NATURAL JUSTICE

African Activists for Climate Justice

ASSESSMENT OF COMMUNITY ENGAGEMENT AND ACCESS TO CLIMATE FINANCE IN KENYA UNDER THE FLLOCA PROGRAMME

Contents

Abbreviations & Acronyms 4
Acknowledgements 8
Foreword 9
Executive Summary 10
Key Findings 12

CHAPTER 01

Background and Context 15
1.1 Understanding Climate Finance in the context of Kenya and the United Nations Framework Convention on Climate Change (UNFCCC) 16
1.1.1 Functional definition of climate finance 17
1.1.7 Definition of climate finance in different contexts 20
1.1.9 Addressing the question of additionality in climate finance 21
1.2 Kenya's Climate Vulnerability and Finance Gap 22
1.2.1 The Policy, Legal, Regulatory and Institutional Framework of in Kenya 24
1.2.2 Financing Locally Led Climate Action Programme: One programme, two modalities and two Grants 29

CHAPTER 02

2.1 Purpose of the Study 32
2.2 Objectives of the Study 32
2.3 Scope of the Study 33
2.3.1 Thematic Scope 33
2.3.2 Geographic Scope 33
2.1.3 Methodological Scope 38

CHAPTER 03

Methodology 41
3.1 Analytical Framework 42
3.2 Research Design 42
3.3 Sampling Strategy 43
3.3.1 Quantitative Sampling 43
3.3.2 Qualitative Sampling 44
3.3.3 Study limitations 45

CHAPTER 04

Key Findings and Insights 49
4.1 Community engagement in FLLOCA Programme 50
4.1.1 Community awareness of climate change and finance governance structures under FLLOCA 52
4.1.2 Community access to climate finance under FLLOCA 53
4.1.3 Representation of marginalized groups in climate planning 56
4.1.4 Community engagement 58
4.1.5 Grievance mechanisms under FLLOCA Programme 63
4.1.6 Community involvement in FLLOCA projects 66
4.2 Effective approaches for community-level climate financing that enhances climate action 67
4.3 Alignment with LLA Principles 69
4.3.2 Strengthened coordination of climate action at different levels 70
4.4 Comparative analysis of existing climate financing initiatives 73
4.4.1 Case studies of other models of devolved finance delivering climate action at the grassroots level 74

Contents

4.5 FLLOCA Impact Stories 79
4.5.1 Isiolo County..... 79
4.5.2 Makueni County..... 82
4.5.4 Kisumu County..... 85
4.6 Analysis of barriers to access climate finance 88

CHAPTER 05

Key Conclusions and Recommendations 93
5.1 Summary of Findings 94
5.1.1 Strengthened Capacity of Community Institutions to Anchor Locally Led Climate Action..... 94
5.1.2 Review of PCRA Reports and First Cycle CCRI Projects to Scale Inclusion of Marginalized Groups..... 95
5.1.3 Community-Prioritized Investment in CCRI after First Cycle Funding..... 95
5.1.4 Deepening Devolution through Climate Governance..... 95
5.2 Conclusion..... 95
5.3 Recommendations..... 97

Abbreviations & Acronyms

AF	Adaptation Fund
APA	Annual Performance Assessment
ASAL	Arid and Semi-Arid Land
CBD-RC	Common but Differentiated Responsibilities and Respective Capability
CCCAP	County Climate Change Action Plan
CCCF	County Climate Change Fund
CCCPC	County Climate Change Planning Committee
CCCU	County Climate Change Unit
CCD	Climate Change Directorate
CCRI	County Climate Resilience Investment
CCRIG	County Climate Resilience Investment Grant
CCSC	County Climate Change Steering Committee
CDF	Constituency Development Fund
CIDP	County Integrated Development Plan
CSO	Civil Society Organization
EAC	East Africa Community
ESG	Environmental Social Governance
EU	European Union
FCDC	Frontier Counties Development Cooperation

FCDO	Foreign Commonwealth and Development Office
FLLOCA	Financing Locally Led Climate Action
GBV	Gender Based Violence
GCF	Green Climate Finance
GEF	Green Environment Facility
GRM	Grievance Redress Mechanism
HLIEG	High Level Independent Expert Group
IIED	International Institute for Environment and Development
IKI	International Climate Initiative
IPCC	Intergovernmental Panel on Climate Change
IPFC	Informed Prior Free Consent
IPOs	Indigenous People's Organisation
JYKP	Jumuia Ya Kaunti za Pwani
LLA	Locally Led Adaptation
LREB	Lake Region Economic Bloc
MDA	Ministries, Departments & Agencies
MKAEB	Mt. Kenya and Aberdare's Economic Bloc
MoECC&F	Ministry of Environment, Climate Change & Forestry
NAP	National Adaptation Plan
NCCAP	National Climate Change Action Plan
NCCC	National Climate Change Council

