ensuring that marginalized voices are heard and acted upon. Encouragingly, counties are beginning to integrate climate priorities into their development plans, and local committees are engaging in participatory risk assessments. However, gaps in awareness, gender inclusion, funding access, and monitoring accountability must be urgently addressed to unlock the full potential of FLLoCA.

We commend the Government of Kenya and all the partners who have supported this important research. Most importantly, we salute the frontline communities—whose knowledge, resilience, and leadership are central to building a more just and sustainable climate future. As ActionAid, we remain committed to advocating for climate solutions that are people-centered, rights-based, and feminist, and we see this report as a valuable resource in the broader struggle for climate justice.

**Mr Samson Orao**

**Ag. Executive Country Director**

ActionAid Kenya

## **Forward by Voluntary Services Overseas- VSO Kenya**

As climate change intensifies, it is the voices and lives of those on the frontlines—especially women, youth, persons with disabilities, and rural communities—that must be placed at the heart of climate solutions. The Financing Locally Led Climate Action (FLLoCA) program represents an important step toward building an inclusive and just climate future in Kenya. It embodies a shift from top-down climate programming to one that values local knowledge, prioritizes community-driven planning, and invests in local capacity.

At Voluntary Service Overseas (VSO) Kenya, we believe in a people-first approach to development, where citizens are not passive recipients but active agents of change. This study reinforces that principle. Through its focus on governance structures, community engagement, and delivery progress across 24 counties, it offers powerful evidence of how devolved institutions and participatory mechanisms can advance climate resilience—when adequately supported and empowered.

The findings affirm the necessity of inclusive decision-making, intergenerational engagement, and locally appropriate financing. They also spotlight the urgent need for stronger coordination, greater transparency, and enhanced grassroots capacity to drive meaningful outcomes. For young people in particular, who inherit the long-term burden of climate change, their participation must go beyond tokenism—it must be embedded in planning, implementation, and oversight processes.

We commend the Government of Kenya, study partners, civil society, and local communities for making this study possible.

As VSO, we remain committed to strengthening social accountability, advancing youth and gender inclusion, and ensuring that the Locally Led Adaptation (LLA) principles are not just policy commitments—but lived realities on the ground. This report is not only a reflection of progress, but a call to action—to deepen collaboration, listen to communities, and scale solutions that are equitable, sustainable, and community-owned.

Country Director

**Voluntary Service Overseas (VSO) Kenya**

## Foreword by Kenya Platform for Climate Governance (KPCG)

The Financing Locally-Led Climate Action program is redefining how climate action is delivered in Kenya — by placing resources, decisions, and accountability closer to the people. For the Kenya Platform for Climate Governance (KPCG), this reflects our long-standing call for climate justice, equity, and community-driven solutions. This study comes at a critical time, providing clear evidence on the progress and remaining gaps in making climate action inclusive, transparent, and locally owned. We recognize the significant institutional gains — 47 counties have enacted climate Change Acts and County Climate Change Units (CCCUs) are operational in all the 47 counties, and Climate Change policies with dedicated climate funds in at least 33 counties — as vital enablers for devolved climate governance. However, the findings point to priority actions that must be addressed. Awareness of FLLoCA projects remains low, with only 26% of respondents able to identify them. Visibility must be improved through clear labelling and signage so communities can see and connect with climate investments in their areas. Inclusivity remains uneven, with youth (33%), women (22%), and persons with disabilities (28%) underrepresented in decision-making spaces. While encouragingly, 50.2% of respondents reported satisfaction with their engagement and nearly 59% rated delivery as Good or Excellent, greater scale and consistency are needed.

KPCG believes climate resilience cannot be imposed from the top down. It must be co-created with those most affected by climate impacts. This requires ensuring that Ward Climate Change Planning Committees (WCCPCs), Project Management Committees, and civil society partners are well-resourced, technically equipped, and institutionally recognized to deliver on their mandates. As a platform, we will continue to champion the voices of our members and communities in shaping climate governance, pressing for predictable climate finance flows, robust accountability, and meaningful participation in every stage of the project cycle. We extend our appreciation to all government institutions, civil society actors, development partners, and community representatives who contributed to this research. We trust that the evidence and recommendations in this report will help shape stronger institutions, more inclusive governance, and transformative climate action for Kenya and the wider region.

Faith Ngige, HSC -National Coordinator

**Kenya Platform for Climate Governance (KPCG)- PACJA Kenya**

## **Foreword by FLLoCA Project Implementation Unit (PIU)- National Treasury and Economic Planning**

The Government of Kenya remains steadfast in its commitment to addressing climate change through innovative, inclusive, and sustainable mechanisms that empower citizens and strengthen local institutions. The Financing Locally-Led Climate Action program marks a landmark shift in our climate financing and governance architecture — anchored in Kenya’s Constitution and aligned with international frameworks, including the Paris Agreement and the Locally Led Adaptation (LLA) principles.

Through FLLoCA, county governments are now taking the lead in planning, budgeting, and implementing climate-resilient investments, while promoting meaningful community participation. This study comes at a critical moment, offering evidence-based insights into delivery progress, institutional coordination, and the evolving role of citizen engagement in shaping adaptive responses.

The findings highlight important institutional progress — 47 counties have enacted Climate Change Acts with County Climate Change Units (CCCU) operational in all 47 counties and dedicated climate finance policy frameworks established in at least 33 counties. However, they also reveal opportunities for enhancement: only 26% of respondents could identify FLLoCA projects, indicating the need for stronger visibility through clear project labelling and signage; inclusivity gaps persist, with youth (33%), women (22%), and persons with disabilities (28%) underrepresented in decision-making forums; and while 59% rated delivery as Good or Excellent, further scale and impact will require stronger local coordination and deeper engagement.

These insights reaffirm that devolving climate governance is the right path — but it must be matched with continued investment in institutional capacity, transparency, and inclusive governance structures. Only through collaborative, community-driven solutions can Kenya — and Africa as a whole — build resilience to climate shocks while accelerating sustainable development.

We commend all stakeholders who contributed to this research — from civil society actors and county governments to development partners and frontline communities. Your contributions are shaping a more accountable, equitable, and effective climate response system.

As the National Treasury and Economic Planning, we remain committed to institutionalizing transparent, locally responsive, and results-driven climate finance systems. The insights from this study will guide the continued refinement of FLLoCA and inspire scalable, community-anchored models of climate action — where every county, every ward, and every citizen plays a part in securing our collective climate-resilient future.

**Mr Peter Odhengo**

**National Coordinator- Project Implementation Unit (PIU) National Treasury and Economic Planning**

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## **ABBREVIATIONS**

AAIK	Action Aid International Kenya
CBOs:	Community-Based Organizations
CCCF:	County Climate Change Fund
CCCPCs:	County Climate Change Planning Committees
CCCSCs:	County Climate Change Steering Committees
CCD:	Climate Change Directorate
CCIS:	County Climate Institutional Support
CEB	County Economic Bloc
CGW	County Governance Watch
CSOs:	Civil Society Organizations
FLLoCA:	Financing Locally-Led Climate Action Program
GCF:	Green Climate Fund
G-FLLoCA:	Government Financing Locally-Led Climate Action Program
GoK:	Government of Kenya
ITAC:	Inter-Ministerial Technical Advisory Committee
KfW:	Kreditanstalt für Wiederaufbau (a German development bank)
KMD:	Kenya Meteorological Department
KPCG	Kenya Platform for Climate Governance
LLCA:	Locally-Led Climate Action
M&E:	Monitoring and Evaluation
MDAs:	Ministries, Departments, and Agencies
MWI&S:	Ministry of Water, Irrigation and Sanitation
NAP:	National Adaptation Plan
NCCAP:	National Climate Change Action Plan
NDC:	Nationally Determined Contributions
NDMA	National Drought Management Authority
NEMA:	National Environment Management Authority
NGOs:	Non-Governmental Organizations
PCRA:	Participatory Climate Risk Assessment
PIU:	Project Implementation Unit
UNFCCC	United Nations Framework Convention on Climate Change

VSO Voluntary Service Overseas  
WCCPCs: Ward Climate Change Planning Committees  
WBG: World Bank Group

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# CHAPTER ONE

## 1.0 INTRODUCTION

### 1.1 Background Information

Climate change is a global issue that requires collective efforts from all nations, including developing countries like Kenya. In recent years, the concept of locally led climate action has gained traction, recognizing the importance of empowering local communities to take charge of their own climate adaptation and mitigation efforts. This approach has been advocated by various international organizations, such as the United Nations Framework Convention on Climate Change (UNFCCC) and the Global Commission on Adaptation.

Kenya's climatic diversity is shaped by its topography and equatorial location, which is categorized into four principal zones: Equatorial, Arid and Semi-Arid, Highlands, and Coastal. Each zone exhibits distinct meteorological patterns that significantly influence ecological systems, agricultural potential, and human settlement.

According to the International Energy Agency (IEA) 2024 statistics, Kenya contributes less than 0.1% of global emissions. Despite this, the country has grappled with severe climate impacts due to its geography, reliance on climate-dependent livelihoods, and shifting weather patterns. Vast arid and semi-arid areas, home to millions, are increasingly threatened by extreme heat, erratic rainfall, and water scarcity.

In 2024, Kenya faced heightened climate variability, characterized by unprecedented temperature extremes, erratic rainfall patterns, and a marked increase in the frequency and intensity of extreme weather events. A persistent long-term warming trend—averaging approximately 0.34°C per decade—exacerbated the occurrence and severity of heatwaves, while abnormal rainfall patterns triggered both extensive flooding and prolonged droughts across various regions. These climate stresses severely undermined critical socio-economic sectors, notably agriculture, water resources, and public health, with cascading repercussions for food security, economic stability, and community livelihoods (Kenya Meteorological Department, 2025).

The escalating frequency of floods and droughts displaced thousands of households, destroyed vital infrastructure, and drove food insecurity to crisis levels, affecting more than 2 million people by early 2025. Climate drivers such as El Niño and the shifting Intertropical Convergence Zone amplified these impacts, disrupting agricultural production cycles and placing severe strain on water resources, infrastructure, and public health systems. These compounding pressures further entrenched existing socio-economic vulnerabilities, eroding resilience and undermining sustainable development gains.

The impacts varied widely across regions: while western and central highlands suffered from flooding, northeastern and coastal areas faced prolonged droughts and water scarcity. These contrasting realities underscore the limitations of one-size-fits-all national responses. The varied socio-economic toll is expected to worsen, with projected declines in wheat and tea production and the threat of vanishing glaciers undermining hydropower capacity.

The differentiated regional impacts underscore the limitations of centralized climate responses and highlight the critical need for localized adaptation strategies. Tailored, community-led solutions are therefore essential to address region-specific vulnerabilities in agriculture, infrastructure, and food security. The pace of climate change impacts today, demands greater investment in locally led adaptation efforts to ensure resilience is built from the ground up.

According to the Global Center on Adaptation, communities on the frontlines of climate change are not only the most affected but also among the most innovative in devising adaptive solutions. However, they often face systemic barriers to accessing the resources, decision-making power, and institutional support necessary to scale their responses. Locally led actions not only improve the targeting of resources but also promote sustainability through community ownership and the integration of indigenous knowledge.

As climate risks grow, scaling up investment, enhancing local capacity, and strengthening collaboration between national and grassroots actors will be key to building long-term resilience across Kenya. As climate risks intensify, the success of Kenya's broader adaptation strategy will depend on how well it supports and enables local actors to lead, innovate, and protect their communities against current and future climate shocks.

The Financing Locally Led Climate Action (FLLoCA) program was Kenya's first transformative national framework for delivering climate action at the local level. Grounded in multilevel governance and devolution, FLLoCA channels climate finance directly to county governments and devolves decision-making to communities, aiming to enhance climate resilience and optimize the impact of investments. It serves as a flagship platform for multi-sectoral and multi-donor collaboration, aligning international funding, national priorities, and local initiatives.

Launched in 2020, FLLoCA promoted a decentralized approach to climate finance and governance, positioning communities—especially those most vulnerable to climate change—at the forefront of implementation. The program had employed a unique hybrid model that combined investment project financing (IPF) and performance-for-results (PforR) components, ensuring that a significant portion of the budget directly benefits local communities.

By emphasizing local ownership and participatory planning, the program sought to strengthen the capacity of both county and national governments to effectively manage climate risks and deliver context-specific, climate-resilient solutions. This locally led model represents a paradigm shift in climate governance, reinforcing the importance of inclusive, bottom-up strategies to address the climate crisis.

By decentralizing both resources and authority, it paved way for more effective, equitable, and sustainable climate action—putting power and responsibility in the hands of those most affected by climate change. To effectively tackle the growing threats of climate change, Kenya must scale up these decentralized efforts through increased investment, strengthening local institutions, capacity building, expanding access to climate data, policy support. and fostering partnerships between national agencies, development partners and grassroots actors is key for realization of the speed and scale required to address the climate crisis.

## **1.2 Statement of the Problem**

Communities across the country are experiencing worsening droughts, floods, and other climate-related hazards that threaten livelihoods, food security, and public infrastructure. Despite Kenya's increasing vulnerability to the adverse impacts of climate change and erratic weather patterns the equitable and effective delivery of climate finance to the grassroots level remains a persistent challenge. In response to this, the Government of Kenya established the FLLoCA program, an innovative initiative designed to decentralize decision-making authority to county governments and local communities.

Financing Locally-Led Climate Action program represents a groundbreaking shift in Kenya's climate finance landscape in channeling adaptation resources directly to county governments and communities. The program is anchored on six interlinked components—policy, legal and regulatory frameworks; capacity building; climate finance; community-led actions; technology and innovation; and monitoring, reporting and verification (MRV+). Despite the comprehensiveness of this structure, early implementation experiences across counties point to significant delivery and governance challenges that undermine the program's transformative intent.

At the heart of these challenges are critical gaps in the delivery approaches, particularly regarding awareness creation, information sharing, community participation, project identification, and inclusion of all stakeholders who remain insufficiently informed and involved in project identification and priority-setting processes. This weakens the locally led principles which are central to FLLoCA's program design and implementation. Many communities remain unaware of FLLoCA's objectives and processes, limiting their capacity to meaningfully participate in adaptation planning.

In terms of governance, although institutional arrangements such as County Climate Change Units (CCUs) and Ward Climate Planning Committees (WCPCs) have been established, their functionality and influence vary widely. This variation points to a persistent gap in coordination between community members and duty bearers, where mechanisms for inclusive decision-making remain weak or inconsistently applied. As a result, community voices are often sidelined, and the potential for localized, needs-based solutions is key in sustainability. As a result, there was a pressing imperative to assess the progress of FLLoCA's delivery mechanisms and governance structures in selected counties to provide evidence on how well the program is operationalizing especially in terms of awareness creation,

participation, project identification, institutional arrangements, decision-making, and stakeholder synergy which is critical to ensuring that FLLoCA delivers on its promise. Without such evidence, the program risks entrenching inequalities, missing its climate resilience targets, and failing to institutionalize sustainable, community-driven climate governance.

### **1.3 Objectives of the Study**

The Kenya Platform on Climate Governance (KPCG), PACJA’s National Platform in Kenya, in partnership with the County Governance Watch, Action Aid International Kenya and VSO Kenya undertook a study on, “Financing Locally-Led Climate Action in Kenya: A Study of FLLoCA Delivery Progress and Governance.” The overall objective of this study was to assess the delivery progress and governance structures of FLLoCA program in Kenya.

#### **1.3.1 Specific Objectives**

1. To identify governance and institutional arrangements for delivery of locally led climate action through FLLoCA
2. To review community engagement approaches for localizing climate actions
3. To assess the progress of delivery and governance arrangements in engaging communities in locally led climate solutions in Kenya.

### **1.4 Research Questions**

1. What governance and institutional arrangements have been established to support the delivery of locally led climate action through the FLLoCA program?

#### ***Sub-questions (aligned to Pillar 1: Governance and Institutional Arrangements):***

- a) To what extent are national and county policy frameworks aligned to support locally led climate action?
- b) What is the current capacity of institutional structures (e.g., CCCUs, WCCPCs) to plan, implement, and monitor FLLoCA interventions?
- c) How effective are coordination mechanisms—both vertical (national–county–community) and horizontal (across sectors)—in delivering climate resilience outcomes?
- d) What challenges exist in ensuring synergy among different levels of government and stakeholders?

2. What community engagement approaches have been adopted under FLLoCA to localize climate actions at the county and community levels?

***Sub-questions (aligned to Pillar 2: Community Engagement Approaches):***

- a) How aware are communities of FLLoCA’s objectives, processes, and interventions?
- b) What mechanisms exist for involving community members in identifying, planning, and budgeting for local climate actions?
- c) How inclusive are FLLoCA’s engagement processes for marginalized groups such as women, youth, and persons with disabilities?
- d) What are the enablers and barriers to translating policy and planning structures into meaningful grassroots involvement?
- e) What types of feedback and grievance redress mechanisms are in place, and how effective are they in ensuring accountability and responsiveness?

***Delivery and Progress Assessment Sub-questions***

3. To what extent have governance structures and institutional frameworks under FLLoCA facilitated delivery and progress of locally led climate solutions in Kenya?

- a) What are the perceived outcomes of FLLoCA Progress and Delivery for enhancing the relevance, equity, and sustainability of climate actions?

**1.5 Relevance of the Study**

This study was timely and significant in assessing the performance of Kenya’s flagship climate adaptation mechanism, for locally led climate action within the context of the country’s devolved governance system. Over the two years following its operationalization, FLLoCA aimed to empower county governments and local communities to plan, finance, and implement climate resilience initiatives. However, questions remained regarding the effectiveness of its delivery modalities and governance structures in actualizing an inclusive, people-centered adaptation as envisioned in Kenya’s Third Nationally Determined Contribution (NDC3). The relevance of this study laid in its people-centered focus, assessing whether FLLoCA had lived up to its promise of local ownership and equitable adaptation. Conducted over a seven-month period between June and December 2024, the study evaluated the program’s impact through the lenses of awareness creation, public participation, project identification processes, and inclusivity.

It also interrogated the governance dimensions, including the institutional arrangements, decision-making platforms, and synergies among key actors at both county and national levels. As Kenya moved to scale up adaptation commitments under the second nationally determined contribution and alignment with global climate finance frameworks, this study provided critical insights into what was working, what gaps persisted, and how FLLoCA could be strengthened to deliver just, accountable, and community-responsive climate action. The findings were particularly valuable to policymakers, county governments, civil society, and development partners committed to enhancing locally led adaptation for realization of climate resilience in Kenya.

### **1.6 Scope of the Study**

The study focused on 24 counties implementing the FLLoCA program and examined the non-financial dimensions of delivering locally led climate action. Specifically, the delivery component assessed community awareness, participation in planning processes, the identification of climate resilience projects, and the inclusion of marginalized groups. The governance component evaluated institutional arrangements, the roles of key implementing actors, decision-making structures, and inter-agency coordination mechanisms. Financial flows and resource allocation were deliberately excluded from the scope of this assessment because of time and bureaucratic process associated with accessibility of such data.

Community ratings and perceptions of progress were gathered through direct observations and lived experiences as crucial indicators of the governance arrangements effectiveness, inclusivity, and accountability of locally led climate action under the FLLoCA program. These grassroots perspectives provided a reality check on whether climate interventions were felt by the intended beneficiaries and helped to validate institutional progress. High or low ratings reflected citizen involvement in planning, delivery, and monitoring processes. Incorporating community-based observations into performance evaluations strengthens accountability and aligns with Kenya's commitment to public participation. Ultimately, this approach was expected to reinforce the program's legitimacy, promote trust in devolved systems, and align with Kenya's constitutional commitment to public participation and the core tenets of Locally Led Adaptation (LLA).

## **1.7 Limitation of the study**

While this study provided critical insights into the delivery progress and governance architecture of the FLLoCA program in Kenya, it was subject to several limitations. First, the study did not undertake a detailed examination of climate financing mechanisms, such as budget tracking, fund absorption rates, or the performance of results-based financing modalities. Although Component 3 of FLLoCA addressed climate finance, this research intentionally excluded financial dimensions, narrowing its scope to structural delivery aspects and the governance frameworks.

Second, the study did not extend to technical or biophysical evaluations, such as assessments of infrastructure resilience, environmental metrics, or the quantification of climate adaptation outcomes. The emphasis remained on institutional governance and people-centered delivery mechanisms, consistent with the adopted conceptual framework.

Lastly, the study recognized the potential for response bias among key informants, including county officials, implementing partners, and community representatives. To mitigate this, a triangulated methodology was employed, drawing from the compliance-focused, program-wide, official monitoring and structured reporting of FLLoCA including policy and programmatic documents, field observations, and community validation sessions. Purposive sampling was also applied to ensure the inclusion of diverse perspectives and to reduce subjectivity in the findings. Despite these limitations, the study made a meaningful contribution on decentralization of climate adaptation in the lens of locally led climate action principles while offering practical understanding of approaches of decentralization and institutionalization of community led adaptation approaches solutions within a multilevel governance framework. The study provides valuable input to lived experience, evidence-based policy recommendations to inform the continuous improvement of localizing climate adaptation to local levels.



## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

This chapter presents a comprehensive review of literature relevant to the delivery progress and governance of the FLLoCA program in Kenya. It explores theoretical underpinnings, key concepts, empirical studies, and relevant policy frameworks to situate the study within existing knowledge on climate adaptation and devolved governance. The review also identifies knowledge gaps that the current study seeks to fill, particularly in understanding how locally led climate action can be operationalized with a focus on the principles of inclusivity, participation, and effective multilevel governance at the county level.

#### **2.2 Theoretical Framework**

#### **2.3 Review of Relevant Legal and Policy Frameworks**

This study is grounded in the people-centered Adaptation Theory, which emphasizes the agency, knowledge, and needs of local communities as central to the success of climate adaptation interventions. According to Schipper et al. (2021), climate adaptation efforts must be grounded in the real-life experiences, needs, priorities, and capabilities of local communities—especially those most vulnerable to climate risks. Climate impacts vary by region and social group, adaptation strategies should therefore be tailored to local ecological, cultural, and socio-economic contexts. Adaptation must be driven by the people it aims to protect, recognizing communities as active agents rather than passive recipients of aid. On governance and Institutions must be flexibility, transparency, and accountability, enabling continuous learning, feedback, and course correction based on community input. The People-Centered Adaptation Theory redefines successful adaptation as not just infrastructure or investment, but as the transformation of governance to place communities at the center—with their agency, knowledge, and lived realities shaping the entire adaptation process.

To operationalize this theory, the study also draws from Governance Theory developed by Rhodes (1996) and later expanded by Kooiman (2003), focuses on how decisions are made, coordinated, and implemented in complex systems involving multiple actors, levels of authority, and institutional structures. It focuses on the structures, processes, and relationships through which decisions are made

and implemented in complex multi-actor settings and moves beyond traditional, top-down models to emphasize collaborative and networked approaches to public policy and service delivery. Effective governance requires vertical (national–county–community) and horizontal (inter-sectoral or inter-agency) coordination to align objectives, avoid duplication, and manage trade-offs. Emphasizes inclusion of non-state actors—civil society, communities, private sector, and development partners—as legitimate and necessary contributors to public decision-making. The Governance theory in this study, helps explain how institutional arrangements, synergy among stakeholders, and decision-making platforms influence the performance of climate programs like FLLoCA in devolved systems.

The theory provides a strong conceptual foundation for locally led climate action, aligning closely with the FLLoCA program’s emphasis on community engagement, participatory planning, and inclusive governance. The literature affirms that locally led climate adaptation is not only a strategic imperative but also a governance necessity. FLLoCA operationalizes this shift by aligning Kenya’s devolved structures with global best practices, aiming to ensure climate resilience is inclusive, participatory, and community-driven. However, it also highlights that success depends on addressing persistent gaps in engagement, capacity, awareness, and coordination.

### **2.3.1 Global Commitments to Localizing Climate Adaptation**

As a Party to the Paris Agreement, Kenya has demonstrated a strong policy commitment to advancing climate change adaptation, particularly at the community level. In its updated Nationally Determined Contributions (NDCs), the government emphasizes the decentralization of adaptation planning and the integration of climate resilience measures into county and local development frameworks. This approach aligns with Article 7 of the Paris Agreement, which highlights the significance of adaptation as a global objective with localized implementation.

Kenya’s updated 2020 nationally determined contribution (NDC) prioritizes locally led adaptation and commitment to strengthening county-level governance. It aligns global commitments with domestic resilience pathways, reinforcing the importance of LLCA mechanisms. Kenya prioritizes community-based adaptation (CBA) interventions, and participatory natural resource management as essential strategies to enhance the adaptive capacity of vulnerable populations.

Through this framework, Kenya aims to institutionalize bottom-up adaptation planning, ensuring that local knowledge, needs, and priorities inform national climate policy. These commitments reflect a strategic policy direction focused on embedding resilience within socio-economic systems, reducing vulnerability, and achieving sustainable development in the context of a changing climate.

### **2.3.2 Alignment with Regional Frameworks on Climate Change**

Kenya's commitment to regional climate action is strongly aligned with the African Union's Climate Change and Resilient Development Strategy (2022–2032) and the East African Community (EAC) Climate Change Policy (2011), both of which emphasize subsidiarity, decentralization, and collaborative adaptation governance. These regional frameworks mirror the foundational tenets of Locally Led Adaptation (LLA), particularly the principles of devolving decision-making to the lowest appropriate level, investing in local capabilities, and ensuring equitable and inclusive adaptation processes.

Kenya's national localization of these principles is exemplified through the FLLoCA program, which institutionalizes climate action at the county level by promoting local ownership, multi-level coordination, and regional knowledge exchange. Through its emphasis on participatory planning, context-specific responses, and the establishment of climate-responsive institutions such as County Climate Change Units (CCCU) and Ward Climate Change Planning Committees (WCCPCs), FLLoCA reflects the global shift toward more bottom-up, community-driven adaptation governance.

Kenya's approach to climate adaptation is decentralization through county governments which play a key role in managing climate risks and resources. The County Climate Change Fund (CCCF)—legislated at the county level to facilitate direct access to climate finance enabling them to receive and manage climate finance directly, reflecting the subsidiarity principle emphasized by both the AU and EAC frameworks. In doing so, Kenya advances the principle of transparency and accountability, while embedding resilience planning in existing governance frameworks and enhancing local climate literacy through integrated climate information services.

Kenya's model demonstrates how subsidiarity and local empowerment, as advocated by the AU and EAC, can be effectively operationalized within a devolved governance system that empowers counties as frontline agents of climate resilience.

### **2.3.3 National Level Policy and Regulatory Frameworks**

The Constitution of Kenya (2010) enshrines the right of every person to a clean and healthy environment under Article 42. This provision mandates the state to adopt preventive and remedial measures and legitimizes climate programs such as the FLLoCA initiative, which addresses climate vulnerability through grassroots-led solutions. Chapter Eleven on devolution, along with Articles 10 and 174(c), emphasizes public participation and the decentralization of service delivery. These constitutional principles underpin FLLoCA's localized implementation model, in which county governments and communities co-design, co-finance, and co-deliver climate resilience initiatives tailored to local contexts.

The National Climate Change Response Strategy (NCCRS, 2010) provided Kenya's first comprehensive framework for coordinated climate action, laying the foundation for integrating climate risk considerations into national and subnational planning. It emphasized the importance of conducting climate risk and vulnerability assessments as a basis for evidence-based planning, adaptive resource allocation, and targeted interventions. This strategic emphasis is operationalized in FLLoCA through its commitment to participatory climate risk profiling and community-driven planning processes.

By embedding vulnerability assessments at the ward level, FLLoCA ensures that adaptation priorities are grounded in local realities and reflect the lived experiences of climate-affected communities. This alignment reinforces the shift toward locally led climate action, where solutions are not only responsive but also co-produced by those most impacted.

The Climate Change Act of 2016 advances Kenya's climate governance by establishing a comprehensive legal and institutional framework. It creates the National Climate Change Council and the Climate Change Directorate to coordinate efforts across all levels of government. The Act mandates counties to develop County Climate Change Fund (CCCF) regulations; integrate climate change into County Integrated Development Plans (CIDPs) and to establish County Climate Change Units (CCCU) and Ward Climate Change Planning Committees (WCCPCs).

Crucially, the Act also empowers county governments to manage climate finance and mandates public participation in the identification, implementation, and evaluation of climate actions. The Act provides the enabling environment for locally led planning, budgeting, and implementation of adaptation measures. These provisions align directly with FLLoCA's model by reinforcing governance legitimacy, accountability, and transparency in climate decision-making.

The National Adaptation Plan (NAP) 2015–2030 provides a comprehensive strategic framework for integrating climate adaptation into Kenya's development planning across all levels of government. It identifies vulnerable sectors and regions, promotes sub-national planning, and prioritizes access to climate finance to enhance resilience and adaptive capacity in line with Vision 2030 and the Climate Change Act of 2016. The NAP emphasizes macro-level adaptation actions aligned with economic sectors and county-level vulnerabilities, supported by monitoring and evaluation indicators at national, sectoral, and county levels.

The Financing Locally-Led Climate Action program directly supports and operationalizes the NAP's objectives by enabling counties and communities to develop context-specific adaptation projects grounded in localized vulnerability profiles and community priorities.

FLLoCA's approach is a practical manifestation of the NAP's call for sub-national planning and community engagement. It fosters collaborative partnerships between communities, county governments, and national agencies, ensuring that adaptation interventions are tailored to local contexts and needs. FLLoCA enriches the NAP framework by translating its strategic priorities into actionable, locally led projects that build resilience from the ground up. It enhances the NAP's goals of integrating adaptation into development planning, prioritizing vulnerable populations, and leveraging climate finance through strengthened institutional capacities, civil society engagement and community partnerships. This synergy between the NAP and FLLoCA exemplifies Kenya's commitment to a decentralized, inclusive, and effective climate adaptation agenda.

The National Climate Change Policy (2016) further embeds participatory and decentralized approaches into Kenya’s climate architecture. It promotes the mainstreaming of climate considerations into planning and budgeting, encourages multi-stakeholder collaboration, and emphasizes gender equality and social inclusion. FLLoCA operationalizes these principles by engaging community-based organizations, ward climate planning committees, county departments, civil society, and private sector actors throughout the program cycle.

The National Climate Change Action Plan (NCCAP) translates policy commitments into actionable priorities by detailing mitigation and adaptation measures, institutional mandates, and implementation timelines. It underscores the need for strong governance, integrated planning, and participatory monitoring systems. The NCCAP supports the locally led climate action through the FLLoCA program, for providing financial resources and capacity building to counties to plan, budget, implement, and monitor climate resilience initiatives at community and ward levels. FLLoCA includes grants such as the County Climate Institutional Support (CCIS) Grant and the County Climate Resilience Investment (CCRI) Grant to incentivize and enable counties to deliver locally driven climate actions. The NCCAP emphasizes collaboration among national and county governments, civil society organizations, development partners, and private sector actors to support locally led climate initiatives, enhancing coordination and resource mobilization at the local level.

### **2.3 Subnational level policy and regulatory frameworks**

Empirical evidence from Kenya’s devolved climate governance model demonstrates that local knowledge is crucial in designing adaptive interventions that are context-specific and socially inclusive. Studies conducted in counties such as Makueni, Kisumu, and Wajir (Ali et al., 2023; Petesch et al., 2024) reveal that communities possess deep insights into localized vulnerabilities—including erratic rainfall, shifting planting seasons, and flood-prone areas—that often go unrecognized in top-down planning approaches. Sub-national governments, by virtue of their proximity and legal mandate under the Climate Change Act (2016), have emerged as pivotal actors in operationalizing locally led climate action. County-level institutional arrangements—including County Executive Committee Members (CECMs) for Environment, County Climate Change Units (CCCUs), Ward Climate Change Planning Committees (WCCPCs), and Project Management Committees—serve as formal structures for integrating local priorities into planning, budgeting, and monitoring processes.

Complemented by the engagement of civil society and community-based organizations, these structures enable participatory, accountable, and equity-oriented climate governance. The FLLoCA program, through performance-based grants and capacity-building support, has further institutionalized these arrangements, validating the proposition that devolution is a catalyst for effective and locally owned climate resilience. However, the effectiveness of these structures varies, with capacity constraints, inconsistent coordination, and limited community awareness cited as key challenges across multiple counties.

## **2.4 Locally Led Climate Action**

The concept of Locally Led Climate Action (LLCA) emerged in response to the recognition that effective and equitable climate adaptation must be driven by local actors—those most affected by climate risks. The Principles for Locally Led Adaptation (LLA) were formally launched in 2021, co-developed by the Global Center on Adaptation (GCA), the International Institute for Environment and Development (IIED), the World Resources Institute (WRI), and over 80 partner organizations, including governments, donors, and civil society.

The adoption of LLCA was catalyzed by frustration with top-down adaptation strategies that excluded local voices or failed to address context-specific needs. The Pan African Climate Justice Alliance, a member of the study partners, is one of the signatories to the LLA principles. The principles for locally led adaptation emphasize empowering local communities to lead climate change adaptation efforts, ensuring they have decision-making power, access to finance, and the capacity to sustainably manage climate risks. The key principles include:

### ***Principles for Locally Led Adaptation (LLA)***

✓ (i) **Devolving decision-making to the lowest appropriate level**

Local institutions and communities gain direct access to finance and lead the planning, implementation, monitoring, and evaluation of adaptation actions.

(ii) **Addressing structural inequalities**

Ensuring that adaptation efforts deliberately tackle gender, social, economic, and political inequalities, and include marginalized groups such as women, youth, Indigenous Peoples, people with disabilities, and displaced persons.

- (iii) Providing patient and predictable funding**  
Long-term, accessible, and flexible finance that allows for planning, risk-taking, and building adaptive capacity at the local level—rather than short-term project-based funding.
- (iv) Investing in local capabilities**  
Building the institutional capacity of local actors—government, civil society, and communities—to sustain adaptation efforts beyond individual projects or donor cycles.
- (v) Building robust understanding of climate risk**  
Blending local, Indigenous, and scientific knowledge systems to inform climate risk assessment, prioritization, and action.
- (vi) Flexible programming and learning**  
Supporting adaptive management by allowing programs to evolve through continuous learning, monitoring, and community feedback.
- (vii) Ensuring transparency and accountability**  
Establishing downward accountability mechanisms and ensuring local stakeholders are informed and able to oversee financial and programmatic decisions.
- (viii) Collaborative action and investment**  
Encouraging coordination across sectors, levels of government, and funding streams to align adaptation efforts, reduce duplication, and amplify impact.

LLA is a power-shift agenda whose success hinges on handing genuine decision authority (and budget control) to sub-national actors, not just consulting them. It emphasizes capacity plus financing that is predictable multi-year and must be paired with long-term institutional strengthening; otherwise, local bodies struggle to absorb funds responsibly. Locally led climate action is a critical approach to addressing the challenges of climate change in Kenya and other developing countries. By empowering local communities to take charge of their own climate action efforts, we can ensure that solutions are tailored to the specific needs and contexts of each community.

Kenya has operationalized these principles through the FLLoCA Program, which is a national-scale model of devolved climate finance designed to empower counties and local communities in climate resilience planning and implementation. The Program was designed to strengthen the capacity of county governments to plan, budget, implement, and monitor climate resilience investments in collaboration with local communities.

It promotes the development and institutionalization of supportive policy and regulatory frameworks at both national and county levels, embedding locally directed climate action into formal governance systems. By leveraging Kenya’s devolved governance structure, FLLoCA aimed to foster inclusive and collaborative decision-making, ensuring meaningful citizen engagement and promoting local ownership of climate initiatives. FLLoCA aimed to institutionalize genuine participation through structures like Climate Change Planning Committees (CCPCs) and stakeholder forums, in line with Article 10 and Article 174(c) of Kenya’s Constitution and the Climate Change Act (2016).

Under predictable financing, the program secured over USD 297 million in funding over a five-year period, with support from the World Bank, Denmark, Sweden, and other partners, providing consistent financial backing for local climate resilience efforts. FLLoCA also prioritized equity by addressing structural inequalities and ensuring that the needs of vulnerable and marginalized groups were integrated into climate planning and implementation. To uphold transparency and effectiveness, the program sought to enhance accountability mechanisms through establishing coordination, monitoring, and reporting systems at both national and county levels.

## **2.5 Conceptual Framework**

This study adopts a people-centered conceptual framework that places communities at the core of locally led adaptation (LLA) processes, particularly in the context of the FLLoCA program. The framework is anchored in the Locally Led Adaptation Principles. The elements are framed within the devolved governance structure established by the Constitution of Kenya (2010), which mandates that service delivery be tailored to local needs, and public participation to be upheld as a core value of climate and development planning with emphasis on inclusivity and local agency as shown in the figure 1 below:



## Conceptual Framework for Financing Locally Led Climate Action in Kenya – Delivery and Progress

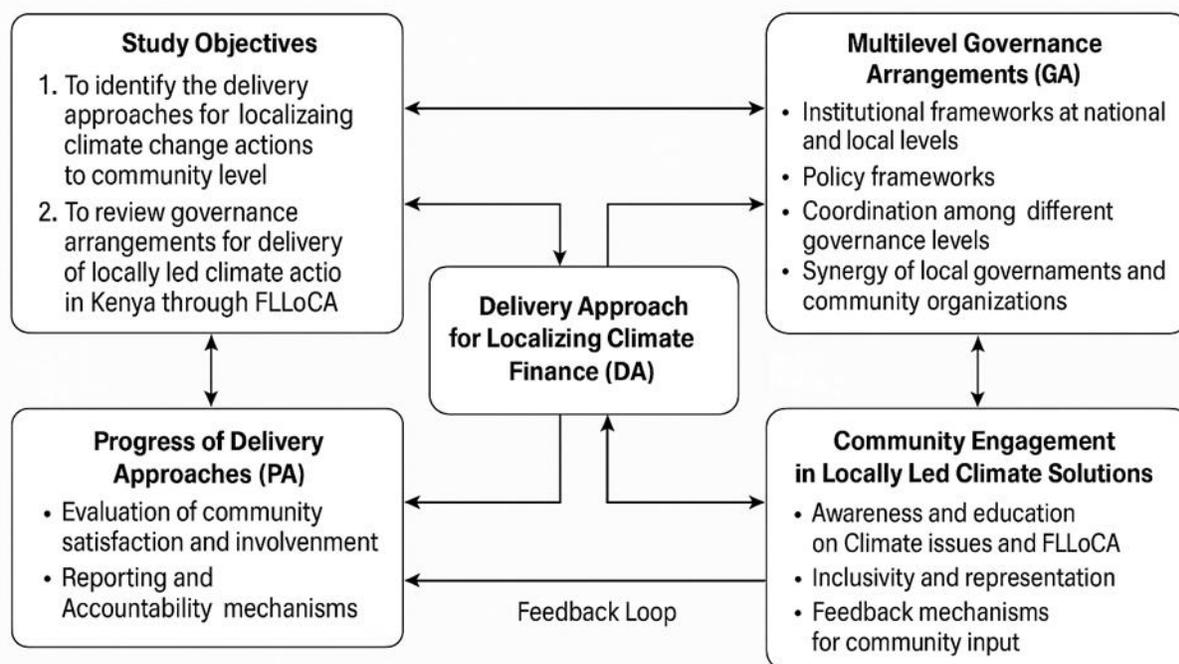


Figure 1: Conceptual Framework ( Source: Ngige, Faith (2024)

The study on the delivery and progress of the Financing Locally Led Climate Action (FLLoCA) program was structured around a conceptual framework that integrated five interdependent dimensions, organized under two core study pillars:

1. Governance and Institutional Arrangements for Localizing Climate Action and
2. Community Engagement Approaches in Locally Led Climate Action, as outlined below:

### (i) Governance and Institutional Arrangements for Localizing Climate Action

This pillar focused on the institutional structures for devolving climate action, decision-making platforms, coordination mechanisms, and accountability systems that facilitate effective delivery and oversight of FLLoCA activities systems, policies, at the sub-national level. It comprised three dimensions:

- **Policy and Regulatory Alignment** – Assessed the coherence and responsiveness of climate-related legal and policy frameworks at national and county levels in supporting locally led action.

- **Institutional Capacity** – Evaluated the capabilities of county-level structures (e.g., County Climate Change Units, Ward Climate Planning Committees) to plan, implement, and manage climate programs.
- **Coordination Mechanisms and Synergy** – Explored how coordination was achieved vertically (across national, county, and community levels) and horizontally (across sectors and institutions), and how synergy among actors enhanced climate resilience outcomes.

## **(ii) Community Engagement Approaches in Locally Led Climate Action**

This pillar examined the depth, quality, and inclusiveness of and community participation in the climate action process. It focused on the following expanded dimensions:

- **Awareness and Capacity** – Investigated the level of public understanding of climate change risks, FLLoCA’s objectives, and stakeholder roles in adaptation. Awareness was found to be a critical precursor to effective engagement, as also emphasized by Adger et al. (2009), who highlight climate literacy as fundamental to adaptive capacity and behavior change.
- **Inclusion and Equity** – Evaluated whether marginalized and vulnerable groups (e.g., women, youth, Indigenous Peoples, persons with disabilities, displaced populations) were meaningfully included in the planning and decision-making processes of climate action.
- **Project Identification** – Examined how communities were engaged in identifying priorities, proposing projects, and contributing to planning processes.
- **Feedback Mechanisms** – Assessed the effectiveness of mechanisms that enabled continuous dialogue, responsiveness, and the course of correction during implementation. These mechanisms were essential for improving transparency, responsiveness, and adaptive learning as well as enhanced local ownership.

**(iii) Delivery approach and progress** - The delivery approach and progress was assessed through community lens focusing on evaluation of satisfaction and involvement as well as reporting and accountability mechanisms that can lead to successful project outcomes.

The two by seven-dimensional framework offered a comprehensive and integrative lens for assessing how well FLLoCA delivered on its commitment to locally led climate action. It captured the interplay between institutional capacity, policy coherence, and meaningful community engagement. Emphasis was placed on fostering awareness, enabling inclusive participation, establishing feedback

mechanisms, and promoting coordination and synergy across governance levels—all critical to ensuring equitable, community-owned climate resilience outcomes.

## **2.6 Empirical Review**

The urgent need for climate action is undeniable, and a growing body of evidence points to the potential of decentralized approaches. Bringing climate initiatives closer to the communities they impact offers the promise of more effective, context-specific solutions. The comparative study of locally led climate adaptation initiatives in Kenya, Mali, Senegal, and Tanzania highlights a common foundation built on decentralization, community empowerment, and participatory planning, with each country tailoring its approach to local governance and climate realities. The Financing Locally-Led Climate Action in Kenya program leverages Performance-for-Results and Investment Project Financing to empower counties through dedicated climate funds and inclusive ward-level planning, resulting in institutionalized climate budgeting and stronger sub-national frameworks.

Mali and Senegal implement the Decentralized Climate Funds (DCF) model, which channels climate finance directly to local governments based on priorities identified through community participation. Mali's experience showcases inclusive financing mechanisms and policy-backed decentralization reforms that support resilience-building, especially among women and youth. In Senegal, decentralized climate finance is complemented by grassroots initiatives such as women-led cooperatives, climate-smart villages, and reforestation programs, enhancing both livelihoods and ecological restoration. Tanzania's localized approach, through local community climate hubs, emphasizes nature-based solutions, youth- and women-led entrepreneurship, and performance-based finance, fostering innovation in areas like waste-to-energy.

Collectively, these initiatives underscore the effectiveness of decentralized finance, inclusive leadership, and institutional strengthening in delivering sustainable and scalable climate adaptation, offering replicable models for other regions and countries (Steinbach et al., 2022, pp. 31–38).

Existing studies highlight the mixed picture in Kenya's decentralized climate efforts. Oduor et al. (2023) acknowledge the significant strides made by Kenyan counties in developing climate policies and establishing County Climate Change Funds. Yet, their research also underscores the persistent capacity gaps that hinder the effective translation of these frameworks into concrete action on the

ground. This disconnect between policy and practice raises critical questions about the resources, training, and expertise available to local actors. Furthermore, Wachira & Ndegwa (2022) point to a critical democratic deficit in Kenya's climate governance. While the Constitution and Climate Change Act mandate public participation, the reality often falls short. Participation often remains tokenistic, offering communities little genuine influence over project design and implementation. This lack of meaningful engagement not only undermines the legitimacy of climate initiatives but also risks overlooking valuable local knowledge and perspectives.

Recent reviews of the Financing Locally Led Climate Action (FLLoCA) pilot phases, as reported by the Council of Governors (2023), offered a more optimistic perspective. The establishment of County Climate Change Units (CCUs) and the integration of communities in ward-level planning are highlighted as positive developments. These initiatives demonstrate a commitment to building local capacity and fostering participatory processes.

Recent reviews of FLLoCA pilot phases (Council of Governors, 2023) reports had promised outcomes, such as the establishment of County Climate Change Units (CCUs) and the integration of communities in ward-level planning. However, inconsistencies in awareness creation, inclusion of vulnerable groups, and data systems for tracking outcomes remain prevalent. Additionally, the use of performance-based grants—though innovative—has been limited by uneven technical capacity across counties and weak synergy among implementing entities.

Kenya is not alone in grappling with these challenges, lessons from similar programs in countries like Bangladesh and Nepal, as highlighted by the Global Center on Adaptation (GCA, 2023), emphasize the critical ingredients for successful locally led adaptation: clear mandates, accessible financing, and active civil society engagement. These factors are crucial for empowering local communities and ensuring the sustainability of climate initiatives. Kenya can unlock the full potential of decentralized climate action and build a more resilient and sustainable future for all its citizens. The path forward requires a concerted effort to bridge the gap between policy and practice, empower local communities, and ensure that climate action truly leaves no one behind. These findings reinforce the relevance of this study in exploring Kenya's progress and delivery approaches for locally led climate action.

## 2.7. Research Gaps

The global push for climate adaptation is increasingly recognizing the importance of locally led approaches. The Kenya Financing Locally Led Climate Action (FLLoCA) program represents a significant step towards empowering communities to address climate change at the grassroots level. However, despite growing documentation and enthusiasm surrounding FLLoCA, a critical gap remains: a systematic understanding of its delivery processes and governance structures from the lived experience and a people-centered adaptation perspective.

While existing evaluations often prioritize institutional readiness and the tracking of financial flows, they often overlook the critical component of how FLLoCA impacts the lived realities of local communities. Are communities truly involved in project identification? Do they feel included and empowered in the decision-making processes that affect their lives and livelihoods?

These vital questions often go unanswered. Furthermore, the effectiveness of inter-agency coordination, the crucial role of sub-county structures in implementation, and the translation of national climate goals into tangible local action require deeper investigation. This study sought to fill these gaps by assessing the community perspectives on delivery and progress of implementing locally led climate action through FLLoCA in 24 select counties.

FLLoCA

## **CHAPTER THREE**

### **METHODOLOGY**

#### **3.1 Introduction**

This chapter outlines the methodology adopted for assessing the delivery progress and governance structures of the FLLoCA program in Kenya. The chapter details the research design, study context, target counties, population, sampling methods, sample size, data collection tools, data analysis procedures, limitations, and ethical considerations. The selected methodology ensured that both the quantitative and qualitative dimensions of FLLoCA's implementation were adequately captured to answer the research objectives relating to awareness, participation, project identification, inclusion, and governance.

#### **3.2 Research Design**

This study adopted a mixed-methods research design to comprehensively assess the delivery progress and governance structures of the FLLoCA program. The integration of both quantitative and qualitative methods allowed for a holistic and multi-layered understanding of the program's implementation across counties and at the national level.

What made this study unique was not only the diversity of methods but also the deliberate inclusion of varied governance actors and stakeholder levels, thereby ensuring representativeness and inclusivity in the evaluation process. Data collection was carried out in a manner that mirrored the multi-actor nature of climate governance and delivery progress in Kenya.

A particularly distinctive feature of the research design was the National Focus Group Discussion (FGD), which served as a multi-stakeholder validation and engagement forum. This session brought together a cross-section of climate actors.

The national FGD offered a rare collective dialogue space for synthesizing perspectives from policy, implementation, advocacy, and community engagement levels, thus reinforcing the credibility and contextual relevance of the findings. Moreover, case studies and site observations of selected FLLoCA-funded projects helped validate reported data, capturing the program’s outcomes in real-time and offering practical insights into how governance decisions were translated into local action.

### **3.3 Study Context**

This study was conducted within the evolving landscape of multilevel climate governance in Kenya, with a focus on the FLLoCA program—Kenya’s flagship initiative for operationalizing climate resilience through devolved governance. The study was grounded on the urgency to localize climate action as a means of ensuring context-responsive, equitable, and effective interventions at the community level.

In alignment with the conceptual framework adopted for the study, which integrates seven interdependent dimensions under two pillars (1) Governance and Institutional Arrangements and (2) Community Engagement Approaches—the research interrogated the institutional, participatory, and programmatic elements of FLLoCA at both county and national levels. Guided by the globally endorsed Locally Led Adaptation (LLA) principles, which advocate for devolved decision-making, building local capabilities, addressing structural inequalities, and ensuring transparency and accountability, the study prioritized people-centered approaches to assess how adaptation is implemented on the ground. It sought to explore how these principles manifest in Kenya’s decentralized system through FLLoCA’s delivery architecture. The study’s scope was shaped by seven key parameters, derived from both the LLA principles and FLLoCA’s core operational and institutional architecture including the following:

- Governance – Investigated the institutional arrangements, capacity, coordination, and effectiveness of key actors such as County Climate Change Units (CCCUs), Ward Climate Change Planning Committees (WCCPCs), and other structures mandated under the Climate Change Act (2016) and FLLoCA guidelines.
- Synergy – Assessed intergovernmental and inter-institutional collaboration across sectors and levels of government, to identify strengths and gaps in vertical and horizontal coordination.

- **Transparency and Accountability** – Examined the clarity of mandates, accessibility of information, and functionality of grievance redress mechanisms in promoting program integrity and responsiveness.
- **Awareness** – Assessed the level of public understanding of the FLLoCA program at the community level, including awareness of climate risks, program objectives, and community satisfaction with outreach.
- **Participation** – Explored the degree to which communities and stakeholders engaged in decision-making, planning, implementation, and monitoring of climate adaptation interventions. It also reviewed the existence and functionality of feedback, accountability, and grievance mechanisms.
- **Inclusion** – Evaluated the presence and influence of marginalized and vulnerable groups—particularly women, youth, and persons with disabilities—within climate planning and decision-making processes at local levels.
- **Feedback Mechanisms** – Assessed the systems in place for capturing, processing, and acting on community feedback and learning for adaptive program management.

These parameters served as the foundation for data collection, analysis, and interpretation. Together, they offered a comprehensive lens for evaluating the degree to which FLLoCA delivers on its promise of inclusive, participatory, and locally responsive climate action. The study did not cover the dimension of fiscal decentralization in depth, recognizing it as a distinct area requiring financial audit tools and macroeconomic policy analysis beyond the scope of this governance- and engagement-focused research.

The analysis spanned two years of FLLoCA implementation, with a focused seven-month primary study period (June–December 2024). It provides timely insights into how Kenya’s devolved climate governance system is evolving and how future programmatic adjustments can enhance its alignment with both national policy priorities and global adaptation principles.

### **3.4 Study Area/Location**

The study was conducted in 24 counties across Kenya, strategically selected to represent the country’s diverse ecological zones, socio-economic contexts, and stages of FLLoCA implementation. County selection was guided by the County Economic Blocs (CEBs) framework—formalized platforms for inter-county collaboration in development planning, resource mobilization, and coordinated service delivery. This approach ensured a geographically balanced representation and enabled comparative analysis of how locally led climate action is being localized through devolved governance systems. The use of the CEB framework allowed the study to capture variations in institutional capacity, climate vulnerability, and community engagement across different ecological and administrative regions. It also provided insight into how counties coordinate horizontally within blocs and vertically with national agencies in the implementation of climate resilience programs. The selected counties were organized under Economic Blocs, providing a structured basis for analyzing cross-county trends, institutional effectiveness, and FLLoCA.

#### **3.4.2 Target Population and Sampling Procedure**

The study employed purposive sampling to select counties that best represent Kenya’s ecological diversity, institutional variation, and stages of FLLoCA implementation. This non-probability sampling technique was appropriate given the study’s objective to assess the governance and community engagement dimensions of the FLLoCA program across different devolved contexts.

Purposive sampling allowed the research team to intentionally target counties that had operational climate governance structures, such as County Climate Change Units (CCCU) and Ward Climate Change Planning Committees (WCCPCs), thereby ensuring relevance to the study’s conceptual framework. It also ensured inclusion of counties from each County Economic Bloc (CEB), which reflect Kenya’s regional economic and political groupings used for policy and development coordination. Moreover, given the study’s focus on locally led adaptation principles—such as devolved decision-making, equity, and community participation—it was essential to include counties with active or emerging FLLoCA investments, as well as varied levels of institutional capacity and climate vulnerability. This approach enabled deeper analysis of how local contexts influence program delivery and community engagement.