NCCRS	National Climate Change Response Strategy
NDC	Nationally Determined Contribution
OECD	Organisation for Economic Co-operation and Development
ODP	Organisation of People with Disabilities
PA	Paris Agreement
PCRA	Participatory Climate Risk Assessment
PMC	Project Management Committee
SDD	State Department for Devolution
SEKEB	South Eastern Kenya Economic Bloc
TNT	The National Treasury
UNECA	UN Economic Commission for Africa
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
USAID	United States Agency for International Development
WCCPC	Ward Climate Change Planning Committee

ACKNOWLEDGEMENTS

This report represents the culmination of a collaborative journey shaped by the dedication, insight, and generosity of many individuals and institutions. We begin by extending our deepest gratitude to the communities of Isiolo, Nyandarua, Kilifi, Makueni, and Kisumu Counties, whose lived experiences and reflections formed the backbone of this study. Their willingness to engage, share, and challenge assumptions enriched our understanding of Financing Locally Led Climate Action (FLLOCA) and grounded our findings on their lived experiences. We are equally thankful to the Ward Climate Change Planning Committees (WCCPCs), County Climate Change Units (CCCUs), and Project Management Committees (PMCs), whose facilitation and openness enabled meaningful dialogue and access to critical data. We are particularly grateful to Jacklline Kamusa, Makueni County Climate Change Director, for her leadership and coordination during our field data acquisition; to Patience Kahonzi Kasemo of the Climate Change Department in Kilifi County Government; and to Evans Gichana, Director of Climate Change in Kisumu County, for their support in stakeholder engagement and validation.

We also extend our sincere appreciation to the Adaptation Consortium (ADA Consortium) for its foundational role in shaping Kenya's devolved climate finance architecture and for its continued support in advancing inclusive climate governance. The Consortium's pioneering work in establishing the County Climate Change Fund (CCCF) mechanism laid the groundwork for the FLLOCA programme and has been instrumental in demonstrating how climate finance can be embedded within county systems. Throughout this study, ADA Consortium provided valuable technical insights, policy documentation, and strategic reflections that enriched our analysis and contextual understanding.

We extend special thanks to Mr. Peter Odhengo, the National Coordinator of the FLLOCA Programme at the National Treasury, for his strategic leadership and unwavering commitment to devolved climate finance. We also acknowledge and appreciate the technical team of the FLLOCA project implementation unit, whose guidance helped us navigate the programme's architecture and implementation modalities. Their commitment to transparency and learning has been instrumental in shaping this assessment. We express our profound gratitude to representatives of ministries, departments and agencies supporting implementation of FLLOCA programme for their insights that enriched the assessment. We also recognize the contributions of national, regional and grassroot civil society organizations, Indigenous People's Organizations, Organizations of People with Disability, youth networks, and community-based groups who continue to champion inclusive climate governance and accountability.

Finally we appreciate the dedication of Natural Justice's team led by Virginia Nyauma, Hilda Joy, Mercy Chepkemoi and Rose Birgen whose technical support enriched the assessment. Their leadership ensured that this study remained rooted in participatory principles and upheld the voices of those most affected by climate change. Finally, we thank all reviewers, including Elizabeth Kariuki, the Hub Director for Natural Justice East Africa, facilitators, and data collectors whose behind-the-scenes efforts made this report possible. This work is a testament to the power of collaboration and the promise of climate finance when it is shaped, governed, and owned by communities themselves.

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Foreword

> FLLOCA enables the Government of Kenya to operationalize its ambitious climate agenda by translating national commitments into scaled-up action at the county and community levels.

Mr. Peter Odhengo

National Coordinator for Financing Locally Led Climate Action Programme (FLLOCA)

(National Treasury)

Kenya has remained steadfast in mobilizing climate finance to support the implementation of its Nationally Determined Contribution (NDC). Under the Climate Change Act, the National Treasury (NT) has been mandated to manage the National Climate Change Fund, building on its broader responsibility for overseeing the financial obligations of the national government, including public debt and national guarantees. In 2020, as part of efforts to strengthen the management of both international and domestic climate finance, the NT developed the FLLOCA Programme. The programme's overarching goal is to support Kenya's transition to a low-carbon, climate-resilient development pathway between 2020 and 2030.

FLLOCA enables the Government of Kenya to operationalize its ambitious climate agenda by translating national commitments into scaled-up action at the county and community levels. Designed to be people-centered, the programme supports devolution and deepens citizen engagement; reaching beyond county governments to wards and villages. It also serves as a platform for multi-stakeholder collaboration in support of the National Climate Change Action Plan and broader climate governance objectives.