Thus, purposive sampling provided the flexibility and strategic coverage necessary to generate insights that are analytically transferable, even if not statistically generalizable, across Kenya’s devolved governance landscape. The selected counties and justification were as follows:

Table 1: COUNTIES OF STUDY

<b>County Economic Bloc</b>	<b>Counties Covered</b>	<b>Justification</b>
1. Lake Region Economic Bloc (LREB)	Siaya, Kisii, Kisumu	High population density, proximity to Lake Victoria and climate-smart projects.
2. Western Region	Vihiga, Busia, Kakamega	Rain-fed agriculture and dominant and strong community-based initiatives.
3. Central – Mt Kenya & Aberdare Bloc	Nyandarua, Kiambu, Meru, Laikipia	Mixed agriculture systems and strong institutional structures.
4. Jumuiya ya Kaunti za Pwani (JKP)	Kilifi, Kwale, Taita Taveta	Coastal vulnerabilities; integration of marine and climate resilience.
5. North Rift Economic Bloc (NOREB)	Nandi, Uasin Gishu, Kajiado, Turkana	Covers both arid and semi-arid zones and high-potential regions.
6. South Eastern Kenya Economic Bloc (SEKEB)	Machakos, Makueni, Narok	Faces recurrent droughts; significant climate risk adaptation work.
7. Frontier Counties Development Council (FCDC)	Isiolo, Mandera, Elgeyo Marakwet, West Pokot	Arid/semi-arid counties; highly climate-vulnerable; access to CCCFs.

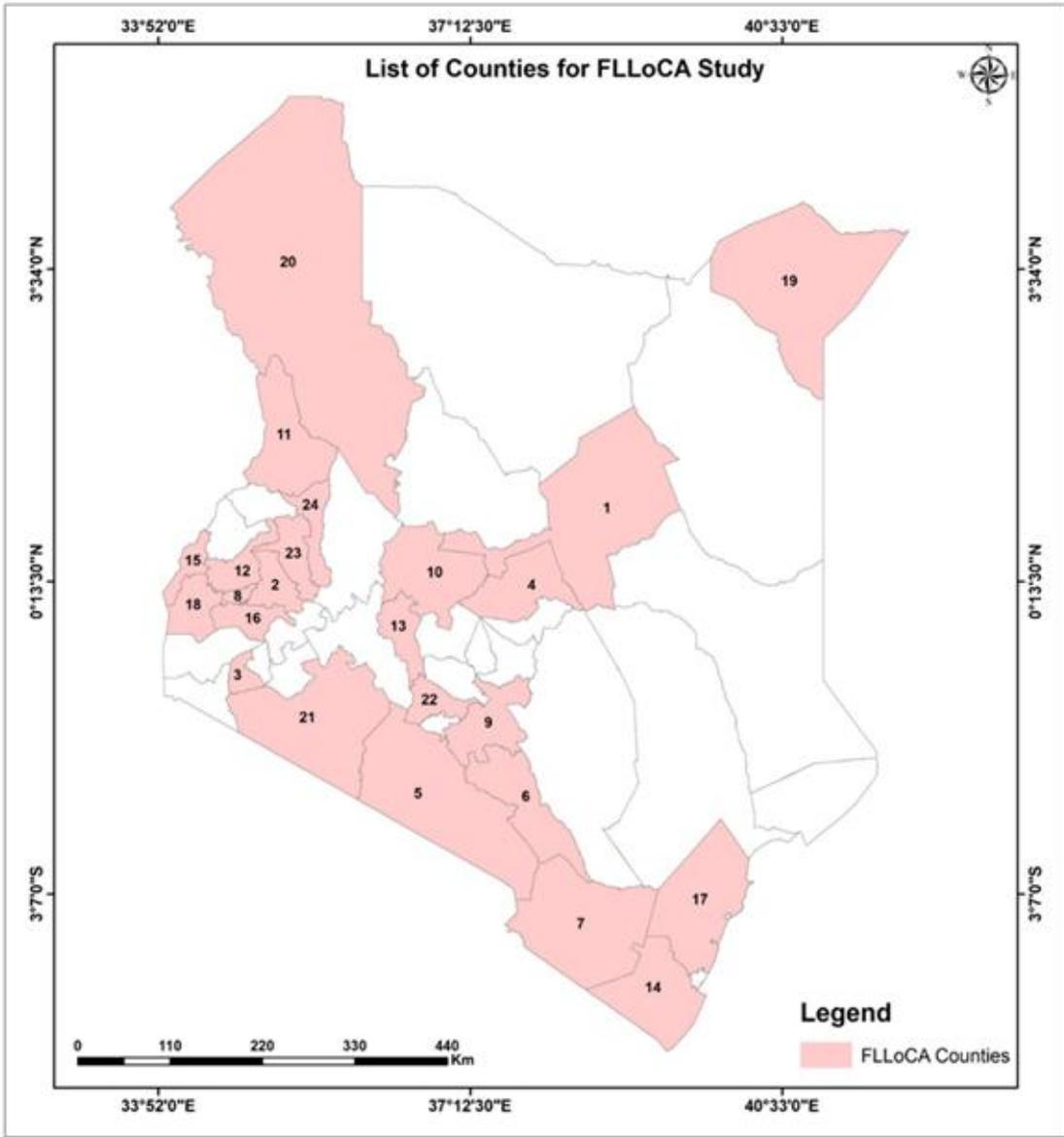


Figure 2: Counties of Study ( Source, CGW, 2024)

This regional representation enabled the study to draw comparative insights across blocs, identify county-level delivery progress, and evaluate how governance structures both at the national and county levels support or constrain FLLoCA implementation.

### 3.4 Sample Size

The survey was conducted with 539 respondents. Additionally, 51 county-level and 5 national-level focus group discussions were conducted, along with in-depth interviews with 84 key informants at the county level and 8 at the national level. For qualitative data collection, purposive sampling was used to select key informants and focus group participants, ensuring the inclusion of relevant and diverse perspectives.

Table 2; Sample Size

<b>Tool Administered</b>	<b>Respondents</b>
Respondents	539
National-level KIIs	8
County Officials – KIIs	84
County Focus Group Discussions (FGDs)	51
National Focus Group Discussions (FGDs)	6
Observation Guide (project sites)	60
<b>Total</b>	<b>748</b>

### 3.5 Study Plan and Flow

Table 3: STUDY PLAN AND FLOW

<b>Inception Phase and study design</b>	<b>Execution (Data collection)</b>	<b>Analysis and reporting</b>	<b>Validation and finalization</b>
<ul style="list-style-type: none"> <li>Inception meeting- of collaborating parties - ToRs sharing</li> </ul>	<ul style="list-style-type: none"> <li>Review and approval of the inception report</li> <li>Train enumerators on tools and survey methods</li> </ul>	<ul style="list-style-type: none"> <li>Transcription of interviews</li> <li>Thematic categorization of data</li> </ul>	<ul style="list-style-type: none"> <li>Review of the draft report</li> <li>Presentation of preliminary findings to stakeholders</li> </ul>

Inception Phase and study design	Execution (Data collection)	Analysis and reporting	Validation and finalization
<ul style="list-style-type: none"> <li>• Working Team assembly and briefing -</li> <li>• Review and alignment of study tools, materials</li> <li>• Review the study design</li> <li>• Development of data collection tools</li> <li>• Submit the inception report</li> </ul>	<ul style="list-style-type: none"> <li>• Desk top Review</li> <li>• Administration of questionnaire-survey</li> <li>• Key informant interviews (via relevant and practical physical and using online platforms, Telephone calls, ODK/Kobo Collect etc.</li> <li>• Focus Groups discussions – FGDs</li> <li>• Observation checklist and Case studies</li> <li>• Reports and Documents review</li> </ul>	<ul style="list-style-type: none"> <li>• Thematic analysis as per the study objectives/ indicators</li> <li>• Write shop and Development of the draft report</li> <li>• Dissemination for input of the first draft for input to primary stakeholders and partners</li> </ul>	<ul style="list-style-type: none"> <li>• Incorporation of comments and finalizations of study report</li> <li>• Validation of report</li> <li>• Submission of the final report</li> <li>• Publishing and dissemination of the final report</li> </ul>
<b>Deliverables</b>			
Inception report, including study survey tools	Data collection team, tools, and methods agreed, data collected	Data Transcripts, Draft Study Report	Draft Report, Validation report PPT, Final Report

## **3.6 Data Collection Methods**

### **3.6.1 Secondary Data Collection**

Relevant government policies, program documents, financial reports, and monitoring and evaluation data were analyzed to extract quantitative information on program implementation, budget allocation, and project outcomes.

### **3.6.2 Primary data Collection**

#### **3.6.2.1 Structured interviews**

Structured questionnaires were administered to a representative sample of beneficiaries, National and county government officials, and civil society organizations (CSOs) to gather data on the program awareness, satisfaction, access to finance, and perceived impact.

#### **3.6.2.2 Key informant interviews**

Key informants, including government officials, CSO representatives, and community leaders, were interviewed to explore their perspectives on the program's strengths, weaknesses, challenges, and opportunities. The goal was to include key informants with direct engagement or oversight of FLLoCA processes, while ensuring representation across different sectors and regions. The study targeted a wide range of actors who are directly linked to the implementation, facilitation, and oversight of the FLLoCA program at the community, county, and national levels. This multi-layered targeting approach was necessary to capture comprehensive insights on awareness, participation, inclusion, governance, and project identification which are key dimensions of the delivery progress and governance structure of FLLoCA.

At the community level, the study engaged local actors such as Ward Climate Change Planning Committee (WCCPC) members, Community-Based Organizations (CBOs), Faith-Based Organizations (FBOs), women and youth groups, and Vulnerable and Marginalized Groups (VMGs). These groups represent the grassroots where implementation of climate actions takes root. At the county level, officials responsible for climate change coordination and planning were targeted. These included County Executive Committee (CEC) Members, Chief Officers, Directors of Climate Change, and staff within the climate change units from the Departments of Environment or Finance.

Table 4; Target Key informants

Level	Facilitators	Target Groups
<b>Community</b>	County Focal Points Enumerators,	<ul style="list-style-type: none"> <li>- Members of Ward Climate Change Planning Committees (WCCPCs)</li> <li>- Community-Based Organizations (CBOs)</li> <li>- Faith-Based Organizations (FBOs)</li> <li>- Women's Groups</li> <li>- Youth Groups</li> <li>- Vulnerable and Marginalized Groups (VMGs)</li> </ul>
<b>County</b>	County Focal Points Enumerators	<ul style="list-style-type: none"> <li>- County Executive Committee (CEC) Members (Department of Environment or Finance)</li> <li>- Chief Officers (Department of Environment or Finance)</li> <li>- Directors of Climate Change</li> <li>- Staff from the Climate Change Units</li> </ul>

At the national level, the study incorporated a cross-section of government agencies, civil society organizations, and development stakeholders involved in climate governance and implementation of FLLoCA. These actors participated in the National Focus Group Discussion, which served as a high-level forum that brought together stakeholders such as the Council of Governors, relevant ministries, and national-level climate networks, including civil society organizations (CSOs) and development partners.

Table 5: Select National Entities

No.	Institution
1	Ministry of Environment, Climate Change and Forestry
2	Council of Governors
3	State Department of Devolution
4	Ministry of Tourism and Wildlife
5	Ministry of ASALs and Regional Development
6	National Drought Management Authority (NDMA)
7	Commission on Administrative Justice
8	Kenya Meteorological Department

Table 6: Civil Society Organisations

No.	Organization
1	Kenya Platform for Climate Governance
2	County Governance Watch (CGW)
3	ActionAid International Kenya
4	Voluntary Service Overseas (VSO)
5	Kenya Red Cross
6	Council of NGOs – Global Partnership Organizations on Climate Change
7	African Women’s Development and Communication Network (FEMNET)
8	Act Alliance
9	Act! – Act Change Transform
10	Christian Aid
11	Anglican Development Service
12	African Youth Commission
13	SDG Forum Kenya
14	National Youth Council
15	National Council for Persons with Disabilities (NCPWD)
16	Maendeleo Ya Wanawake

### 3.6.2.3 Focus Group Discussions

Selected beneficiaries and community members participated in focus group discussions to share their experiences and opinions on the program's impact, inclusivity, and accessibility.

### 3.6.2.4 Case studies and Narratives

In-depth case studies of selected communities were conducted to examine specific implementation challenges and success stories.

## **3.7 Data Analysis**

The collected raw data was entered in SPSS screen and single data entry was done. SAS program was prepared for data cleaning to flag out errors. The data was analyzed for various pre-identified issues and indicators. Content analysis was done for information gathered from secondary sources (desk reviews).

Qualitative information collected through Observation Checklists, FGDs, and KIIs was analysed through emerging themes and issues highlighted by different response categories to generate a detailed study report. Qualitative data was also be transcribed, summarized and thematically analysed according to the specific objectives. Case study analysis was also used to explore in-depth the experiences of selected communities.

## **3.8 Validity and reliability of data**

Prior to full-scale data collection, the instruments were piloted with the active participation of 24 County CSO focal points and 52 enumerators, who underwent a two-day training session. The pilot aimed to test the validity, reliability, and cultural relevance of the tools. This process included a review of the question flow to ensure alignment with the study's objectives and clarity for the target respondents. To enhance accessibility, especially in Swahili-speaking regions, the tools were translated into Kiswahili to accommodate local understanding and increase response accuracy.

## **3.9 Ethical Considerations**

In conducting the study involving surveys, focus group discussions (FGDs), and Key Informant Interviews (KIIs), robust data protection and management protocols was implemented to ensure the confidentiality and integrity of participant information. All data collected was anonymized to protect the identities of respondents, with unique identifiers assigned to each participant to facilitate analysis

while maintaining privacy. Free prior and Informed consent was obtained from all participants before data collection, clearly outlining the purpose of the study, the voluntary nature of participation, and the measures in place to safeguard their information. Data was securely stored in encrypted digital formats and accessible only to authorized research team members. Additionally, regular monitoring was conducted to ensure compliance with ethical standards and data protection regulations. Through these measures, the data collection process fostered trust and encouraged open dialogue among participants, ultimately enhancing the quality and reliability of the study findings

FINAL DRAFT

## CHAPTER FOUR STUDY FINDINGS

### 4.0 Introduction

Chapter four presents the findings of the study on the FLLoCA program, with a focus on delivery progress and governance. The results are organized according to the two study pillars and interconnected parameters identified in the conceptual framework—namely governance and institutional arrangements and approaches for community engagement in locally led climate action. The chapter presents both quantitative and qualitative data collected through surveys, interviews, focus group discussions, and observations across 24 counties.

### 4.1 Socio-demographic Characteristics of Respondents

In terms of demographic characteristics, most respondents were aged between 26 and 35 years, accounting for 35.2% of the total. The survey also revealed a predominance of male participants, with 56.9% identifying as male and 43.1% as female. Additionally, 42.9% of respondents reported that their highest level of education was a university or college degree. Furthermore, 25% of the respondents indicated that they belong to community-based organizations, as illustrated in Table 1.7 below.

Table 7: Socio Demography of Respondents

SOCIO DEMOGRAPHICS OF RESPONDENTS

Variable	Sub variable	Frequency	Percentage
Age	18-25 years old	48	10%
	26-35 years old	174	35%
	36-45 years old	131	27%
	46 years and above	136	28%
	Other	5	1%
Sex	Female	214	43%
	Male	283	57%
Highest level of education	College /University	212	43%
	No formal education	39	8%
	Other	2	0%

Variable	Sub variable	Frequency	Percentage
	Post-Graduate	19	4%
	Primary	62	13%
	Secondary	160	32%
Organization	Community-Based Organization	124	25%
	Consultant/contractor	12	2%
	Faith-Based Organization	42	9%
	General Supplier	9	2%
	Service Company	14	3%
	Small Business Trader	97	20%
	Trading Company	1	0%
	Women Organization	51	10%
	Youth Organization	72	15%
	Other	74	15%

## 4.2 Pillar One Findings: Governance and Institutional Arrangements for Localizing Climate Action

### 4.2.1 Governance Structures and Institutional Arrangements

The FLLoCA Program implementation and decision-making structures depends on good cooperation amongst the different entities, which include National Government Agencies, County Governments, CSOs, and the communities. Efficiency and coherence of these actors are vital for coordinating activities, rational utilization of resources, and increasing the effectiveness of climate policies. However, evaluating these dynamics reveals both opportunities for collaboration and significant challenges.

#### 4.2.1.1 National level

At the national level, the Kenyan government through the National Treasury and Economic Planning and the Ministry of Environment, Climate Change and Forestry – Climate Change Directorate provide the overall policy and financial direction for FLLoCA (Led et al., 2018). These institutions offer technical support, support for financing structures, and monitor the implementation of climate resilience in national development strategies. The relationship between these agencies and the county governments is strengthened by legal frameworks such as the Climate Change Act (2016) that requires integration in climate change planning and implementation. Program Implementation Unit (PIU), and Sector Ministries, Departments, and Agencies (MDAs) are other key sectors at the national level.

**(1) National Treasury and Economic Planning - Program Implementation Unit (PIU):** The Program Implementation Unit (PIU) at the National Treasury is the key body in the management and coordination of the FLLoCA program. Its main goal is to ensure that the program is coherent with the national climate agenda and fosters an integrated response to climate change. As a result of being located within the National Treasury, the PIU enjoys the legitimacy and financial management tools that allow the unit to effectively manage the FLLoCA program and synchronize its activities with other stakeholders (The National Treasury and Economic Planning, 2023).

This centralized management ensures that there are proper distributions of resources, and the implementation of program initiatives are done in a right manner to meet the objectives that have been set. Moreover, the PIU plays a crucial role in the management of financial responsibility for the FLLoCA program. The Implementation Technical Advisory Committee (ITAC) operating within the PIU framework provides technical oversight and guidance to ensure that the technical aspects of FLLoCA are well-aligned with its objectives, bridging the gap between national-level policy directives and localized implementation. This structure not only increases the effectiveness of the program but also increases confidence among the interested parties, so that FLLoCA can become a model of climate finance that is sustainable and accountable.

**(2) The Climate Change Directorate (CCD):** The CCD in Kenya is one of the government institutions that has the responsibility of coordinating and implementing the country's policies and strategies on climate change. The CCD was created under the Climate Change Act of 2016 and is responsible for offering policy advice, support for capacity development, and oversight of climate change initiatives in different sectors. It seeks to guarantee that climate change is incorporated in national strategic plans and that these are in conformity with the climate change agreements made at the international level (Kinyua et al., 2021). CCD also has the responsibility of coordinating between the national and county governments as well as other partners to ensure that the local interventions such as those under the FLLoCA program are well aligned to the national agenda. Through climate change coordination and collaboration, and through supporting the effective implementation of adaptation and mitigation measures, the CCD is a vital tool in the Kenyan fight to build climate resilience and to tackle the problems posed by climate change.

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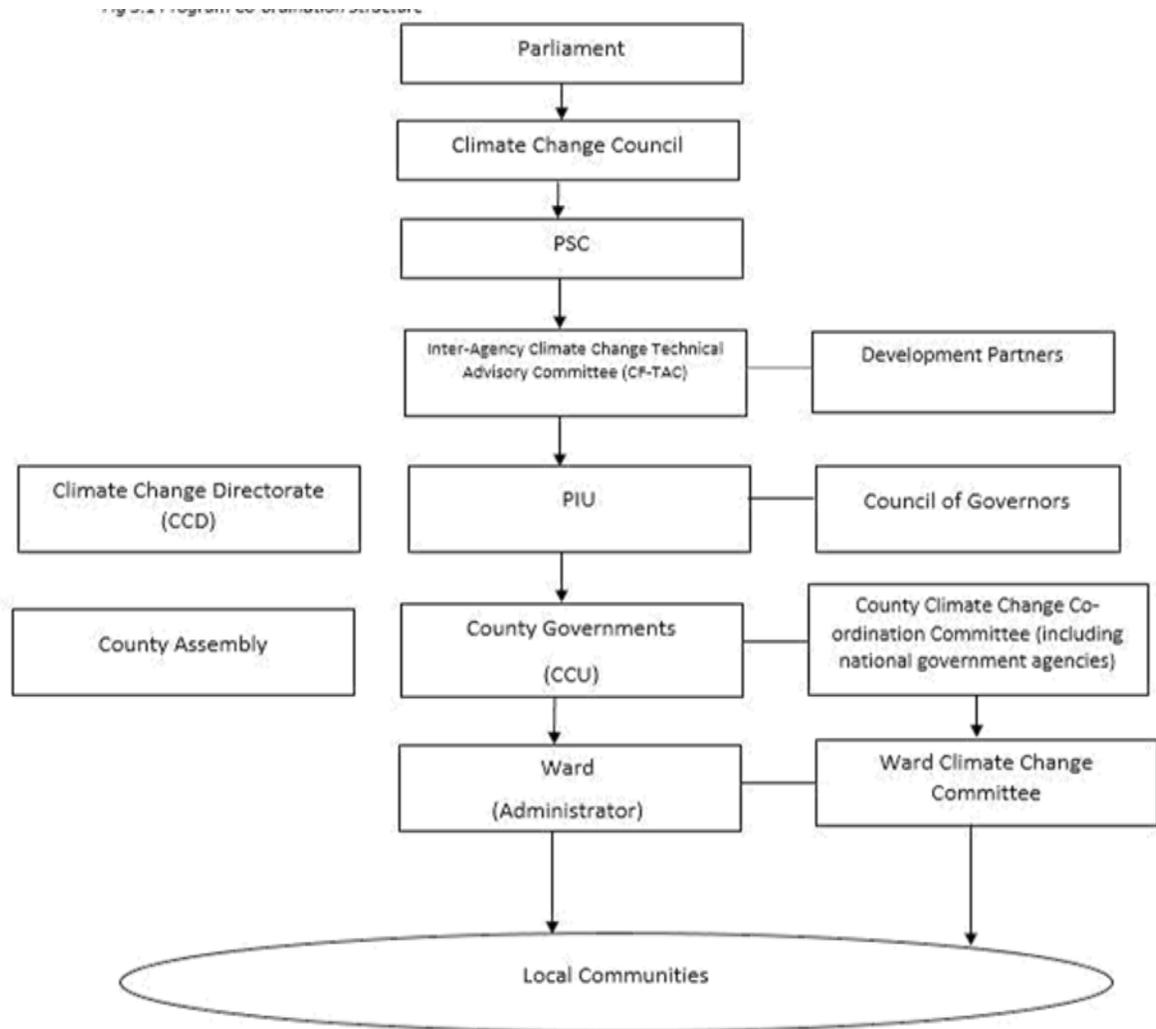


Figure 3; National Level Institutional arrangements

Source: National Treasury and Economic Planning, 2024

- (3) Ministries, Departments, and Agencies (MDAs):** MDAs play a critical role in supporting county governments by enhancing their technical capacity and institutional frameworks to address climate change resilience effectively. Through their participation, counties get specialized knowledge and advice that is suited for the circumstances created by climate change volatility. Through capacity building, MDAs assist the county governments in the formulation and implementation of sound climate action plans, ensure that climate change is considered in development policies and enhance the institutional development to address climate change challenges. This partnership thus helps to translate national level strategies into local action, thus ensuring that all levels of government are in synch in dealing with climate change.

Institutions like National Management Authority, (NEMA), Kenya Meteorological Department (KMD) and Ministry of Water Irrigation and Sanitation (MWI&S) offer specialized technical support in capacity building of counties and communities with relation to specific climatic change issues providing a more tailored approach to helping county governments to build their climate resilience and, thus, support sustainable development at the subnational level.

However, in practice, the connection between these national bodies and county governments often suffers from misaligned priorities, slow communication, and bureaucratic delays, which can hinder the effective flow of resources and technical support.

#### 4.2.1.2 County level

- The counties are supposed to come up with climate action plans, administer the County Climate Change Funds (CCCFs), and involve the community. At the county level, the Climate Change Steering Committees (CCSCs) and Climate Change Planning Committees (CCPCs) are the key stakeholders in the implementation of FLLoCA at the grassroots level. Other stakeholders include Lead Department on Climate Change and the sector departments (Adeniyi, 2023).
- **County Climate Change Steering Committees (CCCSCs):** At the county level, the FLLoCA initiatives implementation is coordinated by CCCSCs that provide strategic direction. Consisting of county leaders, civil society representatives, and other community leaders, CCCSCs are responsible for setting the overall vision and priorities for climate action within their jurisdiction. They offer the strategic guidance that is required to ensure that the program activities align with the county development agendas and the national climate policies. The CCCSCs also enhance the integration of different stakeholders in climate change adaptation and resilience to ensure that all stakeholders are involved in the decision-making process. The CCCSCs help to maintain focus and direction in county climate action, while also making sure that it is properly aligned with what is required at the local level.

- County Climate Change Planning Committees (CCCPCs):** The CCCPCs are responsible for the day-to-day management of FLLoCA at the grassroots level. These committees can engage with the communities and understand their specific climate risks, needs, and opportunities, as well as to come up with concrete strategies that are appropriate for the context. They engage everyone, including the most vulnerable groups, to enhance equitable solutions. The CCCPCs also act as middlemen between the county government and the community, translating community needs and ensuring that program delivery is appropriate for the target population. Through their focused approach, CCCPCs facilitate the FLLoCA program to deal with climate issues appropriately and in a sustainable manner at the grassroots level.
- Lead Department on Climate Change:** The County Department of Climate Change is the main coordinating body that has the responsibility of ensuring the policies on climate change are put into place in the county. This department is responsible for the main task of ensuring that the climate change policies are incorporated into the county government planning and priorities and are in line with the national goals and the specific needs of the county. In collaboration with the CCCP, the department is responsible for coordinating the formulation, identification and implementation of climate change actions. Its functions include Coordinating with other departments, acquiring resources, and offering technical support to guarantee the implementation of climate resilience programs. Through the coordination role, the Lead Department can ensure that climate actions are not only coordinated, but also comprehensive and aligned to the County's strategic plan.

**Climate Change Unit:** The study highlights the role of County Climate Change Units (CCCU) in Kenya's Financing Locally-Led Climate Action (FLLoCA) program. All the counties under study had established the County Climate Change Unit (CCCU). The CCCUs are the technical and coordination arms within county governments, mandated to mainstream climate resilience into development planning, budgeting, and service delivery. They are responsible for mainstreaming climate priorities in County Integrated Development Plans (CIDPs), coordinating stakeholders, facilitating participatory risk assessments, overseeing implementation and monitoring, and managing climate finance, particularly in counties with legislated County Climate Change Funds (CCCFs). The study found that CCCUs were central

to implementing FLLoCA mandates, instrumental in facilitating awareness creation, climate information dissemination, and community mobilization, but capacity disparities were identified, efforts were fragmented or underfunded in some counties. The study emphasizes the need for continued investment in local capabilities and predictable funding flows, as well as strengthening feedback and learning functions.

**Sector Departments:** Sector Departments are key operational units that are charged with the responsibility of executing climate action projects that have been identified within the community and in line with the county development plans. These departments use their focused knowledge in sectors like agriculture, water, health, and infrastructure to combat certain climate issues. They engage with the communities to find out the needs on the ground and develop solutions that can effectively address these needs. Through this approach, the departments concerned have been able to play a vital role in promoting climate change as a cross-cutting issue within their respective sectors in the governance and service delivery framework. It is important in ensuring that there is implementation of the policies to address the effects of climate change at the grassroots level and in building the counties’ resilience.

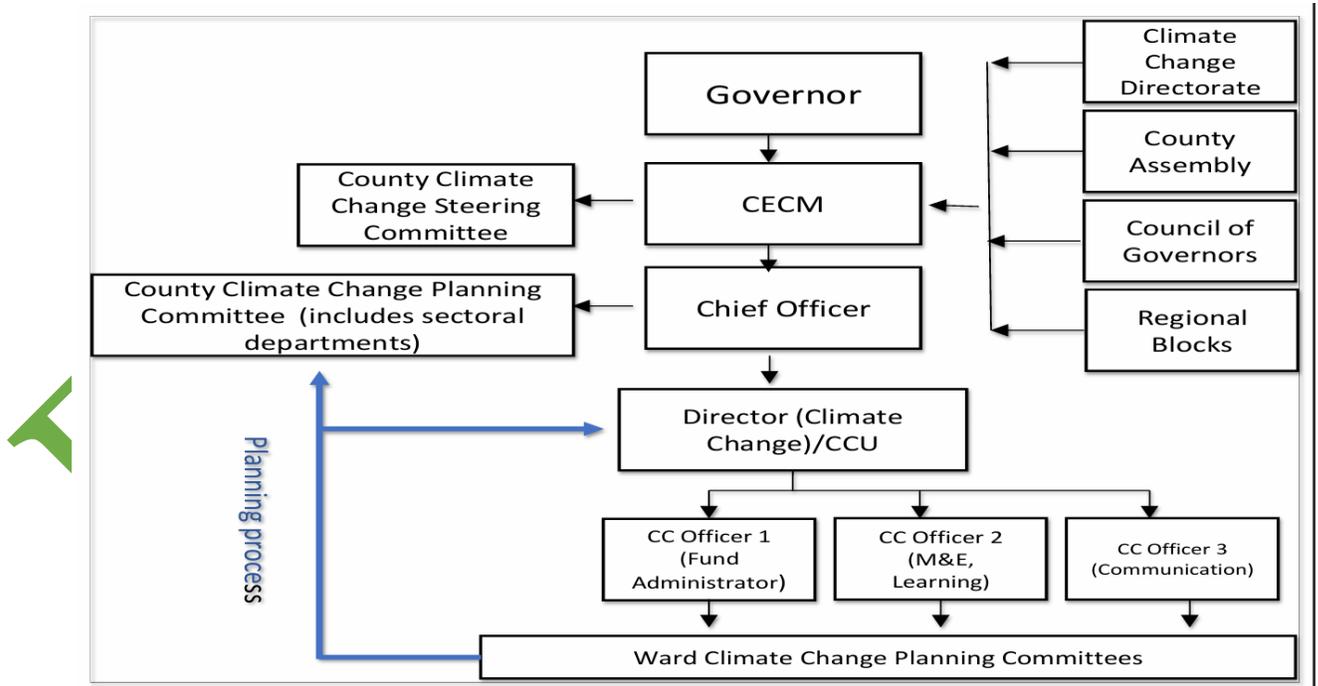


Figure 4: County Level Institutional Arrangements

Source: National Treasury and Economic Planning, 2024

### 4.2.1.3 Community level Structures

**(1) Ward Climate Change Committees:** The Ward Climate Change Planning Committees (WCCPCs) play pivotal role in actualizing Locally Led Adaptation (LLA) under Kenya's FLLoCA program by anchoring climate action at the grassroots level. They operationalized key LLA principles such as community ownership, inclusive participation, and context-specific planning through risk assessments, local prioritization of adaptation projects, and direct linkage to county-level planning. While effective in counties with strong institutional support, their functionality was hindered in others by informal structures, limited funding, and weak monitoring capacity. Strengthening WCCPCs through formal recognition, sustained capacity building, and coordination with CCCUs is essential for promoting equitable, accountable, and locally responsive climate governance.

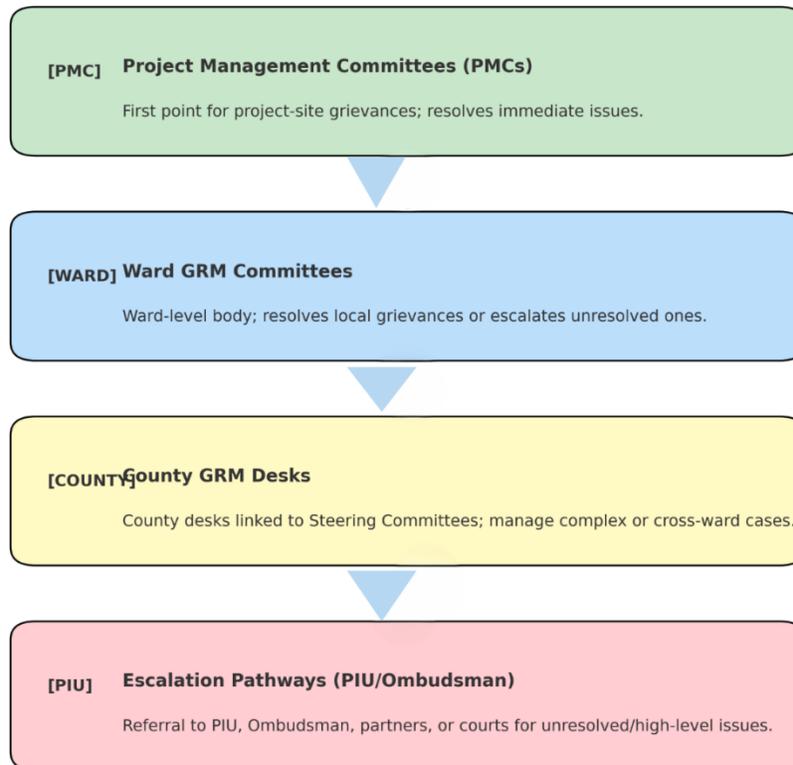
**(2) Project Management Committees:** Project Management Committees serve as crucial local representatives, ensuring projects are implemented effectively and transparently. Their core functions include overseeing project implementation by monitoring progress against plans and contracts, documenting milestones and challenges, and analyzing material delivery. They act as vital intermediaries, linking beneficiary communities with implementing departments and donors, facilitating two-way information flow by providing communities with project details and relaying community feedback and views. Furthermore, these committees enhance community participation and ownership by educating locals on project goals and benefits, reporting on progress through community-based monitoring, and fostering feedback through various engagement platforms. To be truly effective, these committees must embody diverse community representation.

Despite the existence of structures to foster intergovernmental relations between the counties and the national government, due to the differences in capacity of institutions across the counties, there is a disparity in performance. The consideration of FLLoCA resources also implies that the counties with sound governance and technical capacity will likely progress more rapidly in the access and use of the resources than the counties with low capacity, creating gaps in synergy.

### 4.2.1.3 Grievance Redress Mechanism

The Grievance Redress Mechanism (GRM) had multilevel structure anchored in the existing national and county governance frameworks and is reinforced by FLLoCA-specific structures as shown in the figure 4 below:

**Multi-Layer Grievance Redress Mechanism (GRM) - Process Flow & Scope**



**Figure 4: FLLoCA GRM Levels and Process**

From Figure 4 above, the FLLoCA GRM was operated through multilayered process beginning from the Project Management Committees (PMCs) at the project site as the first point of grievance handling, Ward GRM Committees comprised of ward administrators, technical officers, CSO representatives, and community members, and County GRM Desks staffed by designated focal persons and linked to County GRM Steering Committees chaired by the Chief Officer for Climate Change. Where necessary, grievances could be escalated to the FLLoCA Project Implementation Unit (PIU), the Commission on Administrative Justice (Ombudsman), development partners, or judicial processes. Key Features of GRMs in FLLoCA:

At the community level, WCCPCs are supported to coordinate local grievance resolution mechanisms. They collect and log complaints, offer immediate resolutions where possible, and escalate complex issues to the County Climate Change Unit (CCCU).

**Anonymous and Inclusive Access:** As per the M&E Manual, FLLoCA's GRMs are designed to allow for both anonymous submissions and formal reporting, thus protecting whistleblowers and ensuring inclusivity, especially for marginalized and vulnerable groups.

**Digital and Physical Channels:** GRMs are supported through multiple platforms such as:

- o Suggestion/complaint boxes at ward and county offices
- o Dedicated phone lines and SMS platforms
- o County-level grievance logs
- o Integration with other service delivery apps where possible

**Clear Procedures and Timelines:** The PAD outlines that all counties are required to adhere to set timelines in grievance redress. A tracking log must record the date of receipt, action taken, and resolution date. The target is to resolve grievances within 30 working days.

**Monitoring and Reporting:** The M&E system incorporates grievance data into its reporting tools to enable trend analysis and to inform institutional learning. Counties are expected to produce periodic reports on the number and nature of grievances received and resolved.

**Training and Sensitization:** Both the PAD and CSO feedback highlight the importance of training WCCPCs and CCUs on GRM procedures. Awareness campaigns are also emphasized to ensure that communities understand how and where to lodge complaints.

#### **4.2.1.4 Civil Society Organizations (CSOs) in FLLoCA**

The study underscored the significant role of civil society organizations (CSOs) in facilitation community-driven climate action under the FLLoCA program. CSOs contributed to multiple dimensions of implementation, particularly in capacity building, awareness creation, social mobilization, and technical support for participatory planning processes. Their close proximity to

communities and grassroots networks enabled them to champion the LLA principles of Inclusive participation, equity, and local knowledge integration by ensuring that marginalized groups—including women, youth, and persons with disabilities—were meaningfully engaged in climate decision-making.

The study found that CSOs often served as bridging agents between communities, Ward Climate Change Planning Committees (WCCPCs), and County Climate Change Units (CCCU), enhancing communication flow, transparency, and accountability. In several counties, CSOs provided technical support for the development of Participatory Climate Risk Assessments (PCRAs) and assisted in monitoring the implementation of climate projects, contributing to adaptive learning and local oversight mechanisms. However, the findings also pointed to variability in CSO engagement with their effectiveness closely tied to the strength of partnerships with county governments and availability of resources.

There existed FLLoCA-CSOs engagement framework (see figure 5 below) that defined how FLLoCA engages with CSOs to guarantee that the program is comprehensive, accountable, and useful. This framework offers direction on how the FLLoCA and CSOs will interact, work together, and be mutually accountable. These are important in lobbying for local priorities, tracking the proper utilization of resources, mobilizing the public, and ensuring that vulnerable groups are involved in the decision-making process.

One of the key elements of the partnership was the level of participation that involved the selection of CSOs representatives to the oversight structures, the invitation to apply for participation in the oversight structures, and the partnerships with national organizations and networks to expand the scope and effectiveness of the program.

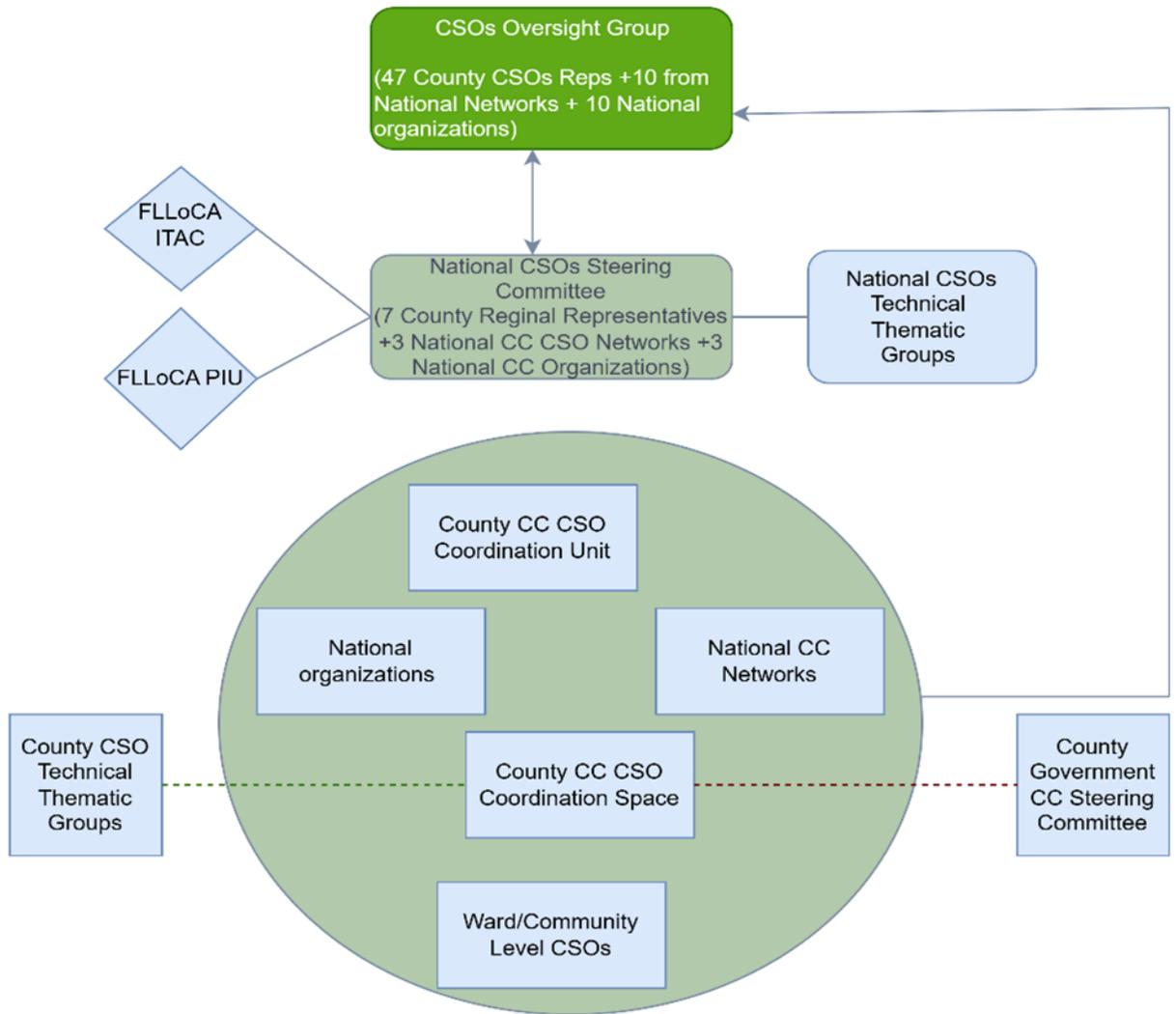


Figure 5:FLLoCA CSO Engagement Framework (Source, CSO Engagement Framework 2024)

Overall, the study highlighted that when empowered and coordinated effectively, CSOs are indispensable actors in operationalizing the FLLoCA framework, reinforcing LLA principles through their advocacy, technical input, and accountability roles at both community and county levels.

#### 4.2.1.4 Community-Based Organizations (CBOs):

The study revealed that Community-Based Organizations (CBOs) played an essential role in advancing locally led climate action under the FLLoCA program by acting as trusted, embedded actors within

local communities. The CBOs contributed to the identification of climate priorities, mobilization for Participatory Climate Risk Assessments (PCRAs), and the implementation of ward-level adaptation projects. Their presence at the grassroots level enhanced the legitimacy, inclusiveness, and relevance of climate interventions, thereby reinforcing key Locally Led Adaptation (LLA) principles such as community ownership, local knowledge integration, and equity in participation.

The study found that in counties where CBOs were actively engaged, there was greater community awareness, stronger linkages with Ward Climate Planning Committees (WCCPCs), and more effective monitoring of project outcomes. The CBOs often supported capacity-building efforts, conducted local sensitization forums, and served as feedback channels between residents and county institutions. However, challenges such as limited access to funding, lack of formal recognition, and inconsistent coordination with county structures constrained their full potential.

Strengthening the institutional support for CBOs—through partnerships, funding access, and formal engagement mechanisms was vital to ensuring that FLLoCA remained inclusive, adaptive, and responsive to community-defined climate priorities.

#### **4.2.3 Policy and Regulatory Alignment**

All the 24 counties under study had enacted legal instruments and policy frameworks to enabling policies and legislation for locally led climate action, specifically through County Climate Change and Climate Change Fund Acts. At the county level, a number of legal instruments and policy frameworks have been enacted to support the institutionalization of locally led climate action. The County Climate Change Acts, which provide the legal foundation for establishing the county Climate Change Funds (CCCFs) as well as delineate the mandates of key institutional actors including County Steering Committee, County Climate Change Units (CCCUs) and Ward Climate Change Planning Committees (WCCPCs) and Project Management committees. Through the acts, counties had also allocated specific per centage of the county budget to support climate resilience initiatives.

In addition, the County Integrated Development Plans (CIDPs) had increasingly incorporated climate change as a strategic priority. These planning documents serve not only as the guiding framework for county-level development but also as critical instruments for aligning climate action and financing with broader economic and social development goals. Through these integrated planning efforts, counties are advancing a more coordinated, policy-driven approach to climate adaptation that is locally grounded and aligned with both national and global resilience targets.

#### 4.2.4 Analysis of Stakeholder Synergy in FLLoCA Implementation

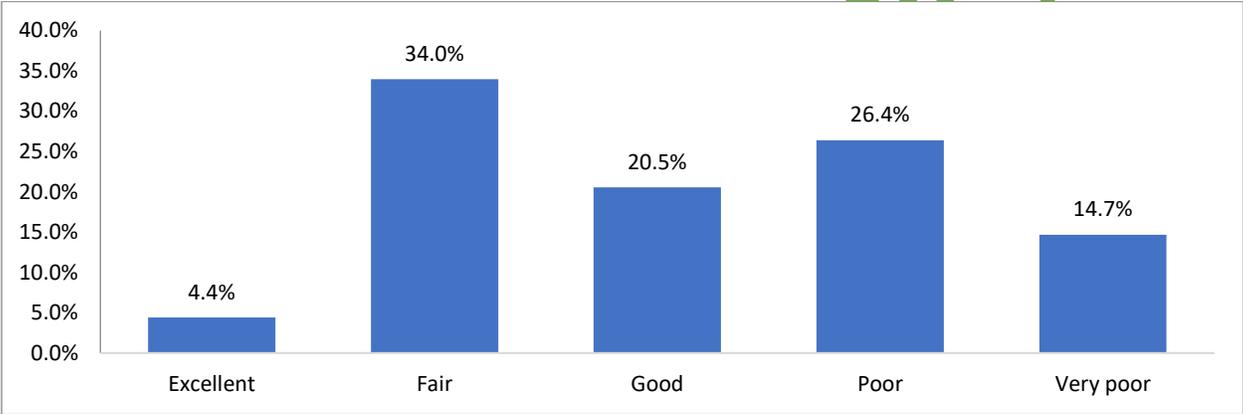


Figure 6: Stakeholder Synergy

The data in Figure 6 reflects a diverse spectrum of perspectives on stakeholder synergy in implementing the FLLoCA program. Both Treasury and Civil Society Organizations (CSOs) recognize that important progress has been made in fostering coordination and collaboration among stakeholders, while also acknowledging that further strengthening is essential to unlock the program’s full potential.

- **Majority Rating: Fair (34%):** The largest share of respondents rated stakeholder synergy as *fair*, indicating that while meaningful coordination efforts are in place, they are not yet uniformly effective across all counties and sectors. This points to opportunities for enhancing structured partnerships and developing clear, shared accountability frameworks.
- **Positive Ratings: Good (20.5%) and Excellent (4.4%):** Nearly one-quarter of respondents view collaboration positively, reflecting examples of strong partnership practices in certain counties and sectors. These cases demonstrate that with shared vision, resources, and mutual commitment, effective collaboration is achievable and can be scaled up nationally.

- Negative Ratings: Poor (26.4%) and Very Poor (14.7%): While 41.1% expressed concerns about limited joint planning and institutional alignment, both Treasury and CSOs see this as a constructive call to action. Strengthening strategic alignment, formal coordination platforms, and inclusive engagement mechanisms will help ensure FLLoCA delivers its intended climate and development outcomes without duplication or gaps.

In essence, the findings point to a foundation of collaboration already in place, and a shared opportunity for all stakeholders—national and county governments, CSOs, and development partners—to build on these gains for greater synergy, impact, and sustainability in FLLoCA’s implementation. To strengthen cross sectorial coordination and actors implementing partners should consider:

- Strengthening inter-departmental and cross-sectoral coordination frameworks;
- Establishing regular multi-stakeholder forums;
- Enhancing communication and information-sharing practices;
- Investing in joint monitoring and feedback loops that include community voices.

These improvements would align with the Locally Led Adaptation (LLA) principles of collaborative action, inclusivity, and institutional coherence—critical for scaling effective and sustainable climate resilience at the local level.

#### 4.2.5 Analysis of Stakeholder Interconnectedness of Key Actors in FLLoCA

The research findings, presented in the figure below, highlights the respondents’ perceptions of the interconnectedness of the actors in FLLoCA..

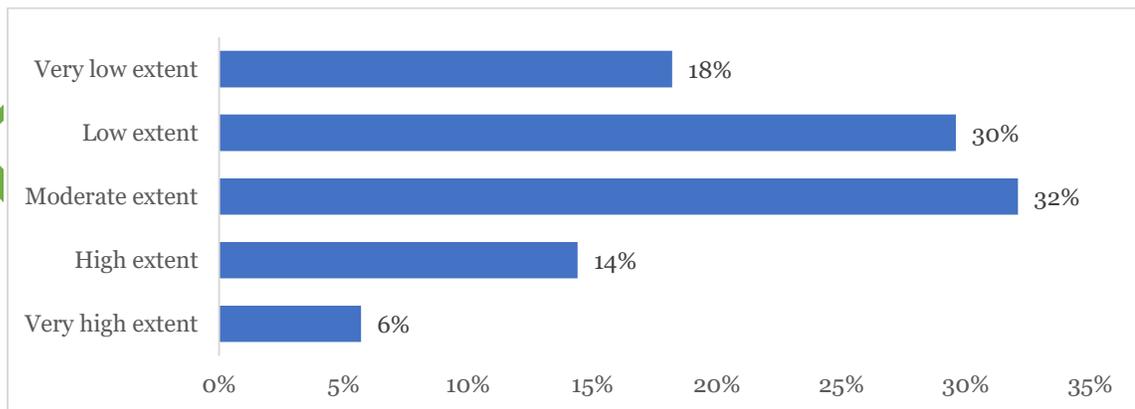


Figure 7:Extent of Interconnectedness and Synergy of Actors

Enhancing stakeholder synergy is essential to fully realize the Locally Led Adaptation (LLA) principles of collaborative action, institutional coherence, and context-specific solutions. Figure 7 above, reflects respondents' views on how far stakeholder interconnectedness under the FLLoCA program supports climate action in their communities. Both Treasury and CSOs recognize that linkages exist but agree they are unevenly applied across counties, limiting their full potential.

- Moderate Influence (32%) – The most common view, indicating that interconnectedness supports climate action in part but not consistently.
- Low to Very Low Influence (48%) – Points to the need for stronger, more structured collaboration mechanisms.
- High to Very High Influence (20%) – Shows that in some counties, well-functioning partnerships—through planning committees, climate platforms, or integrated delivery models—are already achieving meaningful results.

Overall, the findings suggest a solid foundation to build on. Strengthening coordination platforms, formalizing roles, and investing in joint planning would help translate the principle of interconnectedness into consistent practice, ensuring climate action is well-targeted, impactful, and sustainable.

### 4.3 Pillar Two: Community Engagement Approaches in Locally Led Climate Action

#### 4.3.1 General Awareness of the FLLoCA Program

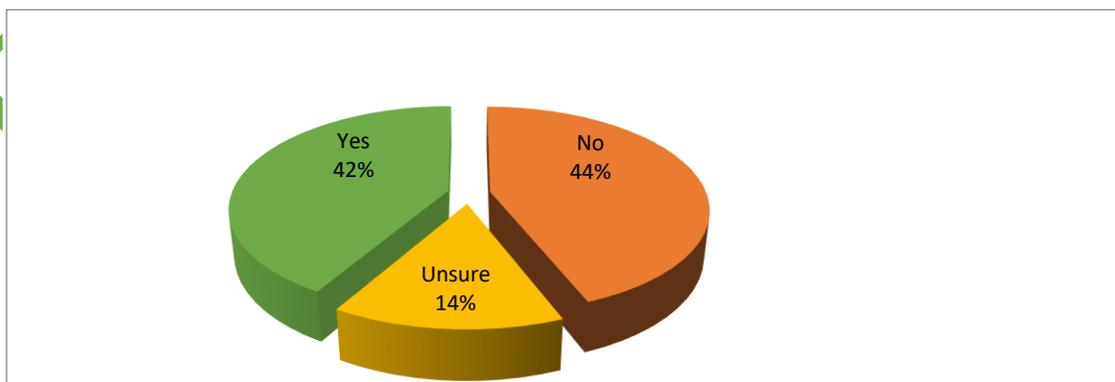


Figure 8: General Awareness of FLLoCA

Figure 8 above, highlights general awareness of the FLLoCA program. Encouragingly, awareness (42%) and unawareness (44%) are nearly balanced, showing that outreach efforts had made significant inroads while also pointing to opportunities for broader reach as many communities still remain outside the information loop. A further 14% are unsure, suggesting passive or indirect exposure without full understanding of the program’s purpose or benefits pointing to a need for clearer, more consistent messaging that resonates locally. Overall, the findings confirm that a solid awareness foundation exists, and with targeted, inclusive communication strategies in collaboration with local leaders, CSOs youth and women groups, FLLoCA can achieve deeper community engagement, stronger ownership, and sustained climate action impact.

#### 4.3.2 Awareness of the FLLoCA Structures

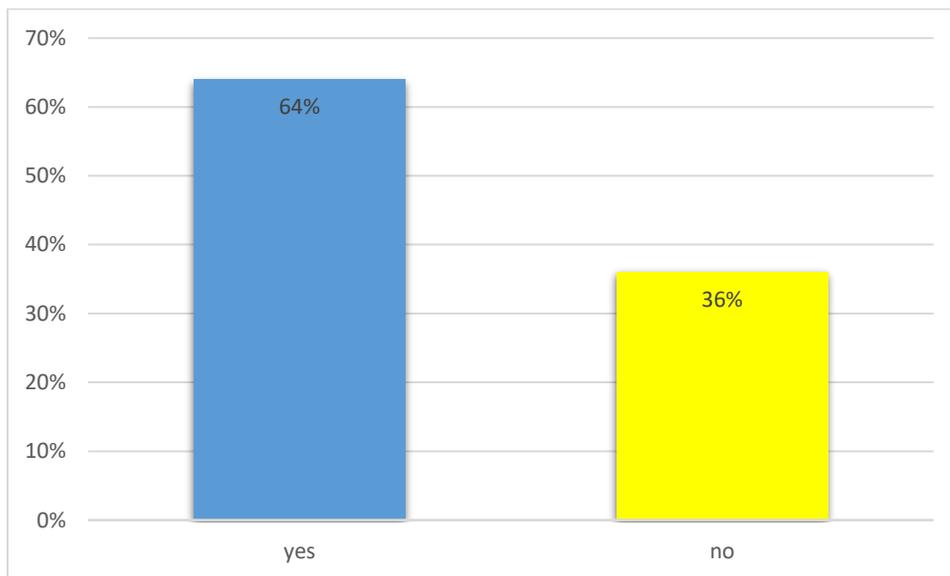


Figure 9: Awareness of the FLLoCA Structures

Figure 9 shows the level of community awareness of the institutional structures established under the FLLoCA program. The results indicate that while awareness exists in some counties, it is not yet universal, suggesting uneven reach of program communication and engagement efforts. Where awareness is high, communities are more likely to recognize the roles and functions of FLLoCA structures, enabling stronger participation in planning, monitoring, and decision-making. Where awareness is low, the potential for meaningful community input and ownership is reduced.

Strengthening awareness of these structures—through targeted outreach, simplified information materials, and partnerships with local leaders, CSOs, and grassroots networks—will ensure that all communities can engage effectively. This will help cement FLLoCA’s vision of locally-led, participatory, and accountable climate action.

### 4.3.3 Awareness of FLLoCA Projects

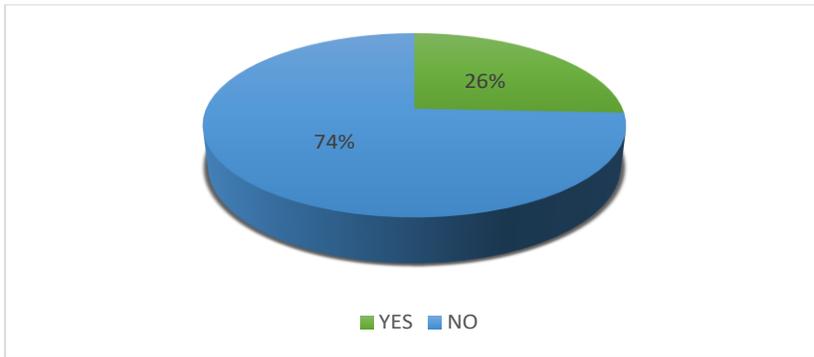


Figure 10: Awareness of FLLoCA projects

Figure 10 shows that 26% of respondents are aware and can identify FLLoCA projects in their locality, while a majority—74%—are not.

#### Interpretation

- Low awareness (74%) indicates that most community members are not familiar with FLLoCA-supported projects, suggesting that information is not reaching the broader population effectively.
- Awareness (26%) represents communities where communication channels are functioning, allowing residents to connect project activities with the FLLoCA program.

#### Implications

- Missed Engagement Opportunities – Low awareness risks excluding communities from project planning, monitoring, and feedback processes.
- Reduced Ownership – Without clear understanding, communities may not feel a sense of responsibility or commitment toward maintaining project outcomes.
- Need for Targeted Outreach – Strengthening local communication strategies—through public forums, radio, community leaders, and grassroots networks—can raise awareness and ensure equitable participation.

Enhancing awareness of ongoing projects will be key to deepening ownership, building trust, and ensuring sustainability in FLLoCA implementation.

#### 4.3.3.1 High-Impact Projects Identified Where Awareness Exists

The 26% of respondents who were aware of FLLoCA projects, pointed out high-impact, context-appropriate climate interventions under implementation. They included:

- Water access infrastructure – Borehole drilling, dam desilting, solarized water systems (e.g., Juakali Water Project).
- Ecosystem-based solutions – Tree nurseries, riparian restoration, and agroforestry with avocado and coffee trees.
- Climate-smart agriculture – Kitchen gardens, farm canals, and micro-irrigation.
- Sustainable livelihoods – Beekeeping, drought-tolerant livestock.
- Clean energy and circular economy – Biogas use, waste recovery facilities.
- Capacity-building forums – Climate finance and local adaptation planning.

These examples demonstrate that where awareness exists, FLLoCA is delivering tangible, community-driven solutions aligned with local priorities in water security, food production, and environmental restoration. Scaling this impact will require expanding awareness and deepening engagement so more communities can participate fully and benefit from these initiatives.

#### 4.3.4: Public Understanding of FLLoCA Program

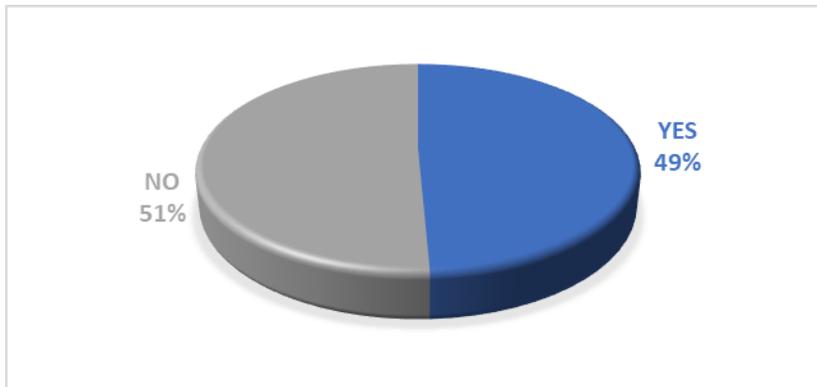


Figure 11: Public Understanding of the FLLoCA Program

The figure 11 shows that 49% of respondents reported understanding the FLLoCA program, while 51% did not. The near-equal split indicates significant progress in building program literacy, though a slight

majority still lacks adequate understanding. This suggests that while outreach and engagement efforts have yielded results, they have not yet fully penetrated all communities.

### **Implications**

- Positive potential – The 49% who understood the program represented a strong base of informed community members who could serve as champions for awareness and engagement.
- Targeted communication gap – The 51% with limited understanding highlighted the need for more targeted, accessible, and locally-relevant information sharing.
- Opportunity for peer-to-peer learning – Mobilizing informed community members to share knowledge through local forums, CSO networks, and grassroots platforms could accelerate understanding across the wider population.

Strengthening public understanding will not only improve participation and accountability, but will also help ensure that FLLoCA remains truly locally-led and capable of delivering lasting climate adaptation outcomes.

### **3. Communication Barriers Cited by the Uninformed**

Respondents who did not understand FLLoCA, often cited:

- Lack of public sensitization.
- Weak communication channels from county or ward-level structures.
- Minimal grassroots engagement and outreach.

#### **Implications**

Bridging this gap required a systemic and sustained approach to public climate literacy so that all citizens—regardless of education, geography, or social status—were empowered to actively participate in Kenya’s climate resilience journey.

Recommended strategies:

- Localized communication – Use of vernacular radio, barazas, school-based programs, and community forums to demystify FLLoCA.
- Trusted messengers – Engagement of local leaders, youth networks, religious groups, and CSOs to champion awareness.
- Ongoing sensitization – Moving beyond one-off engagements and embedding awareness into county planning and development processes.

- Simplified materials – Translation of program materials into infographics, audio-visual tools, and story-based formats that resonated across different literacy levels.

Strengthening public understanding would have ensured the Locally-Led Climate Action (LLCA) framework was fully implemented, enhancing participation, transparency, and sustainable climate adaptation outcomes.

#### 4.3.5 Depth of Public Understanding of FLLoCA Program

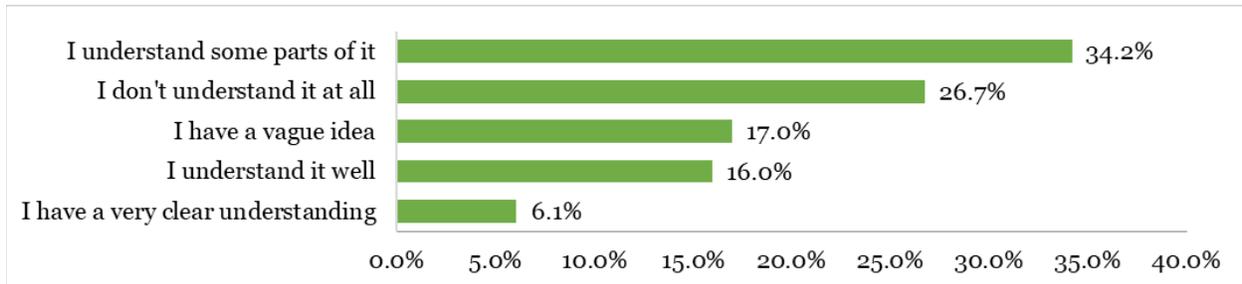


Figure 12: Depth of Understanding of What FLLoCA Does

The survey findings showed varying degrees of understanding of the FLLoCA program among respondents:

- **34.2%** understood some parts of it.
- **26.7%** did not understand it at all.
- **17.0%** had a vague idea.
- **16.0%** understood it well.
- **6.1%** had a very clear understanding.

#### Interpretation

The results indicated that while some respondents demonstrated partial or strong understanding, the majority had **either incomplete knowledge or no understanding at all**. The largest group—those who understood only some parts—suggested that program communication had reached them but was not comprehensive enough to enable full engagement.

#### Implications

- The findings underscored the need for clearer, more accessible communication about FLLoCA’s purpose, processes, and benefits.
- Limited understanding risked reducing community participation and weakening ownership of climate action initiatives.

- Opportunities existed to build on partial awareness through targeted sensitisation and capacity-building efforts.

Strengthening public understanding would have enhanced inclusive engagement, transparency, and accountability, ensuring the Locally-Led Climate Action framework was effectively implemented and sustained.

**Figure 4.10: Self-Reported Depth of Understanding of the FLLoCA Program**

Further analysis of rating scores confirms this concern as shown in the figure below:

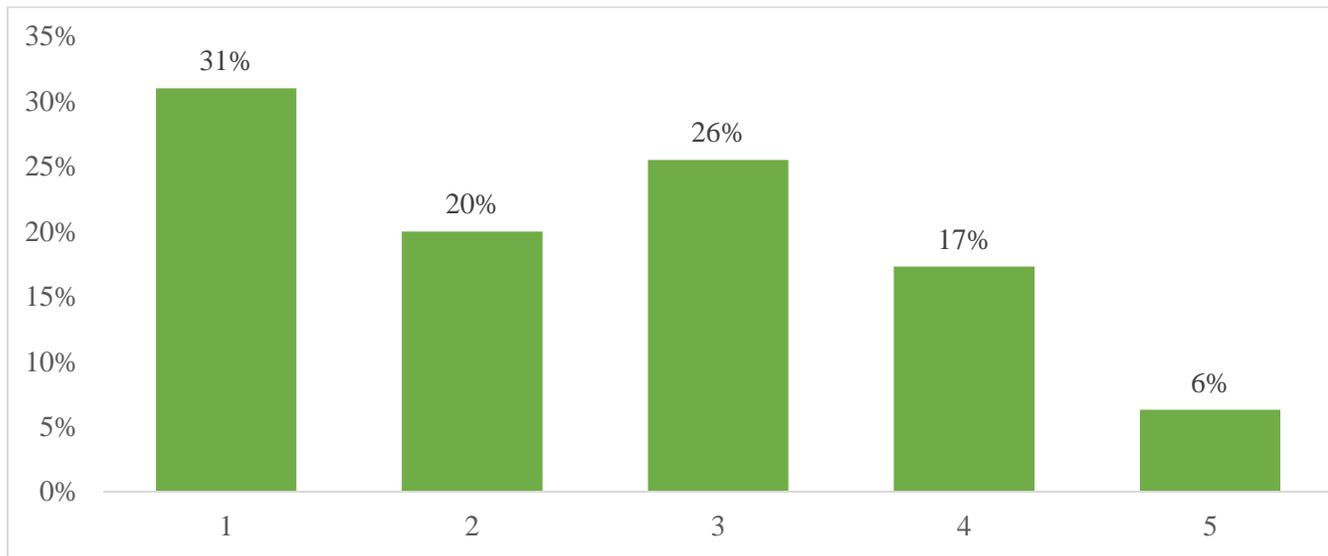


Figure 13: Ratings on level of understanding of Program

Further analysis from Figure 13 above, on rating of scores confirmed the concern over limited public understanding of the FLLoCA program as follows:

- 31.0% assigned the lowest score (1), reflecting very limited understanding.
- 20.0% rated their understanding at level 2, reinforcing the perception of low awareness.
- 25.5% gave a moderate score (3).
- Only 23.6% rated their understanding at levels 4 or 5, suggesting strong or comprehensive knowledge.

**Interpretation**

The ratings showed that just under one-quarter of respondents demonstrated strong or full understanding of FLLoCA, while more than half rated their knowledge at the lowest two levels. This distribution highlighted the uneven reach and effectiveness of program communication.

**Implications**

- The data reinforced the need for systematic, and continuous sensitization initiatives to raise understanding of the phases and elements of FLLoCA for community members across all counties.
- Targeted communication could move more respondents from partial or low awareness into higher comprehension levels.
- Improved understanding would support more inclusive engagement, stronger ownership, and greater accountability in FLLoCA implementation.

The above distribution highlights the need for enhanced communication and civic education around the purpose, structure, and mechanisms of FLLoCA. A locally led approach demands that communities not only be aware of initiatives in their locality but also understand how to engage with and influence them. Without this, meaningful participation remains out of reach, and FLLoCA's potential impact is diluted. To close this gap, investment is needed in:

- Targeted community sensitization campaigns using trusted local channels (e.g., barazas, community radio, local leaders).
- Simplified communication materials in local languages.
- Ongoing dialogue forums that promote co-learning and two-way communication between implementing agencies and local citizens.

Building climate literacy and ensuring communities understand their role in decision-making and oversight will be vital for achieving accountable, inclusive, and sustainable outcomes under FLLoCA.

FINDA

## 4.4 Participation and involvement in the FLLoCA Process

### 4.4.1 Extent and nature of citizen participation in FLLoCA program

Community participation is a foundational principle in the design and implementation of the Financing Locally Led Climate Action (FLLoCA) program. It is both a driver of ownership and a safeguard for sustainability in climate adaptation efforts. The figure below presents the findings of the respondents:

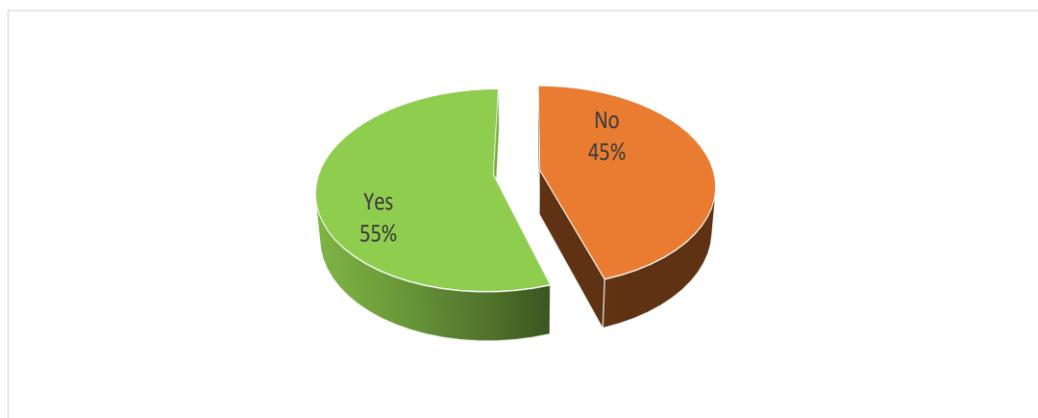


Figure 14: **Participation in FLLoCA (Figure 14)**

The findings on Figure 14, showed that 55% of respondents reported having participated in at least one activity or decision-making process related to FLLoCA. In contrast, 45% indicated they had not been involved in any FLLoCA-related engagements.

While it was encouraging that more than half of respondents had participated in the program, the relatively high proportion of those who had not—nearly one in every two—highlighted a critical inclusion gap. This suggested that although the program had begun to take root within communities, its reach and participatory mechanisms require strengthening to fully realize its ambition of being locally led.

**Opportunity to Participate in FLLoCA Planning & Decision-Making**

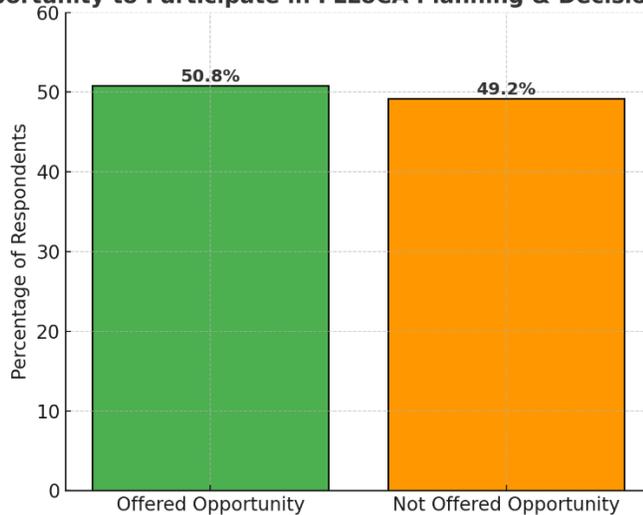


Figure 15: Opportunity to participate in FLLoCA Planning and Decision Making

Additional data as shown in Figure 15 above, on opportunities offered to participate in FLLoCA planning and decision making, reinforced the observation: that just over half of respondents (50.8%, or 252 individuals) reported having been offered the opportunity to participate in planning or decision-making processes, while 49.2% (244 individuals) indicated they had not received such an opportunity. This near parity suggested inconsistencies in how participation opportunities were facilitated across different communities and counties. From a locally-led climate action perspective, these findings carried several important implications:

- Deepening participation – Engagement should extend beyond attendance at forums to include meaningful roles in agenda-setting, resource allocation, and monitoring.
- Strengthening feedback and accountability – Establishing clear feedback loops will ensure communities can see how their input influences decisions, reinforcing trust and ownership.
- Reaching marginalized voices – Deliberate strategies should prioritize women, youth, persons with disabilities, and pastoralist communities, whose perspectives are often underrepresented in planning processes.

While it was encouraging that more than half of respondents had participated in the program, the fact that nearly one in two had not pointed to a critical inclusion gap. This suggested that while FLLoCA was beginning to take root within communities, its reach and participatory mechanisms needed to be further strengthened to fulfil the ambition of being locally-led.

#### 4.4.2 Direct Engagement with Government on FLLoCA

On direct engagement with the government in the past 6 months, the findings are as shown in Figure 16 below.

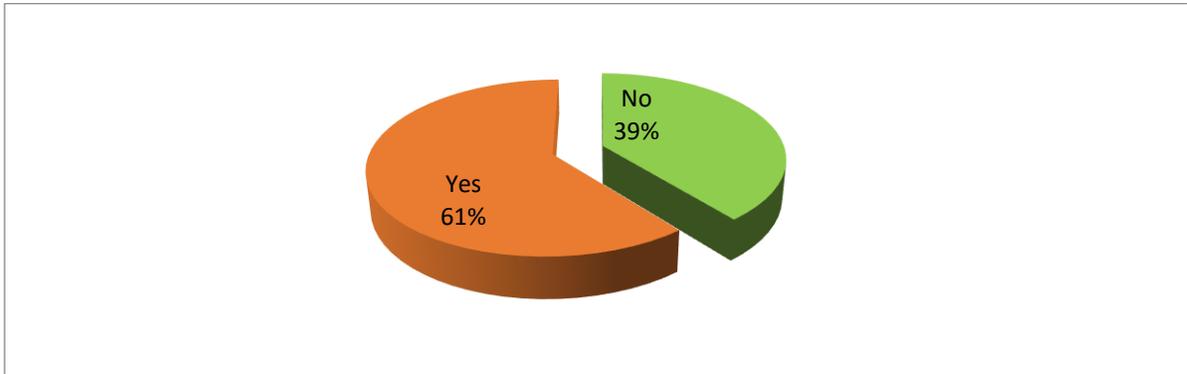


Figure 16: Direct Engagement with Government in the Last 6 months

Survey results reveal that 61% of respondents reported having had direct engagement with government within the last six months, while 39% indicated no such engagement. This relatively high level of contact suggests growing opportunities for citizen-state interaction, a positive sign for participatory governance under the Financing Locally Led Climate Action (FLLoCA) program.

In total, 601 individuals participated in various FLLoCA-related activities. Notably, the highest engagement was in community meetings, involving 201 participants (33.4%), underscoring the importance of consultative forums as entry points for citizen involvement.

- Training sessions and workshops accounted for 150 participants (24.9%), demonstrating community interest in capacity building and climate literacy.
- Decision-making forums saw the participation of 116 individuals (19.3%), reflecting moderate inclusion in local governance and planning processes.
- Project implementation activities involved 82 participants (13.6%), suggesting a gap between planning and execution, with limited hands-on involvement from community members.
- Monitoring and evaluation (M&E) engagement was particularly low, with only 41 respondents (6.8%) reporting participation in oversight processes—a critical area for improvement if accountability and learning are to be embedded in FLLoCA operations.
- An additional 11 participants (1.8%) noted engagement in other forms of involvement not specifically categorized.

These findings are encouraging in terms of early-stage engagement, such as planning and sensitization, but they also highlight critical gaps in deeper involvement, particularly in the implementation and M&E phases. Without expanding community roles in these stages, the program risks falling short of its LLCA commitment to empower communities as co-creators and custodians of climate solutions.

#### 4.4.3 Citizen Engagement in FLLoCA Related Activities

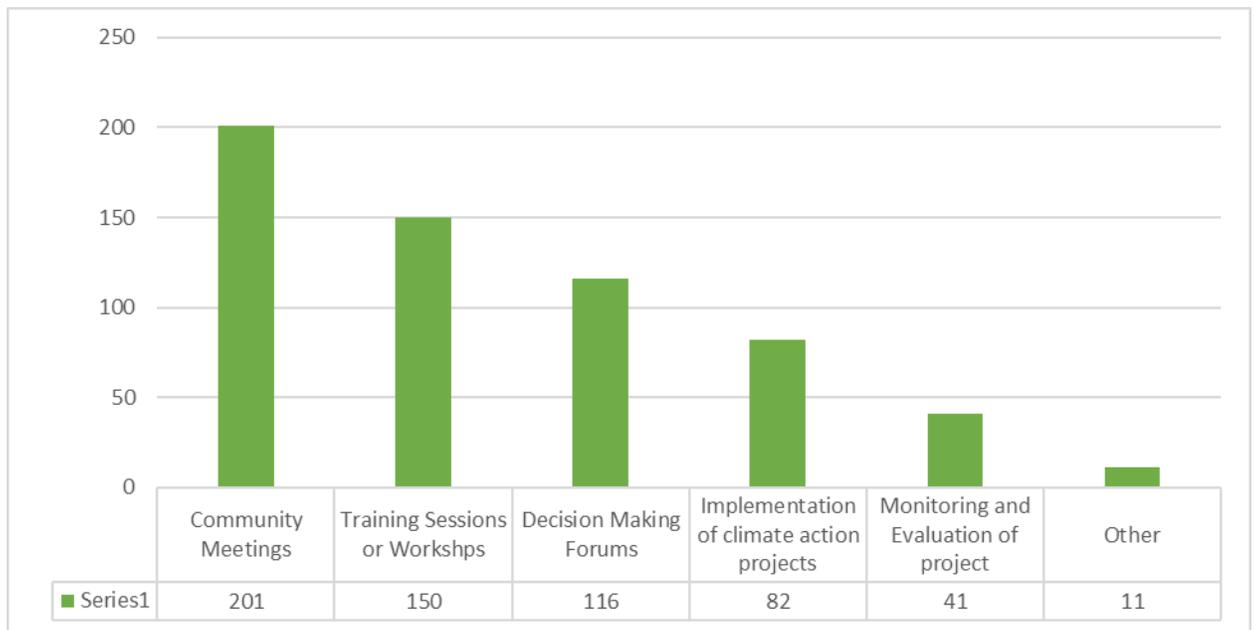


Figure 17: Citizen Engagement in FLLoCA Related Activities

The findings on Figure 17 shows that citizens engaged in a variety of FLLoCA-related activities across counties. These included:

- Participating in public forums and barazas related to project planning and climate action.
- Involvement in environmental initiatives such as tree planting, riparian restoration, and waste management.
- Supporting community-driven projects on water access, climate-smart agriculture, and renewable energy.
- Attending training sessions and capacity-building forums on climate adaptation, resource management, and local development planning.

The diversity of activities demonstrated that where FLLoCA engagement mechanisms were active, communities responded positively and contributed meaningfully to program implementation. However, the intensity and scope of engagement varied across counties, reinforcing that participatory opportunities were not equally available to all.

Implications:

- Strengthening consistent and inclusive citizen engagement mechanisms was critical for ensuring equitable participation.
- Scaling up successful county-level practices would deepen local ownership and enriched project outcomes.
- Continuous engagement, rather than one-off activities, would reinforce the locally-led nature of climate action under FLLoCA.

#### 4.4.4 Involvement in Decision Making

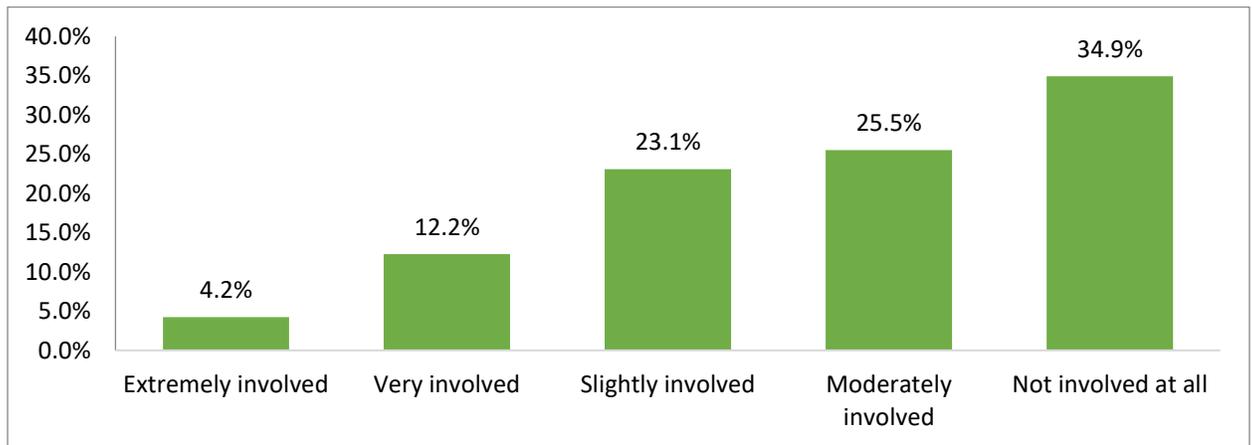


Figure 15: Level of Involvement in Decision Making

The assessment of decision-making involvement within the FLLoCA program shown on Figure 17 above revealed significant variation in the degree of citizen participation. Less than half (34.9%) of respondents reported that they were not involved at all in decision-making processes. In contrast, only 4.2% felt they were extremely involved, and 12.2% stated they were very involved.

A considerable share reported partial engagement:

- 23.1% indicated being *slightly involved*.
- 25.5% described their involvement as *moderate*.

These findings suggested that while moderate and lower levels of engagement were present, a substantial proportion of the population still felt excluded from meaningful participation in governance processes related to climate action planning and resource allocation. From a Locally-Led Climate Action (LLCA) perspective, communities should not only be beneficiaries but also active decision-makers and co-creators in shaping climate solutions.

The current distribution pointed to the need for more deliberate, equitable, and accessible participation structures, especially for traditionally marginalized or less visible groups such as women, youth, persons with disabilities, and pastoralist communities. While some respondents experienced moderate or partial involvement, the proportion who felt completely uninvolved signals a critical area for improvement. Addressing this gap will be essential to fulfilling FLLoCA's mandate as a locally-led, inclusive, and democratic climate action framework.

#### **4.4.5 Involvement in FLLoCA Project Cycle Phases**

Active community participation is at the heart of the FLLoCA program. From project identification and design to implementation, monitoring, and evaluation, community involvement ensures that climate interventions reflect local priorities, harness indigenous knowledge, and build ownership of outcomes. Engaging communities throughout the project cycle strengthens transparency, fosters accountability, and enhances the effectiveness of climate investments. It also promotes inclusivity, ensuring that women, youth, persons with disabilities, and marginalised groups have a voice in decision-making. By embedding community perspectives into each stage of the FLLoCA process, counties can achieve solutions that are not only technically sound but also socially accepted and sustainable in the long term. Figure 18 below shows findings on community involvement on FLLoCA project cycles.

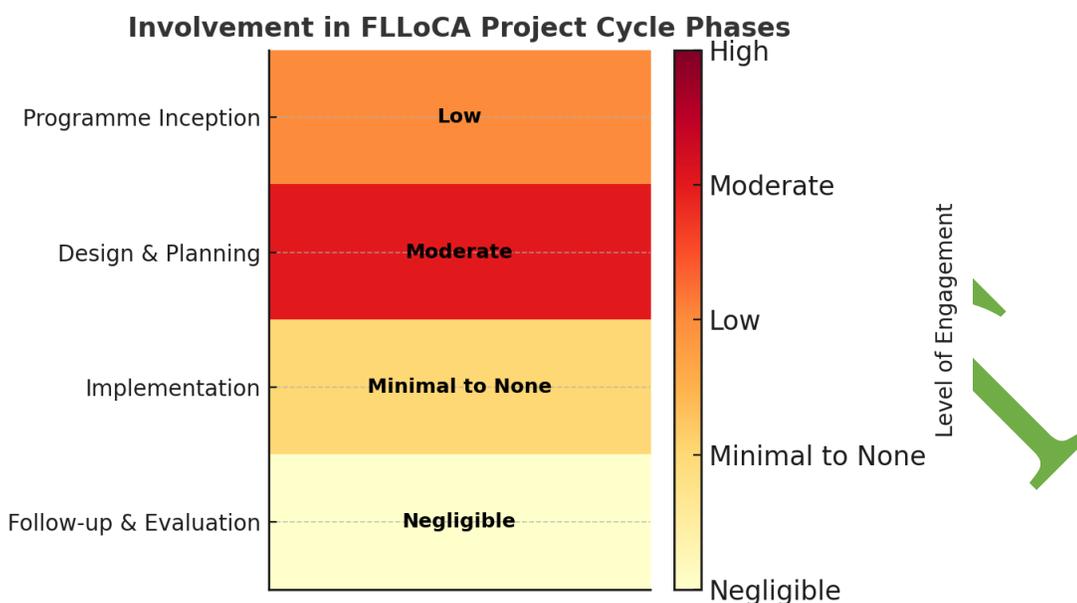


Figure 18: Involvement in FLLoCA Project Cycle Phases

Table : Level of Community engagement in FLLoCa Project Cycle

Phase	Level of Engagement	Key Insights
<b>Program Inception</b>	Low	Most community members excluded, with limited participation in leadership or agenda-setting roles.
<b>Design and Planning</b>	Moderate	Some engagement occurred, particularly in proposal development, though it was not consistently inclusive.
<b>Implementation</b>	Minimal to None	Community involvement in implementation activities was generally low, limiting opportunities for co-delivery of interventions.
<b>Follow-up and Evaluation</b>	Negligible	Minimal participation in follow-up processes, with exclusion from decision-making and limited feedback mechanisms.

## Community Involvement in FLLoCA-Project Cycle Activities

Community engagement in FLLoCA-Project Cycle activities reflected varied levels of participation, particularly in participatory governance processes such as the election of FLLoCA Focal Points and ward committees. These processes were designed to strengthen local ownership and accountability and, in several cases, successfully mobilized community members to contribute to proposal development and decision-making forums.

However, qualitative insights highlighted gaps in follow-through and implementation. As observed by one of the Focal point: *“Writing proposals was done, but nothing was achieved afterward.”* This sentiment reflected a broader concern regarding the disconnect between early-stage engagement and tangible program outcomes.

### Implications and Recommendations

- Reinforce accountability to local actors – Ensure that community-developed proposals are tracked, transparently reviewed, and followed by timely updates on progress and next steps.
- Strengthen feedback and reporting mechanisms – Establish structured channels to keep communities informed on how their inputs have been used and what challenges may be affecting implementation.
- Build capacity of focal points – Equip elected focal points with the skills, resources, and authority needed to serve as effective liaisons between communities and government actors, improving both coordination and transparency.

In conclusion, while community participation in early-stage governance processes was encouraging, the absence of consistent follow-up risked undermining the credibility of participatory governance. Ensuring that proposals lead to clear, documented outcomes—and that communities remain actively informed—will be essential to strengthening program legitimacy and advancing the goals of Locally-Led Climate Action.

#### 4.4.6 Sources of Information on FLLoCA

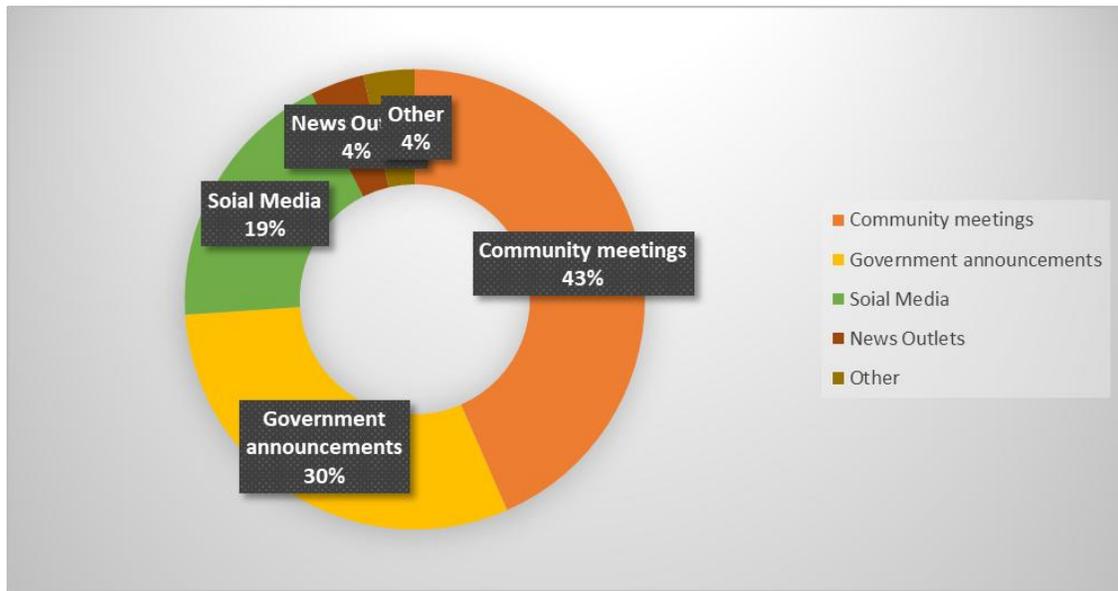


Figure 19: Sources of Information on FLLoCA



Figure 19 above, illustrates the various channels through which respondents became aware of the FLLoCA program. The data reveals that community meetings are the most prominent source of information, cited by 43% of respondents. This finding underscores the continued importance of grassroots-level engagement forums—such as barazas, ward assemblies, and village mobilizations—as trusted and accessible platforms for disseminating public information on climate action.

Government announcements were the second most frequently cited source, reported by 30% of respondents. These include communications delivered by local administrators such as chiefs, ward climate officers, and county government representatives, reflecting the relevance of state actors in supporting community awareness and ensuring consistency in official messaging.

Social media accounted for 19% of responses, suggesting a growing—though not yet dominant—role for digital platforms in climate communication. This channel may be particularly effective for urban and younger populations, but its reach remains limited in rural areas due to challenges related to digital access, infrastructure, and literacy. Nonetheless, it presents an opportunity for scaling outreach efforts if integrated with localized messaging.

News outlets, such as radio and print media, were cited by only 4% of respondents, pointing to a possible underutilization of mainstream media in raising the visibility of FLLoCA. This could reflect either limited coverage or a lack of tailored content that resonates with local contexts.

The “Other” category, also at 4%, included diverse sources such as civil society organizations (CSOs), workshops, peer networks, and community leaders. These responses highlight the role of non-governmental actors and informal networks in supplementing formal communication pathways and supporting community outreach.

### Key Takeaways

- Local, face-to-face engagement remains the most effective method for raising awareness, aligning with the LLCA principle of subsidiarity and the use of culturally relevant forums.
- There is untapped potential in media and digital channels, which could be leveraged more effectively with tailored content and targeted strategies.
- Multi-channel communication strategies—combining traditional, administrative, and digital tools—will be essential to reaching different demographics and enhancing the inclusivity and effectiveness of climate information dissemination.

While FLLoCA communication efforts have achieved strong reach through community-based channels, broadening and diversifying these efforts—particularly through media, digital, and civil society pathways—will be vital to achieving equitable access to information and strengthening public participation in climate governance.

#### **4.4.7 Barrier to Community Participation in FLLoCA**

Access to timely, relevant, and clear information emerged as a primary barrier to effective community participation in the FLLoCA program. According to the findings, 354 respondents (47%) identified lack of communication from authorities as a key factor limiting their ability to engage meaningfully in program activities. This underscores the critical role that transparent, responsive, and consistent information dissemination plays in enabling inclusive climate governance.

- An additional 20% (148 respondents) cited lack of awareness or interest—a barrier that is often closely linked to ineffective or inadequate outreach strategies. When communities are not sensitized or do not understand the relevance of the program, their ability to participate is significantly diminished, reinforcing existing exclusion.

- Limited access to media and internet was reported by 138 respondents (18%), highlighting digital divides that persist, particularly in rural areas. This limits the reach of online communications and suggests the need for blended outreach models that combine digital platforms with face-to-face methods such as community meetings, radio broadcasts, and local information boards.
- Low literacy levels, cited by 114 participants (15%), also present a structural challenge. Technical language and complex documentation around climate adaptation planning may be inaccessible to many, further constraining meaningful participation. This finding reinforces the need to simplify communication materials, use local languages, and invest in climate literacy to enable inclusive engagement.
- Insights from the “Other” category—based on qualitative feedback—further illustrated the systemic nature of information-related barriers. Respondents cited issues such as:
  - Bureaucratic gatekeeping of information
  - Selective dissemination of project updates to a few individuals or departments
  - Lack of notice about community meetings
  - Ambiguity or miscommunication around timelines and eligibility criteria

Addressing these barriers will be critical to enhancing equitable access to information, fostering trust, and enabling the full and effective participation of communities in shaping their climate adaptation priorities under FLLoCA.

#### 4.4.8 Barriers to Participation in the FLLoCA Program

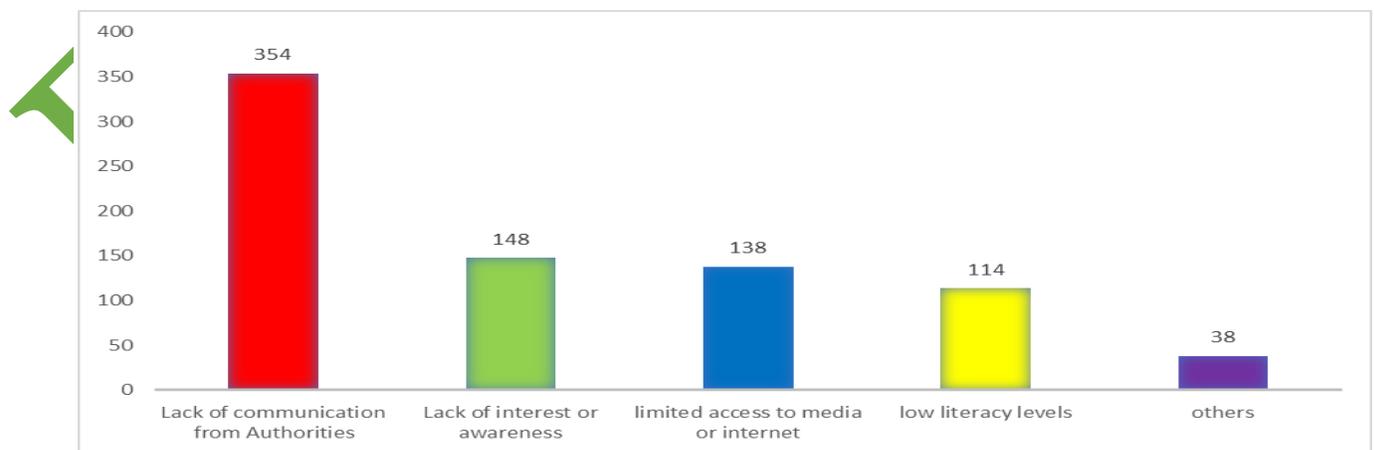


Figure 16: Barriers to Participation in the FLLoCA Program

Figure 19 gives analysis of other barriers to community participation in the FLLoCA program and highlights a number of systemic challenges that constrain inclusive engagement at the local level.

The most prominent barrier, as illustrated in the chart, is the lack of communication from authorities, cited by 354 respondents (approximately 47%). This finding points to a significant breakdown in information flow, suggesting that many community members remain unaware of opportunities to engage in planning, decision-making, or implementation processes related to climate adaptation. Without consistent and accessible communication, participation becomes fragmented, undermining the LLCA principle of informed and empowered local actors.

Closely linked to this is the issue of limited awareness or interest, reported by 148 respondents (20%). While this may appear as a passive barrier, it is often a reflection of poorly targeted or irrelevant outreach, lack of visibility of the program at community level, or failure to clearly communicate the value of participation. These findings signal a need for stronger engagement strategies, including tailored messaging and the use of local languages and trusted messengers.

Another key constraint is limited access to media or internet, cited by 138 respondents (18%). This digital divide particularly affects rural and marginalized populations, impeding their exposure to climate-related information and reducing their opportunities for feedback or interaction. It underscores the importance of blending digital tools with offline, community-based communication methods, such as radio, public barazas, and local bulletin boards.

Low literacy levels, identified by 114 participants (15%), represent a more structural barrier to participation. Technical documentation, proposal forms, and meeting content are often presented in inaccessible language, excluding segments of the population from fully understanding or contributing to the FLLoCA process. This reinforces the need to invest in climate literacy, simplification of materials, and inclusive facilitation methods.

Finally, 38 respondents (5%) categorized their barriers as "other." Qualitative feedback suggests these include issues such as bureaucracy, miscommunication, lack of follow-up, and perceived exclusion, pointing to procedural and institutional challenges that may discourage further participation.

While FLLoCA holds strong potential for community-driven climate action, these barriers highlight critical areas where institutional support and communication practices must be strengthened to fully realize locally led, inclusive, and sustainable adaptation outcomes.

#### 4.4.9 Other Barriers to Participation: Practical and Structural Constraints

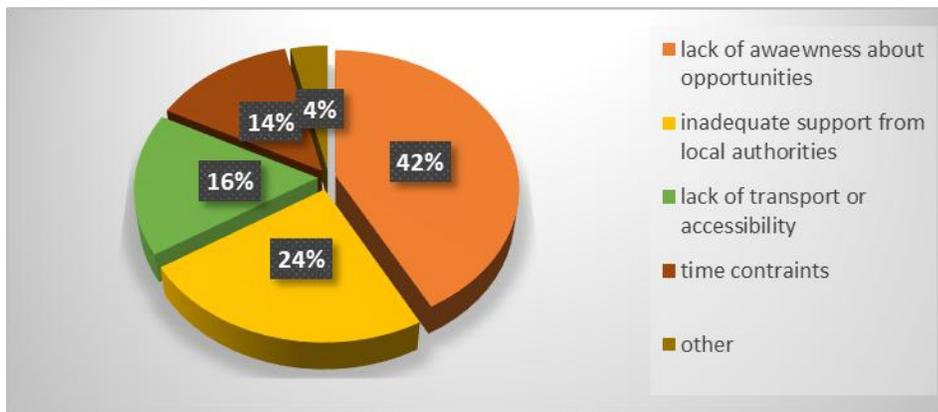


Figure 17: Other Barriers to Participation:

The figure above highlights a range of barriers that hinder effective community participation in the FLLoCA program. While information gaps remain the most significant constraint, practical and structural factors are also limiting equitable access and engagement.

##### ***1. Lack of Awareness About Opportunities (42%)***

The most frequently cited barrier continues to be a lack of awareness, pointing to persistent communication and outreach gaps. Without targeted, timely, and locally relevant information on participation opportunities, many community members remain unaware of how or when to get involved. This undermines the LLCA principle of informed participation and diminishes local ownership.

## ***2. Inadequate Support from Local Authorities (24%)***

Nearly one-quarter of respondents identified weak support from local institutions—such as ward administrators, chiefs, or county officers—as a key barrier. This may include limited follow-up after initial engagement, lack of transparency in program processes, or passive facilitation of community inclusion. Strengthening county-level institutional responsiveness is essential for sustaining trust and accountability.

## ***3. Lack of Transport or Accessibility (16%)***

Geographic and mobility-related constraints, especially in remote or underserved areas, present a practical barrier to physical participation. When forums are held far from communities or in central locations without adequate transport provisions, participation becomes exclusionary—particularly for women, elderly persons, and people with disabilities. This highlights the need for decentralized engagement models that bring processes closer to the people.

## ***4. Time Constraints (14%)***

Time constraints reflect both the scheduling of engagement activities and the competing livelihood responsibilities of participants. Many respondents likely balance farming, informal work, or care duties, which limits their availability. This underscores the importance of flexible, inclusive scheduling and recognizing the opportunity cost of participation.

## ***5. Other Factors (4%)***

Open-ended responses under the “other” category reveal deeper institutional and procedural challenges:

- Inconsistent engagement practices
- Limited transparency in procurement and proposal processes
- Unclear roles and responsibilities for community actors
- Political interference or dominance by select individuals
- Absence of FLLoCA activities or information in some localities

These insights suggest that for many, participation is not just hindered by external constraints, but also by systemic exclusion, procedural opacity, or lack of meaningful follow-up. The data demonstrates that while community willingness to engage exists, a combination of practical limitations, weak institutional support, and communication breakdowns continues to restrict inclusive participation. Addressing these challenges will be essential to fulfilling FLLoCA’s mandate of equitable, community-driven climate action.

## 4.5 Inclusion and Equity

### 4.5.1 Inclusion in FLLoCA Decision-Making Processes

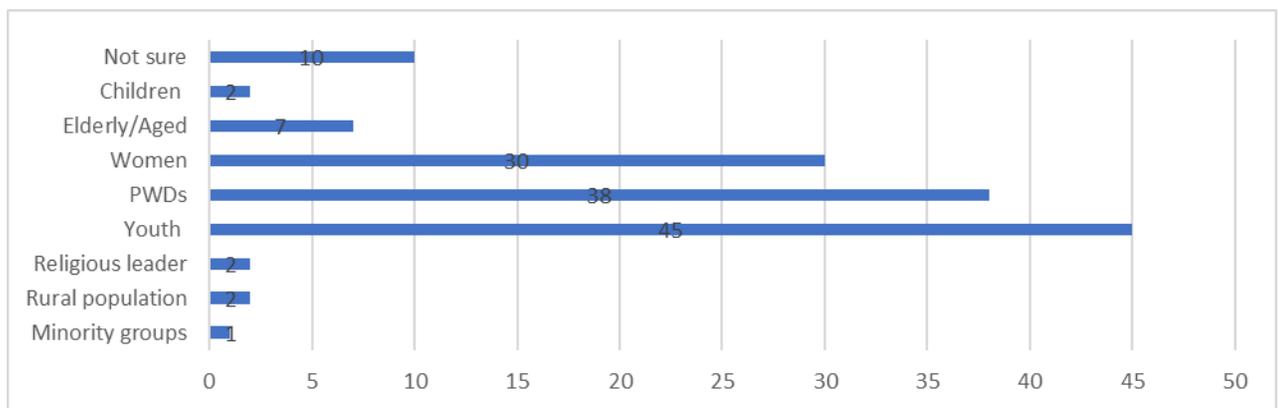


Figure 18: Inclusion in FLLoCA Decision-Making Processes

The figure 21 presents data from a citizen survey assessing perceived exclusion of various groups from decision-making processes under the FLLoCA program. The findings highlight significant concerns around inclusivity, particularly for groups that are central to community resilience but often marginalized in governance structures.

Key Findings:

- Youth were the most frequently cited as excluded, with 45 mentions (approximately 33%). This is notable given that youth are often drivers of innovation and community mobilization in climate adaptation, yet their participation in formal processes appears limited.
- Persons with Disabilities (PWDs) followed closely with 38 responses (28%), suggesting systemic accessibility challenges—both physical and procedural—in engaging this group in climate governance.

- Women were also commonly identified, with 30 responses (22%), reflecting persistent gender-based barriers to leadership and decision-making in climate-related planning and resource allocation.

Together, these three groups—youth, PWDs, and women—account for over 80% of perceived exclusion, pointing to a critical equity gap in program implementation.

**Additional Groups:**

- Elderly/Aged (7 mentions, 5%), religious leaders (2), rural populations (2), children (2), and minority groups (1) were also flagged, albeit in smaller numbers. Their inclusion is still vital, as these groups may face social, logistical, or structural barriers that limit their participation despite being heavily affected by climate impacts.
- 10 respondents (7%) indicated they were “Not sure”, which may signal either:
  - A lack of awareness of who is being engaged,
  - Or limited transparency and communication around participation processes.
  -

These findings reflect a perception that FLLoCA's decision-making structures are not yet fully inclusive, particularly for marginalized and underrepresented groups. This perception risks undermining the legitimacy of the program and could lead to misaligned adaptation strategies that fail to reflect the priorities of vulnerable populations. The data underscores a need for FLLoCA implementers—particularly at county and ward levels—to strengthen inclusive governance practices. Ensuring that historically excluded voices are actively represented and heard is essential to achieving the core goals of locally led, equitable, and resilient climate action.

**4.5.2 Access to FLLoCA Funding by Women, Youth, and Persons with Disabilities**

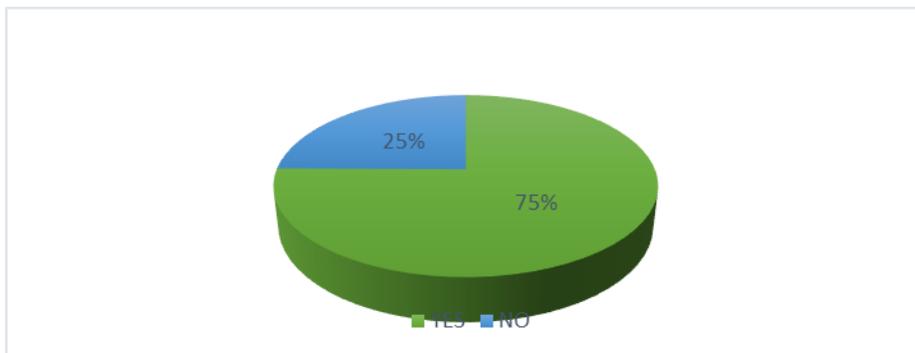


Figure 19: Access to FLLoCA Funding by Women, Youth, and Persons with Disabilities

Figure 22 above shows that, among the 471 respondents who answered the question on inclusion, a significant majority (75%) reported that women, youth, and persons with disabilities (PWDs) in their communities had not accessed or benefited from funding under the FLLoCA program. Only 25% affirmed that these groups had indeed benefitted.

***Key Barriers Identified:***

Lack of information and awareness was the most commonly cited barrier. Respondents indicated that many potential beneficiaries were unaware of the existence of FLLoCA, the types of support available, or how to engage with the program.

Some respondents noted that representation in planning committees existed but members have not been empowered to perform their respective roles. While a few women, youth, and PWDs had been included in community forums or committees, this involvement had not translated into tangible project benefits, largely due to:

- Delays in implementation or lack of follow-through.
- Structural and institutional exclusion was another dominant theme. Many cited:
- Poor outreach by implementing agencies
- Limited community engagement strategies
- The absence of intentional inclusion frameworks tailored to the specific needs of marginalized groups

This reveals a disconnection between nominal inclusion (being present in processes) and substantive inclusion (deriving equitable benefit from the program). These findings raise concerns about the effectiveness and equity of program delivery. Without clear targeting mechanisms, accessible application processes, and responsive implementation models, FLLoCA risks failing to meet the needs of groups who are most exposed to climate risks but least resourced to adapt.

### 4.5.3 Inclusion in FLLoCA Decision Making Processes

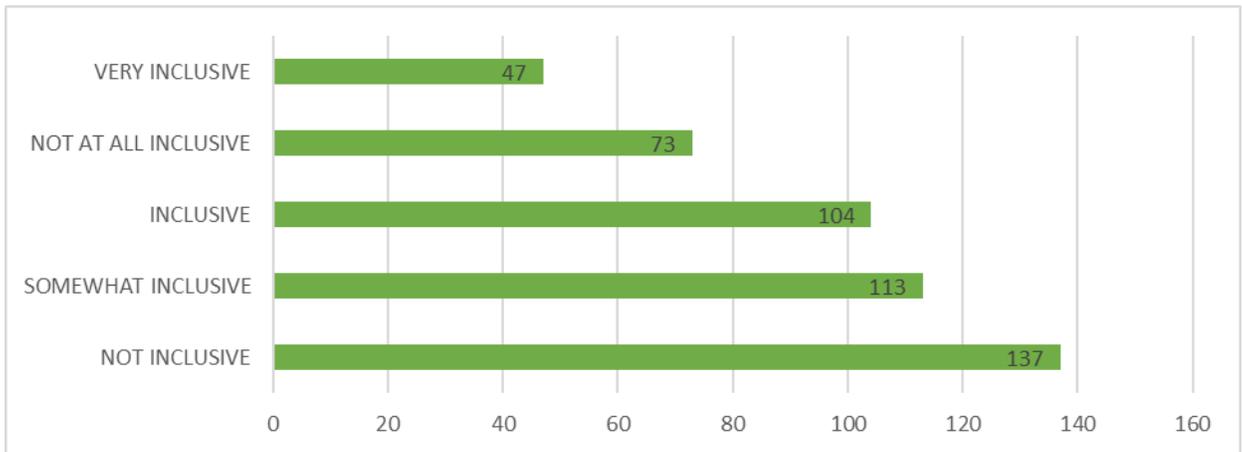


Figure 20: Inclusion in FLLoCA Decision Making Processes

Figure 23 presents responses to how inclusive community members perceive decision-making processes under the FLLoCA program. The data reveals a divided but largely critical view, indicating that inclusion remains a major concern in program governance at the local level.

#### Key Findings:

- Less than half (137) respondents rated the process as “Not Inclusive”, with an additional 73 respondents stating it was “Not at All Inclusive”. Combined, this accounts for 210 responses (approximately 52%).
- 113 respondents (24%) categorized the process as “Somewhat Inclusive”, suggesting that inclusion efforts may be present but are often partial, irregular, or poorly structured. This group may represent communities where outreach or representation exists but does not consistently translate into meaningful engagement.
- A total of 104 respondents (22%) perceived the process as “Inclusive”, and a smaller group of 47 (10%) considered it “Very Inclusive”.

While some respondents have observed progress, the predominant view remains that decision-making is perceived as closed, selective, or inaccessible, particularly to marginalized groups such as women, youth, and persons with disabilities (PWDs). The mixed ratings point to inconsistent implementation of inclusive practices, possibly influenced by:

- Variation in county-level leadership and facilitation
- Limited outreach or sensitization
- Structural or procedural barriers to participation
- Power dynamics that sideline community voices

Although some progress has been made in promoting inclusive participation in FLLoCA, the prevailing sentiment among respondents is that decision-making processes fall short of being fully inclusive. Addressing the structural, operational, and cultural barriers to inclusion will be critical to unlocking equitable, community-driven climate action outcomes.

#### 4.5.4 Consideration of Citizen Views in Decision-Making

The findings from the citizen questionnaire indicate a prevailing sense of marginalization of citizen views in the FLLoCA decision-making process.

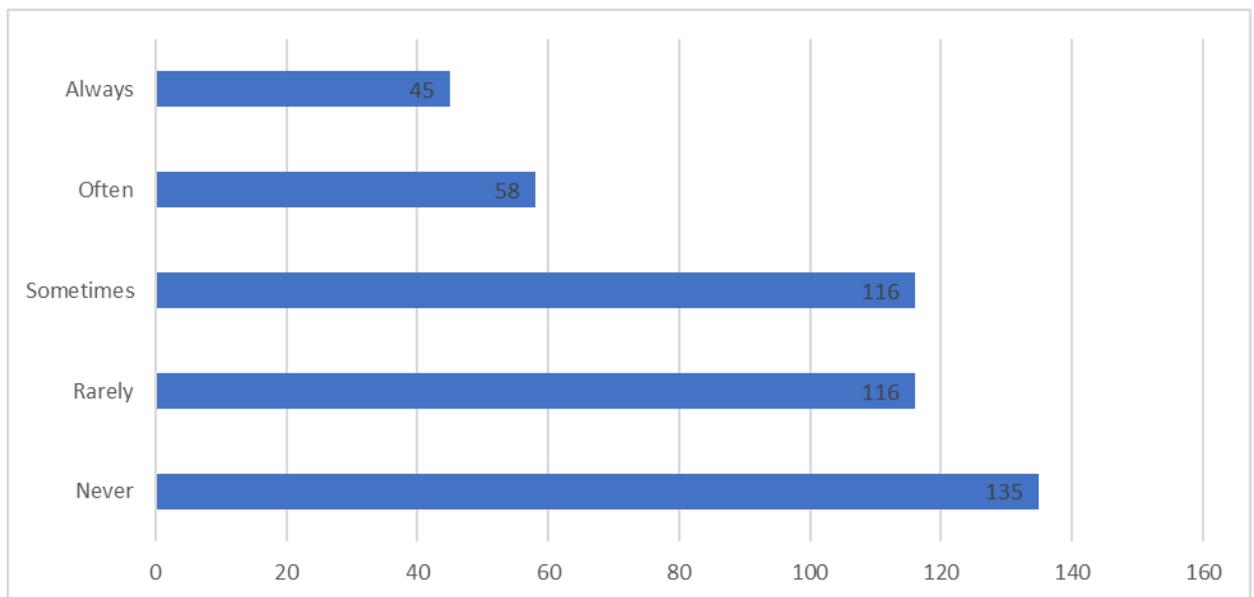


Figure 21: Consideration of Citizen Views in Decision-Making

#### Key Findings:

- 135 respondents (29%) stated that their views are never considered, while another 116 respondents (25%) felt that they are rarely considered.
- An additional 116 respondents (25%) said their views are considered only sometimes.
- Collectively, 81% of respondents experience little to no consistent acknowledgment of their perspectives, indicating a systemic gap in participatory governance.

On the other hand:

- Only 58 respondents (12%) reported that their views are often taken into account.
- A smaller group of 45 respondents (10%) felt their views are always considered, suggesting that positive engagement practices exist but are not widespread.

#### 4.6 Project Identification and Community-Led Initiatives

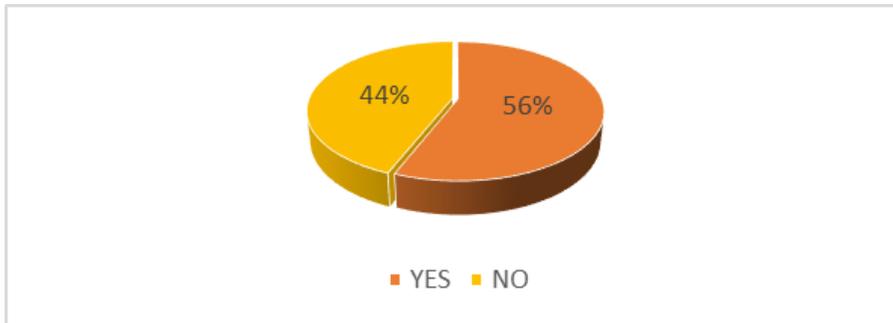


Figure 22: Project Identification and Community Led Initiatives



Data from the survey questionnaire indicates that 56% of respondents believe that projects implemented under the FLLoCA program in their communities were community-initiated, while 44% did not share this view. This reflects a moderately positive perception of local ownership, yet also reveals that a significant proportion of communities still feel disconnected from project planning and initiation processes.

#### *Evidence of Community-Driven Climate Action*

Among those affirming the climate change initiatives that were community-led, the most frequently mentioned activity was tree planting, cited in over 30 instances. These efforts included:

- ◆ Afforestation and reforestation activities in schools and riparian zones
  - Establishment of tree nurseries
  - Engagement in conservation programs

Such initiatives point to a strong grassroots commitment to environmental restoration and climate adaptation, in line with LLCA principles of ecosystem stewardship and citizen-led action.

Other community-initiated projects cited include:

- Water access interventions (installation of water tanks, borehole drilling)
- Sustainable agriculture (kitchen gardens, farm canal construction)

- Renewable energy solutions (biogas, solar systems)
- Wetland rehabilitation and organic waste recycling

These interventions reflect a broad and locally relevant response to climate vulnerabilities, suggesting that when empowered, communities are capable of designing and implementing impactful climate adaptation solutions.

## 4.7 Feedback Mechanisms

### 4.7.1 Community Participation in FLLoCA Feedback Public Forums

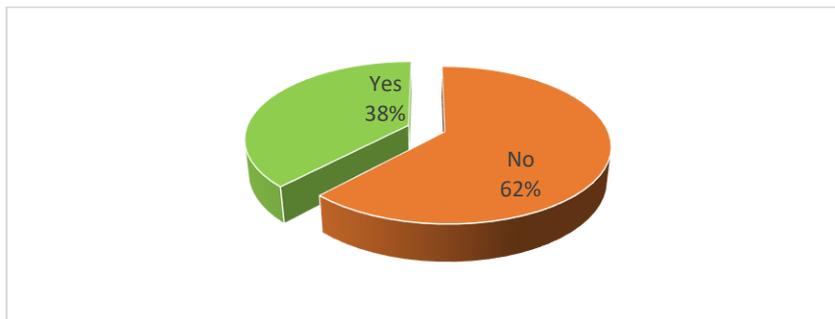


Figure 23: Participation in FLLoCA public forums

Figure 26 shows findings on community participation in FLLoCA public forums, showed that 62% of respondents had not attended any public participation forums where feedback on the FLLoCA program was provided, while 38% reported that they had participated in general FLLoCA forums.

While the level of participation on FLLoCA General program, demonstrated that a significant minority of community members were engaged in feedback processes, the majority's absence highlighted an important gap in program outreach and inclusivity. Public feedback forums are a cornerstone of transparency, accountability, and co-ownership in Locally-Led Climate Action.

#### Implications and Recommendations

- Expand outreach – Proactively inform communities of upcoming forums through multiple communication channels such as local radio, barazas, social media, and community leaders.
- Ensure inclusivity – Address barriers to attendance, including location, timing, and accessibility for women, youth, persons with disabilities, and other marginalized groups.

- Strengthen follow-up – Provide clear, accessible summaries of forum discussions and agreed actions to all community members, including those unable to attend.

By ensuring broader and more equitable participation in feedback forums, FLLoCA can deepen community trust, strengthen accountability, and reinforce the program’s locally-led foundation.

#### 4.7.2 Community Participation (Positive Vs Challenges Experiences in Public Forums)



#### **FLLoCA Public Participation Forums - Positive Experiences vs. Persistent Challenges**

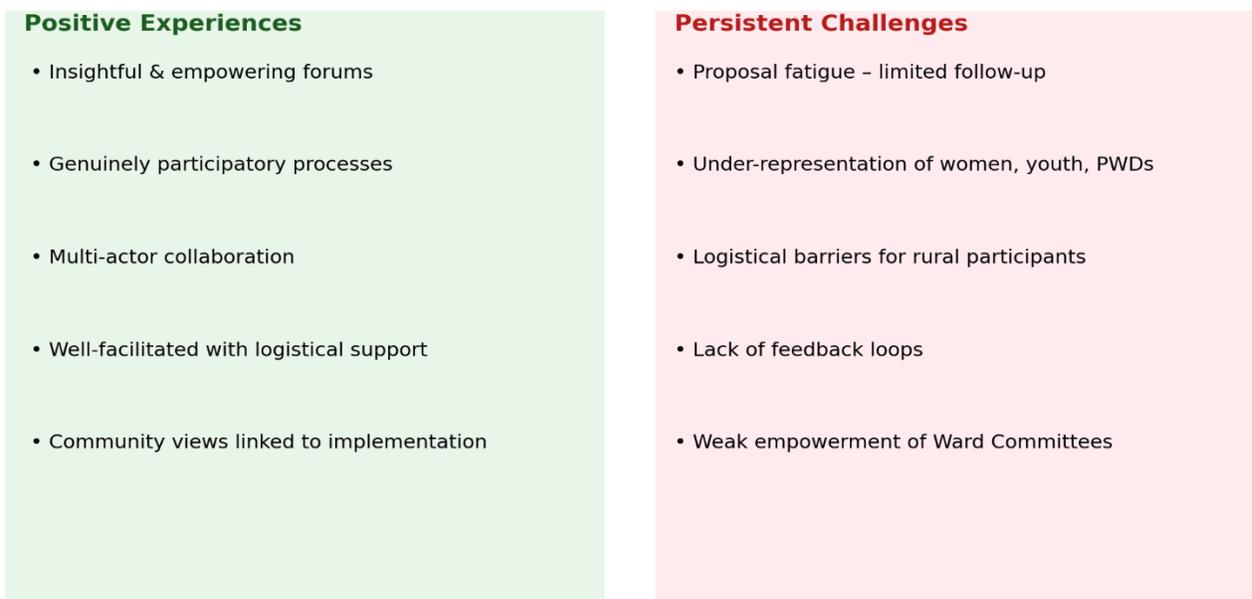


Figure 27: Positive vs Persistent Challenges in FLLoCA Public Forums

Respondents who attended FLLoCA forums as reported in Figure 27 above, cited involvement in community sensitization, project site identification, proposal development, election of ward-level climate committees, and climate adaptation consultations. These forums, convened by county governments, the Department of Environment and Climate Change, NDMA, ActionAid, and civil society organizations, demonstrated multi-actor collaboration at the local level.

### Positive Experiences

When well-organized and resourced, forums were described as insightful, empowering, and genuinely participatory, particularly when climate finance and resilience topics were covered, logistical support was provided, and community views informed project implementation.

### Persistent Challenges

Key concerns included proposal fatigue where inputs were not acted upon, under-representation of women, youth, and persons with disabilities, logistical barriers for rural participants, weak follow-up mechanisms, and limited empowerment of Ward Climate Change Committees.

### Overall Insight

While public participation forums have shown potential to advance inclusive and locally-owned climate action, the 62% non-participation rate points to uneven reach and effectiveness. Addressing logistical, structural, and inclusivity gaps—alongside responsive follow-up—will be critical to strengthening community trust and fulfilling the principles of Locally-Led Climate Action.

#### 4.7.3 County-Level Monitoring of FLLoCA: Insights from Qualitative Feedback

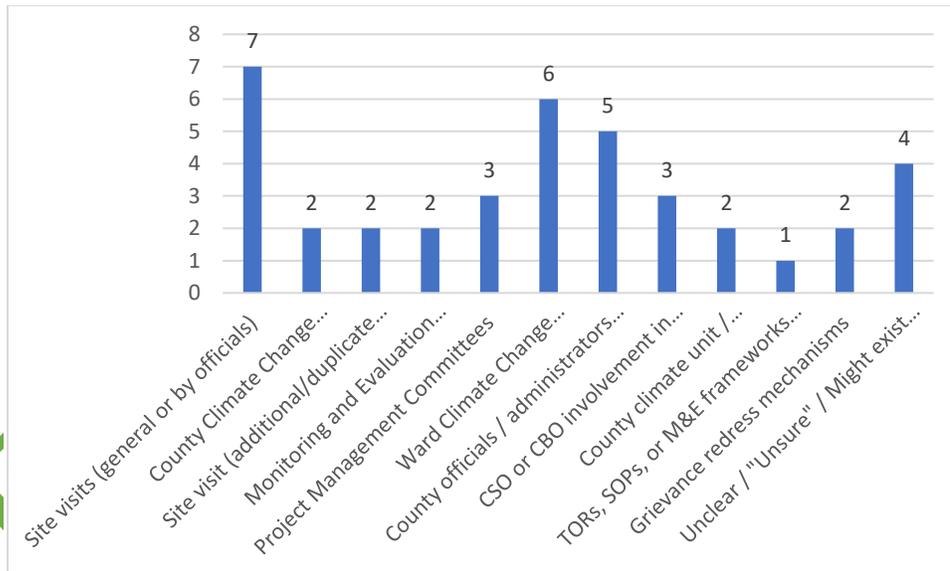


Figure 28: County-Level Monitoring of FLLoCA: Insights from Qualitative Feedback

Figure 28 above on county level monitoring of FLLoCA feedback from stakeholders provided valuable insights into how FLLoCA was monitored at the county level. Respondents acknowledged that monitoring activities were taking place, often led by county climate change units, Ward Climate Change Committees, and relevant sector departments. These efforts included site visits, verification of

project implementation, and community consultations to assess progress. Key Monitoring Modalities Identified were as follows:

- *Site visits—general or official*—were the most frequently mentioned oversight method (7 mentions), reflecting that visible, physical inspections are a common and recognizable form of monitoring. These may be conducted by county officials, engineers, or external stakeholders.
- *Ward Climate Change Committees* and *Planning Committees* were referenced (3 mentions each), suggesting localized efforts at community-level oversight, consistent with the LLCA principle of subsidiarity. However, their limited visibility across responses may point to uneven functionality or unclear mandates.
- *Mentions of County Climate Change Committees*, the Directorate of Climate Change, and other formal structures were sparse (only 2 references each), indicating a low level of public awareness or engagement with these institutional actors.
- *Project Management Committees* and M&E teams were also mentioned, albeit infrequently, which may reflect limited operational reach or ineffective communication of their roles to community members.
- *County-level actors* such as ward administrators, county coordinators, and engineers were cited in relation to project oversight.
- *Civil Society Organizations (CSOs)* and *Community-Based Organizations (CBOs)* received a moderate number of mentions (5 and 6 respectively), suggesting emerging partnerships in participatory monitoring, though these remain underutilized and inconsistently integrated.
- *Mentions of standard tools*—such as TORs (Terms of Reference), SOPs (Standard Operating Procedures), or M&E frameworks—were rare, implying low community visibility or access to documented procedures that guide monitoring and oversight.

However, the feedback also pointed to gaps and inconsistencies in monitoring practices:

- *Uneven coverage* – Not all projects or wards received equal attention, leading to disparities in oversight.
- *Limited feedback loops* – Communities were not always informed of monitoring outcomes or how findings would be acted upon.
- *Capacity constraints* – Some monitoring teams lacked adequate resources, technical expertise, or logistical support.

- Minimal citizen involvement – Opportunities for communities to participate in monitoring were often limited, reducing transparency and local ownership.

***Implications and Recommendations***

- Standardize county-level monitoring frameworks to ensure consistent and equitable coverage across all wards.
- Strengthen reporting and feedback mechanisms so communities are regularly updated on monitoring findings and follow-up actions.
- Build monitoring capacity through training, resourcing, and technical support for county teams.
- Promote community-driven monitoring to enhance accountability, local ownership, and alignment with Locally-Led Climate Action (LLCA) principles.

Overall, while county-level monitoring structures were in place, their effectiveness and inclusivity varied. Addressing these gaps will be essential to ensuring FLLoCA delivers credible, transparent, and accountable climate action outcomes.

**4.7.4 Awareness of Grievance Redress Mechanism and Entry Levels**

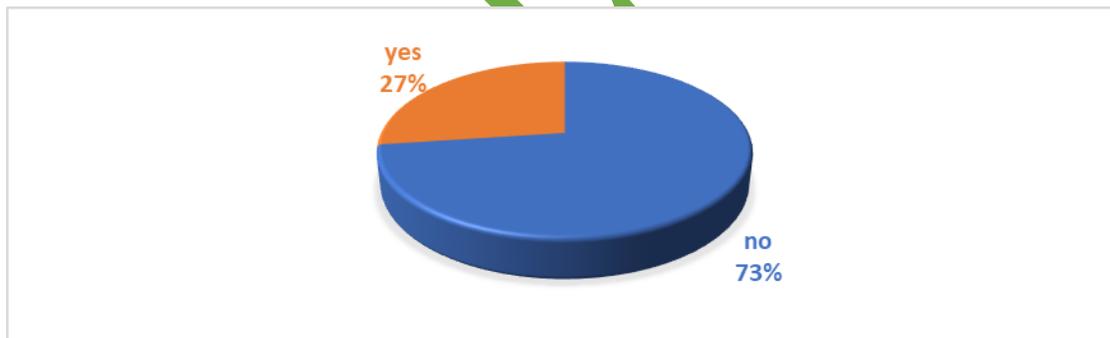


Figure 29: Awareness of FLLoCA GRM Mechanism and Entry Levels

Survey results on Figure 29 above on Awareness of FLLoCA GRM processes and entry levels indicated that only 27% of respondents were aware of the FLLoCA Grievance Redress Mechanism (GRM), while 73% had no knowledge of it. The most common grievance categories were WCCPC functionality (16%), procurement-related complaints, project delays, access to information requests, and public participation concerns.

While this low awareness contrasted with the program’s formal GRM structures already established, with functional GRM systems in place across 45 counties, it also suggested that while the GRM infrastructure was in place, community-level communication on the scope of each layer and outreach was insufficient to ensure that citizens understood the multilayered process of handling GRM under FLLoCA and to how to access the various GRM channels.

#### Implications

- Reduced accessibility and utilization – Low awareness limits community ability to raise concerns, reducing the mechanism’s accountability function.
- Perceived exclusion – Communities unaware of the GRM may feel excluded from grievance resolution processes.
- Weaker trust in program governance – Lack of awareness may reinforce perceptions of low transparency.

#### Recommendations

- Scale up awareness campaigns using barazas, local radio, community meetings, and CSO networks.
- Integrate GRM orientation into all FLLoCA community engagements and project launches.
- Simplify and localize communication materials in local languages and through visual formats.

Raising public awareness of the GRM handling processes will be essential for closing the gap between system design and community use, ensuring that FLLoCA grievance processes are accessible, inclusive, and trusted.

### **4.8 Progress and Delivery of Locally Led Climate Action in Kenya**

The Financing Locally-Led Climate Action program is Kenya’s flagship vehicle for decentralizing climate finance and empowering counties and communities to design and implement locally-relevant adaptation solutions. This section reviews progress in delivering LLCA, combining survey data, stakeholder insights, and program performance reports to assess achievements, participation levels, and the effectiveness of enabling systems such as grievance redress, monitoring, and participatory governance. While notable gains have been made in institutional strengthening, climate-smart investments, and multi-actor collaboration, gaps remain in inclusivity, follow-up, and equitable access.

The analysis informs recommendations to consolidate progress, close implementation gaps, and enhance Kenya’s leadership in locally-led adaptation.

#### 4.8.1 Satisfaction with FLLoCA Processes

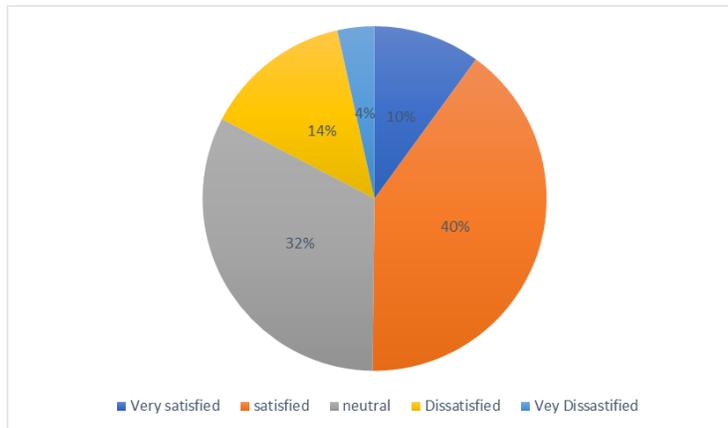


Figure 30:Community Satisfaction with FLLoCA Processes

Figure 30 above indicates the level of community satisfaction with FLLoCA process. The survey results indicated mixed levels of satisfaction with FLLoCA program processes as follows:

- Very satisfied – 10%
- Satisfied – 40%
- Neutral – 32%
- Dissatisfied – 14%
- Very dissatisfied – 4%

While half of respondents (50%) expressed satisfaction with FLLoCA processes and how projects and activities were managed, a significant proportion reported neutral or negative experiences, pointing to gaps in consistency, inclusivity, and responsiveness. Positive feedback was linked to well-coordinated processes, visible project progress, timely delivery of planned activities, and initiatives that aligned with community priorities. Lower satisfaction often stemmed from perceived delays, inconsistent process application across counties, limited transparency in decision-making, and insufficient follow-up on planned actions.

## Implications

- Strengthen process consistency across counties to ensure fairness and predictability in implementation.
- Increase transparency in procedural steps and decision-making to enhance trust.
- Ensure inclusive engagement in all stages of program processes so interventions reflect diverse community needs.

By addressing these gaps, FLLoCA can improve the credibility, fairness, and effectiveness of its processes, reinforcing its vision as a locally-led, community-responsive climate action program.

### 4.8.2.1 Progress of Implementation

The goal of the FLLoCA program was to enable locally-led climate action by strengthening institutional frameworks and integrating climate priorities into county policies and development plans. It sought to empower both communities and county governments to identify local climate risks and design context-specific solutions aligned with the National Climate Change Action Plan (NCCAP) and the Paris Agreement.

The program was implemented through two complementary approaches:

- National-level investments to build institutional capacity.
- County-level incentives (Program-for-Results, P4R) to reward performance and progress.

According to the Project Management Unit's October 2024 report, counties focused on six performance areas, including establishing Climate Change Units, conducting risk assessments, embedding climate actions into County Integrated Development Plans (CIDPs), and scaling up funding for resilience investments. The Participatory Climate Risk Assessment (PCRA) model was central to this process, enabling communities to map climate risks and develop Ward Climate Action Plans (WCAPs), which informed County Climate Resilience Investment (CCRI) Plans.

### Key Achievements and Progress

- 699+ wards had benefited from climate resilience projects.
- 150+ adaptation projects implemented across 31 counties, covering water, agriculture, conservation, and energy.

- 46 counties established Climate Change Units and Steering Committees.
- 45 counties held community consultations and developed WCAPs.
- Institutional capacity strengthened, with climate action mainstreamed into county planning.
- County budgets increasingly allocated to resilience investments.

FLLoCA's achievements to date demonstrate a solid institutional foundation and tangible climate resilience outcomes. However, continued effort will be needed to ensure equitable coverage, sustained capacity, and deeper community ownership across all counties.

#### **4.8.2.2 Community Assessment of Progress and Delivery**

The study sought to evaluate the progress and effectiveness of the FLLoCA program from a community-centered perspective, with a focus on implementation at the county level. The assessment examined key dimensions aligned with the principles of Locally-Led Climate Action (LLCA), namely:

- Strategic design and planning.
- Execution and delivery of climate-resilience activities.
- Efficiency in resource utilization.
- Public participation and community engagement.
- Inclusivity of marginalized groups.

To capture community perceptions, respondents rated FLLoCA's performance across these dimensions using a standardized 4-point Likert scale, where 1 denoted the lowest level of satisfaction or effectiveness and 4 represented the highest. This approach generated a comprehensive and nuanced snapshot of perceived performance across counties. The aggregated results provide a valuable evidence base to identify strengths, highlight gaps, and guide targeted improvements in the design and delivery of climate interventions under the FLLoCA framework. The summarized findings are presented in Table 3.1.3, offering a detailed breakdown of how communities have experienced the FLLoCA program across the assessed thematic areas.

Table 8:Community Assessment Of Progress of Delivery Rating

<b>Dimension of Progress</b>	<b>Excellent</b>	<b>Fair</b>	<b>Good</b>	<b>Poor</b>
FLLoCA Program design and strategic clarity	20%	25%	39%	15%
FLLoCA processes and activities with adequate public participation	12%	25%	27%	36%
County has integrated plans aligned to FLLoCA	14%	25%	37%	24%
County Actions	7%	32%	27%	27%
Activities being carried out as planned	12%	29%	19%	39%
Resources used efficiently	10%	32%	24%	34%
Efficient county monitoring	5%	48%	15%	32%
Available financial reports compliant	3%	37%	15%	41%
Coordinated and well-informed meetings	3%	36%	29%	31%
Strong Partnerships and Coordination	7%	42%	22%	29%
Effective communication Strategies	5%	41%	15%	37%
Regular outreach programs and meetings	9%	31%	27%	34%
Sense of community ownership	7%	37%	24%	32%
Effective feedback mechanisms	3%	34%	22%	41%
Positive environmental impact	9%	39%	32%	20%
Gender equality	14%	46%	25%	15%
Capacity Strengthening Sessions	10%	42%	25%	22%
Increased involvement of community-based organizations, women and youth	12%	32%	34%	22%
Effective Feedback Mechanisms	3%	34%	24%	39%

The findings from Table 9 presents a comprehensive overview of community perceptions regarding the performance of the FLLoCA program, analyzed through the study’s conceptual framework. The assessment focused on three core pillars—governance and institutional arrangements, community engagement, and implementation performance—aligned with the eight principles of Locally-Led Adaptation (LLA). This is further summarized in the figure 31- (dashboard) below:

### 4.8.2.3 Community Assessment of FLLoCA – Thematic Performance Dashboard

The Thematic Performance Dashboard provides a visual summary of how communities perceive the performance of the FLLoCA program across key thematic areas. Developed from community survey responses and focus group discussions, it reflects local perspectives on governance, participation, delivery, and impact.

The dashboard uses a traffic-light color coding to highlight performance levels:

- Yellow (Moderate) – Some progress achieved, but opportunities remain for improvement.
- Red (Low) – Significant challenges requiring targeted interventions.

This dashboard serves as a community feedback tool, enabling stakeholders to identify priority areas for improvement, track progress over time, and align institutional actions with community expectations.

**Community Assessment of FLLoCA - Thematic Performance Dashboard**

<p><b>Strategic Design &amp; Governance</b> Mixed – Moderate clarity, room for improvement</p>
<p><b>Public Participation &amp; Engagement</b> Low – Insufficient inclusivity</p>
<p><b>Implementation &amp; Delivery</b> Low – Delays, funding bottlenecks</p>
<p><b>Resource Management &amp; Transparency</b> Low – Weak financial governance</p>
<p><b>Policy Integration &amp; Alignment</b> Moderate – Emerging synergy with county plans</p>
<p><b>Coordination &amp; Communication</b> Low – Weak coordination, poor feedback</p>
<p><b>Community Ownership &amp; Outreach</b> Low – Weak ownership, limited outreach</p>
<p><b>Inclusion &amp; Capacity Strengthening</b> Moderate – Better gender inclusion</p>
<p><b>Environmental Impact</b> Moderate – Positive where community input is strong</p>

The findings on the community dashboard above, revealed strengths in areas such as strategic design, policy integration, inclusion, and environmental impact when communities are actively engaged. However, weaker scores in public participation, implementation, resource management, coordination, and community ownership point to the need for strengthened outreach, improved governance transparency, and more inclusive delivery mechanisms. Specific elements of the dashboard findings were as follows:

1. ***Strategic Design and Governance Clarity***

Perceptions of governance clarity were generally positive, with 39% rating the program's design and direction as Good and 25% as Fair. One in five respondents (20%) rated it Excellent, while 15% viewed it as Poor. These results point to a moderate level of goal orientation and highlight opportunities to strengthen strategic communication and alignment to further consolidate progress.

2. ***Public Participation and Community Engagement***

Community engagement emerged as an area with considerable scope for growth. While 12% of respondents rated participation as Excellent, 36% rated it Poor, reflecting a need to deepen inclusivity and ensure broad, meaningful involvement across all community groups.

3. ***Implementation and Delivery Performance***

Implementation progress was assessed cautiously, with 39% rating it Poor. Respondents attributed this to administrative delays, funding bottlenecks, and capacity constraints. Addressing these factors will help strengthen delivery in line with the LLA principle of predictable and patient funding, while enabling greater adaptability and scalability.

4. ***Resource Management and Financial Transparency***

Views on financial governance were mixed. While 10% rated resource utilization as Excellent, 34% rated it Poor. Monitoring and evaluation outcomes followed a similar pattern, with 5% Excellent and 32% Poor. This suggests a valuable opportunity to further enhance transparency and oversight, building on the systems already in place.

**5. *Policy Integration and Alignment***

6. Policy alignment showed encouraging results, with 37% rating integration of FLLoCA into county development plans as Good and 24% rating it Poor. These findings reflect emerging synergy between climate action and local development agendas, consistent with LLA’s emphasis on context-specific approaches.

**7. *Coordination and Communication***

Coordination and communication processes received varied feedback. Only 3% rated coordination meetings as highly effective, while 31% rated them Poor. Partnership strength was generally perceived as Fair (42%) or Good (22%). Communication (37% Poor) and feedback mechanisms (41% Poor) were identified as areas where strengthened systems could further enhance collaboration.

**8. *Community Ownership and Outreach***

Perceptions of community ownership were measured, with 32% noting weak ownership and 34% identifying scope for wider outreach. Strengthening localized planning mechanisms and inclusive engagement strategies can help realize the LLA goal of empowering local institutions and communities.

**9. *Inclusion and Capacity Strengthening***

Inclusion and capacity outcomes were relatively positive, with 46% and 42% rating them Fair and over a quarter rating them Good. At the same time, 22% rated inclusion of women, youth, and community-based organizations’ as Poor, highlighting the value of deliberate, targeted institutional mechanisms to sustain inclusivity gains.

**10. *Environmental Impact***

Environmental outcomes were encouraging, with 32% rating results as Good and 39% as Fair. Where community input informed project design, climate benefits were more evident. However, the scale and sustainability of these results can be strengthened through robust monitoring and adaptive learning systems.

## **4.9 Community-Led Monitoring under FLLoCA**

Community Led Monitoring (CLM) is central to FLLoCA’s commitment to participatory governance and locally led adaptation. As outlined in the FLLoCA Monitoring and Evaluation (M&E) Manual, CLM is embedded within the broader Monitoring, Evaluation, Accountability, and Learning (MEAL) framework. This approach emphasizes grassroots engagement, citizen oversight, and social accountability mechanisms, ensuring that communities remain active partners in monitoring program progress and shaping its continuous improvement.

### **Key Features of Community-Led Monitoring (CLM)**

#### **1. Participatory Climate Risk Assessments (PCRAs)**

CLM processes began with tools such as Participatory Climate Risk Assessments (PCRAs), which involved community members in identifying climate risks, assessing vulnerability, and prioritizing adaptive actions. These assessments provided the foundation for planning, implementation, and tracking of climate actions. Treasury monitoring data confirmed that PCRAs were conducted in the majority of implementing wards, forming a critical input into ward climate action plans.

#### **2. Use of Community Scorecards and Social Accountability**

The FLLoCA Monitoring and Evaluation (M&E) Manual recommended the use of community scorecards and social accountability to capture citizen feedback on program activities, particularly around service delivery, resource utilization, and the performance of Ward Climate Change Planning Committees (WCCPCs). These scorecards were administered periodically to facilitate adaptive learning and enable real-time accountability. Treasury reports indicated that scorecard use was still in the early stages, with uptake varying by county.

#### **3. Ward-Level Oversight**

The WCCPCs were mandated to lead monitoring activities at the ward level. Their responsibilities included validating reports, supervising implementation sites, and ensuring that delivery aligned with community priorities and approved ward climate plans. According to Treasury data, WCCPCs were functional in all implementing counties, but their monitoring

capacity varied, with stronger oversight observed where additional technical support had been provided.

#### 4. **Integration of CSOs for Oversight and Social Accountability**

The CSO survey found that many civil society organization's actively supported CLM by facilitating community training, supporting PCRAs, and co-developing monitoring frameworks. Their involvement in building local capacity strengthened ward-level oversight and increased the credibility of the monitoring process. Treasury reports acknowledged the complementary role of CSOs in reinforcing county-level monitoring systems.

#### 5. **Feedback to Counties**

Findings from community monitoring exercises were expected to be shared with the County Climate Change Units (CCCUs) and integrated into periodic county-level reviews. This approach enhanced upward accountability and responsiveness. Treasury progress reports confirmed that such feedback loops had been established in most counties, although the regularity and completeness of reporting varied, suggesting scope for more systematic integration of CLM data into county reviews.

#### **4.10 Citizen Awareness of the Scope of GRM System**

While the FLLoCA Grievance Redress Mechanism (GRM) was structurally sound and designed as a multi-layered system—spanning Project Management Committees, Ward GRM Committees, County GRM Desks, and escalation pathways to the PIU, Ombudsman, or judiciary—its effectiveness from a citizen perspective is constrained by limited understanding of how the process works and the scope of responsibilities at each level. Only a small proportion of citizens reported (27%) being aware of the **different entry points** for grievances or the **specific mandate** of each tier. Many community members were unclear about:

- **Where to lodge complaints** at the project, ward, or county level.
- **What types of grievances** each level is responsible for handling.
- **How cases are escalated** and tracked through the system.
- **Expected timelines** for resolution at each stage.

Low awareness of the process flow and scope of authority within the GRM reduces its accessibility and risks underutilization, especially by rural and marginalized groups.

This gap undermines the mechanism's ability to provide a consistent, predictable, and transparent pathway for addressing grievances. It is important to Scale up citizen education campaigns that clearly explain the step-by-step process, scope, and escalation pathways. Other recommendations include: development of visual and local-language materials illustrating the GRM structure and responsibilities at each level. Ensuring Ward and County GRM focal points actively sensitized communities during public forums and project launches. Incorporating feedback loops so citizens receive updates on progress and outcomes at every stage. Lastly Improving citizen literacy on the GRM process and scope will significantly strengthen public trust, accessibility, and utilization, ensuring the mechanism delivers on its role as a cornerstone of FLLoCA's accountability system.

FINAL DRAFT

## CHAPTER FIVE

### SUMMARY OF FINDINGS AND DISCUSSIONS

#### 5.1 Introduction

This section presents the summary of findings and the respective discussions in alignment with the seven-dimensional conceptual framework used in the study, which reflects the core principles of locally led climate action (LLCA) under the Financing Locally Led Climate Action (FLLoCA) program. The dimensions are categorized under two pillars: (1) Governance and Institutional Arrangements, and (2) Community Engagement Approaches. The discussion also integrates findings related to progress of delivery, stakeholder synergy, and accountability mechanisms.

#### 5.2 Summary of Key Findings

##### 5.2.1 Governance and Institutional Arrangements for Localizing Climate Action

- **Policy and Regulatory Alignment** – Many counties had taken commendable steps to put in place their own climate policies and acts. As of the study period, 47 counties had adopted Climate Change Acts or Policies with dedicated budgetary allocations for climate action. While alignment with the national Climate Change Act (2016) was at different stages across counties, this progress demonstrated a strong commitment to institutionalizing climate governance at the devolved level. Continued harmonization between national and county frameworks was expected to further strengthen this momentum.
- **Institutional Capacity** – All 47 counties had established County Climate Change Units (CCCU), providing a solid structural foundation for coordination, technical oversight, and integration of climate change priorities into county planning processes. In addition, 45 counties had operationalized County Climate Change Funds (CCCFs) to channel dedicated financing for climate interventions. These achievements marked significant institutional progress, and ongoing capacity building, adequate resourcing, and experience sharing between counties were identified as opportunities to further enhance effectiveness.

### 5.2.2 Community Engagement Approaches

- **Public Awareness and Climate Literacy** – Approximately 74% of respondents were not yet aware of specific FLLoCA projects in their locality, 42% had heard of the program, and 26% were aware of funded initiatives. Those familiar with FLLoCA demonstrated a good understanding of its objectives, funding sources, and intended impacts, showing that targeted outreach could yield positive results.
- **Participation in Decision-Making** – Nearly 80% of respondents felt their views were not regularly incorporated in decision making, and 38% reported attending public participation forums.
- **Inclusivity and Equity** – Youth (33%), persons with disabilities (28%), and women (22%) were the groups most frequently identified as having fewer opportunities to influence decisions.
- **Project Identification and Community Ownership** – More than half (56%) of respondents reported that projects were initiated by the community, yet only 44% recognized them as such in implementation.

### 5.2.3 Satisfaction Levels and Progress of Delivery

- **Community Satisfaction** – Just over half (50.2%) of respondents expressed satisfaction or high satisfaction with their engagement in FLLoCA processes, 32.4% were neutral, and 17.4% expressed lower satisfaction. This reflected a positive base for engagement, with room to grow satisfaction further through consistent involvement and transparent feedback mechanisms.
- **Progress of Delivery** – Communities rated delivery performance as Excellent (20%), Good (39%), and Fair (25%). This meant that nearly 59% of respondents rated delivery as Good or Excellent. The delivery achievements most often highlighted by communities included the establishment of climate governance structures, increased water access, implementation of climate smart agriculture projects, and environmental restoration efforts.
- Communities noted that further strengthening project follow-through, increasing visibility, and celebrating completed initiatives would help sustain and enhance delivery performance.

## **5.3 Discussions of Research Findings**

### **5.3.1 Governance and Institutional Arrangements**

Counties had made notable strides in putting in place climate governance structures that aligned with national priorities under the Climate Change Act (2016). All 47 counties had CCCUs, and 47 counties had Climate Change Acts or Policies backed by dedicated budget allocations through CCCFs. This institutional architecture represented a strong platform for sustained locally led climate action. The existence of CCCUs ensured that each county had a dedicated coordination hub, while CCCFs in 45 counties provided predictable financing for priority climate actions.

However, while these structures were in place, the degree of operational functionality varied. In counties where CCCUs were adequately resourced and linked to Climate Change Acts, program delivery was more consistent and aligned to strategic plans. In others, underfunding and limited staffing presented challenges. Strengthening inter-county learning and harmonising implementation guidelines were seen as important steps to help close these gaps.

### **5.3.2 Community Engagement Approaches**

Counties had established participation mechanisms, and 38% of respondents reported attending public forums. Yet 74% of respondents were not aware of specific FLLoCA projects in their locality. This suggested that while structures existed, outreach needed to be intensified. Opportunities included using barazas, vernacular media, school climate clubs, and clearly labelling FLLoCA project sites. Such visible identification could increase recognition and strengthen community ownership.

Inclusivity was progressing, with deliberate measures to engage youth (33%), women (22%), and persons with disabilities (28%). However, more proactive outreach was needed to ensure these groups had an equal voice in decision making.

### **5.3.3 Assessment of Delivery Approach and Progress**

The FLLoCA had enabled counties to plan and implement a range of climate interventions that communities valued — from improved water access to climate smart agriculture and ecosystem restoration. Based on community feedback, delivery performance was rated as Excellent (20%), Good (39%), and Fair (25%).

These ratings showed that most communities had a favourable view of delivery progress, with 59% rating it Good or Excellent. Respondents suggested enhancing follow-through on approved projects, improving project visibility at the local level, ensuring equitable access to benefits, and celebrating completed projects to reinforce pride in locally led climate action.

FINAL DRAFT

## **CHAPTER SIX: RECOMMENDATIONS, BRIDGING STRATEGIES AND CONCLUSION**

### **6.1 Introduction**

Chapter Six consolidates and organizes the key recommendations from the assessment of the FLLoCA program under the three main pillars of the conceptual framework: Governance and Institutional Arrangements; Community Engagement Approaches and Delivery Approach and Progress

The recommendations are enriched by aligning them with the eight internationally recognized principles of Locally Led Adaptation (LLA), which emphasize transparency, equity, collaboration, and local ownership. By integrating empirical findings with normative adaptation principles, this chapter aims to strengthen the operational effectiveness of the FLLoCA program.

It proposes targeted interventions to address policy and capacity gaps, enhance multi-level coordination, and promote inclusive, participatory, and accountable climate governance at the county and community levels. These recommendations are intended to inform policy, guide implementation improvements, and contribute to Kenya's broader climate resilience agenda.

### **6.2 Recommendations**

#### **6.2.1 Governance and Institutional Arrangements for Localizing Climate Action**

1. Policy and Regulatory Alignment – Harmonize national and county-level climate legal frameworks through joint review processes and integrate FLLoCA principles into County Integrated Development Plans (CIDPs).
2. Institutional Capacity – Strengthen CCCUs, WCCPCs, and Project Management Committees with adequate funding, staffing, and continuous training.
3. Coordination Mechanisms and Synergy – Formalise multi-level and cross-sectoral coordination platforms and establish inter-county peer learning systems.

## **6.2.2 Community Engagement Approaches in Locally Led Climate Action**

4. Awareness and Capacity – Scale up outreach through barazas, vernacular radio, community influencers, and visible labelling/signage of FLLoCA project sites so that communities can easily recognize funded initiatives and connect with the program’s identity.
5. Inclusion and Equity – Guarantee representation of youth, women, and persons with disabilities in all governance structures, backed by targeted budget allocations.
6. Project Identification and Feedback Mechanisms – Institutionalize participatory project vetting processes and link selection outcomes to county M&E systems for transparency.

## **6.2.3 Delivery and Progress**

7. Monitoring, Satisfaction, and Reporting – Deploy participatory M&E systems, publish milestone updates, and report on delivery performance against community-set benchmarks.
8. Institutional Learning and Adaptive Management – Document best practices, encourage adaptive planning, and scale successful models.
9. Project Signage and Identity – All FLLoCA-funded projects should have clear signage, branding, and identity markers that indicate program ownership, funding source, and implementing partners. This will enhance visibility, promote accountability, and foster a sense of pride and ownership among communities.

## **6.2.4 Strengthening FLLoCA Visibility and Engagement**

10. FLLoCA Website and Digital Platforms – Develop a centralized, mobile-friendly FLLoCA website available in English and Kiswahili, featuring project maps, success stories, guidelines, and public progress updates. Integrate WhatsApp groups, SMS/USSD updates, and community notice boards for localized information sharing.
11. Community-Centered Campaigns – Create multimedia campaigns in local languages using radio talk shows, infographics, community theatre, and photo stories to tell the FLLoCA story in relatable terms.
12. Youth and School Networks – Leverage climate clubs, creative competitions, and storytelling events in schools and youth groups to build climate literacy and intergenerational dialogue.

13. Stakeholder Forums – Institutionalize community-level climate forums where government, CSOs, youth, women, PWDs, elders, and private sector actors jointly deliberate on climate priorities.
14. Accessibility and Inclusivity Tools – Design multi-format communication tools catering to different literacy levels and abilities (braille, sign language interpretation, large print).
15. Innovation and Nature-Based Solutions – Support local innovation ecosystems through schools, TVETs, and hubs to co-create context-specific solutions and promote nature-based restoration projects integrated into ward climate action plans.
16. Market and Finance Linkages – Facilitate inclusive market access and strengthen social impact and local enterprise development to sustain climate action gains.

### **6.3 Bridging Recommendations**

The study reveals that Treasury’s monitoring data reflects compliance and institutional functionality across all implementing counties, while community-based data offers valuable insights into how the program is perceived and experienced at the grassroots level. Both perspectives are critical to understanding FLLoCA’s real impact and should be brought closer together through intentional bridging measures.

Key bridging strategies include:

- (i) Joint Validation of Progress – Conduct co-led perception audits combining Treasury’s structured reporting with civil society and community-generated data.
- (ii) Unified Monitoring Platforms – Develop integrated M&E systems capturing both compliance metrics and community satisfaction indicators.
- (iii) Collaborative Communication Efforts – Establish joint outreach campaigns between county governments, CSOs, and community groups to publicize project signage and promote FLLoCA’s brand identity.
- (iv) Strengthened Feedback Loops – Institutionalize regular joint review forums where institutional reports and community perspectives are discussed and acted upon.
- (v) Capacity for Inclusive Governance – Train government and CSO representatives in collaborative problem-solving and participatory budgeting.

## 6.4 Conclusion

The findings of this study present a nuanced reflection of the progress, challenges, and opportunities within the FLLoCA program. Anchored in governance, institutional arrangements, public engagement, and inclusivity, the analysis reveals both promising advances and areas for continued growth.

Where FLLoCA has closely adhered to Locally Led Adaptation principles—particularly in community-driven project design, environmental impact, and gender-responsive programming—positive results are emerging. By adopting the bridging strategies outlined above, and by ensuring all FLLoCA projects have visible signage and a consistent identity, the program can further harmonise compliance-driven delivery with lived community experiences.

## 6.5 Recommendation for Further Study

While this study provides a strong evidence base for strengthening FLLoCA's governance, engagement, and delivery mechanisms, several areas merit further in-depth research to inform future programming and policy refinement:

1. Impact Evaluation of FLLoCA Interventions on Community Resilience – Assess the medium- and long-term socio-economic and environmental impacts of FLLoCA projects, including livelihood improvements, resilience gains, and biodiversity outcomes.
2. Climate Finance Flows in FLLoCA – Map and analyze climate finance flows within FLLoCA from national allocations to county-level expenditure, assessing efficiency, timeliness, and alignment with county priorities. This should include tracking transparency measures and identifying opportunities to strengthen accountability in financial management.
3. Social accountability tools used by communities and impact on Inclusivity and Equity Outcomes – Study on emerging social accountability practices for FLLoCA and the actual influence and benefits realized inclusion measures of youth, women, and PWDs in decision-making and delivery processes.
4. Sustainability of Market and Enterprise Linkages – Explore how local enterprise and market access can sustain climate resilience beyond initial project funding.

Such evidence-based studies will provide evidence to fine-tune program design, strengthen accountability, and ensure FLLoCA continues to evolve as a leading model of participatory, devolved climate action in Kenya.

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## **APPENDICES**

### **3.12 Study Partners**

#### **3.12.1 The Kenya Platform for Climate Governance (KPCG)**

The Kenya Platform for Climate Governance (KPCG) as the designated national platform for the Pan Africa Climate Justice Alliance (PACJA) is a membership organization of community-based organizations, civil society organizations, faith-based organizations, women, youth, marginalized, indigenous people, and grassroots organizations in environment and climate change. KPCG drives resilience livelihoods of communities through inclusive climate action and just policies in five strategic pillars of catalyzing community led solutions for resilient livelihoods'; enhancing capacity of civil society to engage in Paris Agreement; undertaking research, communication and knowledge management initiatives to inform evidence based policy advocacy; to advocate for unlocking of climate finance for climate action; secure human rights, dignity of communities in the just transitions ; and to drive accountability and transparency of duty bearers to the commitments of the Paris Agreement.

#### **3.12.2 County Governance Watch (CGW)**

County Governance Watch (CGW) is a registered Non- Governmental Organization (NGO) whose mission is to empower citizens for quality service delivery, sustainable development, and peace in Kenyan counties. The vision is to empower citizens to shape the governance landscape, fostering a seamless, transparent, and efficient delivery of services that meet diverse community needs. CGW offers platforms for citizen engagement and decision making by educating, training, and building capacity between citizens and County Government officers. CGW has taken lead in the creation of the County Governance Index (CGI) which assesses the performance of Counties by measuring the governance and service delivery levels of the devolved services that are closest to the heart of the citizen. These include health, water, education, agriculture and infrastructure, including integrity and Accountability among others. Climate Governance (mitigation, adaptation and means of implementation), elections, peace and security (prevention of violent extremism), gender and inclusion of the marginalized community groups form critical aspects of CGW's programmatic interventions.

### **3.12.3 ActionAid International Kenya (AAIK)**

ActionAid International Kenya (AAIK) is a Kenyan Organization and an affiliate of ActionAid International working in 45 countries across the Globe. ActionAid implements programs across 22 counties in Kenya aimed at poverty eradication, local institutional capacity building and public policy influencing. AAIK partners with communities and organizations at local, national and international levels to advocate for the voices and leadership of women, children and young people living in poverty and exclusion to claim and realize their constitutional rights through four main pillars of Human Rights Based Approach (HRBA); empowerment, solidarity, campaigning, and alternatives.

### **3.12.4 Voluntary Service Overseas (VSO)**

VSO is a charity that brings together local, national, and international volunteers to work alongside the world's most marginalized and vulnerable communities. VSO Kenya is incorporated in Kenya as a company limited by public guarantee, vide Certificate Number CF/2016/221534. and has been working in Kenya since 1959, building healthy communities, strengthening inclusive education systems, and supporting people to develop sustainable and resilient livelihoods. VSO employs a People First Framework to ensure local communities design and own their own development

#### **List of Counties**

1. Isiolo County
2. Nandi County
3. Kisii County
4. Meru County
5. Kajiado County
6. Makueni County
7. Taita Taveta County
8. Vihiga County
9. Machakos County
10. Laikipia County
11. West Pokot County
12. Kakamega County
13. Nyandarua County
14. Kwale County
15. Busia County
16. Kisumu County
17. Kilifi County
18. Siaya County
19. Mandera County
20. Turkana County
21. Narok County
22. Kiambu County
23. Uasin Gishu County
24. Elgeyo Marakwet County

## Data Collection Tools

1. CITIZENS QUESTIONNAIRE-<https://ee.kobotoolbox.org/x/apO149vc>
2. Focus Group Discussion Guide for Climate Ward Representatives- <https://ee.kobotoolbox.org/x/AX4wifqi>
3. Focus Group Discussion Guide for Special Interest Groups-  
<https://ee.kobotoolbox.org/x/6bLWPOs9>
4. HOJAJI YA WANANCHI-<https://ee.kobotoolbox.org/x/D29KCJHA>
5. HOJAJI YA FLLOCA SIG-<https://ee.kobotoolbox.org/x/UyxguwBK>
6. Focus Group Discussion Guide for National Government-  
<https://ee.kobotoolbox.org/x/RfO2zOiu>
7. FLLOCA NATIONAL GOVERNMENT TOOL-<https://ee.kobotoolbox.org/x/zKBVG3UT>
8. County Governance KII Guide-<https://ee.kobotoolbox.org/x/GTa8acdF>
9. Observation Guide-<https://ee.kobotoolbox.org/x/8zfAgngd>

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