This study provides timely and valuable evidence on the impact of the FLLOCA programme. It offers key recommendations based on lessons learned and identifies strategies to close existing gaps. As FLLOCA enters its second cycle of County Climate Resilience Investment Grant disbursements, the findings of this assessment are particularly relevant. I/we commend Natural Justice and its partners for their critical role in this review. Your contribution significantly enhances the programme's effectiveness and ensures that FLLOCA continues to evolve as a transformative model for locally led climate action.

2020

"In 2020, as part of efforts to strengthen the management of both international and domestic climate finance, the NT developed the Financing Locally Led Climate Action (FLLOCA) Programme."

Executive Summary

Climate finance is critical to full realization of the policy goals as set out in the 2015 Paris Agreement, Nationally Determined Contribution and the National Adaptation Plans. For developing countries, such as Kenya, where impacts of climate change are severe, climate finance remains essential to catalyze actions through mitigation and adaptation priorities embedded in Kenya's policy and development frameworks such as the County Climate Fund (CCCF) Mechanism, the Nationally Determined Contribution (NDC) (2023- 2027), Long Term Strategy (LTS) (2022-2050), the National Climate Change Action Plan (2023-2027) amongst others. To this extent, climate finance must flow predictably, equitably, and transparently to the institutions and communities most affected. It must be aligned with locally defined priorities and structured to support inclusive planning, implementation, and monitoring. This includes enabling direct access for community institutions, strengthening county-level systems, and embedding accountability mechanisms that ensure funds are governed and shaped by those on the frontlines of climate vulnerability. Without such reforms, climate finance risks reinforcing existing inequalities rather than transforming development pathways.

In this consideration, this study assesses the effectiveness of one decentralized climate finance, the Financing Locally Led Climate Action (FLLOCA) Programme, in facilitating community access to climate finance and advancing locally led adaptation (LLA). FLLOCA is the country's first national model of devolved climate finance designed to channel resources to county governments to implement community-prioritized climate resilience actions through structured ward-level planning. Using a mixed-methods approach, the study captures both quantitative outcomes and lived experiences across diverse counties in line with the study objectives. It highlights the strength of informal community structures, such as self-help groups and water user associations, as entry points for climate action. However, it also identifies persistent barriers: contested definitions of climate finance, institutional bottlenecks, limited agency for communities, and low climate finance literacy. FLLOCA as an instrument demonstrates how climate finance can be embedded within formal county systems, enhancing transparency and sustainability. However, communities do not receive FLLOCA funds directly due to legal constraints under the Public Finance Management Act. Their influence is mediated through participatory processes like Participatory Climate Risk Assessments (PCRAs) and ward-level committees, often constrained by power asymmetries and limited capacity.

To this extent, the study recommends that future iterations of the programme must move beyond participation to embed sustained agency, equity, and systemic reform. Climate finance must not only reach the grassroots; it must be shaped, governed, and owned by those who live there. In the broader discourse of climate governance in Kenya this may include a call for reforms to the Public Finance Management Act to create a window for public funds meant for climate action to be channeled directly to community institutions. Such reforms would institutionalize community ownership and reduce overreliance on county intermediaries. Case studies from Isiolo, Makueni, and Kisumu demonstrate the transformative potential of community-led planning, with projects such as hay farming, purified water systems, millet cultivation, and waste management reflecting locally defined priorities. These examples affirm that when communities are empowered to lead, climate finance becomes more responsive, inclusive, and impactful.

Key Findings

5 Counties

US$150M Investment

1–2% County Revenue Allocated

15% National Budget to Counties

1

Community Institutions Need Stronger Voice

Finding

- Public participation perceived as tokenistic
- Limited influence in decision-making
- Weak agency in governance structures

Priority Action

Strengthen WCCPCs and PMCs through structured capacity building and climate finance literacy.

2

Marginalized Groups Not Fully Reflected in Investments

Finding

- PCRAs identify vulnerable groups
- CCRI investments misaligned with findings
- Inclusion gaps remain

Priority Action

Systematically align vulnerability assessments with funding decisions.

3

Community Priorities Not Fully Embedded in Budgeting

Finding

- Limited integration into ADPs
- Budget negotiations sideline adaptation priorities

Priority Action

Embed CCRI investments in planning cycles and strengthen political advocacy.

4

Climate Governance Remains Top-Down

Finding

- Functional coordination structures
- Limited decentralization below county level

Priority Action

Shift power — not just resources — to ward and community institutions.

From Participation to Agency

Current Model:

National

↓

County

↓

Community

Desired Model:

Community

↓ ↑

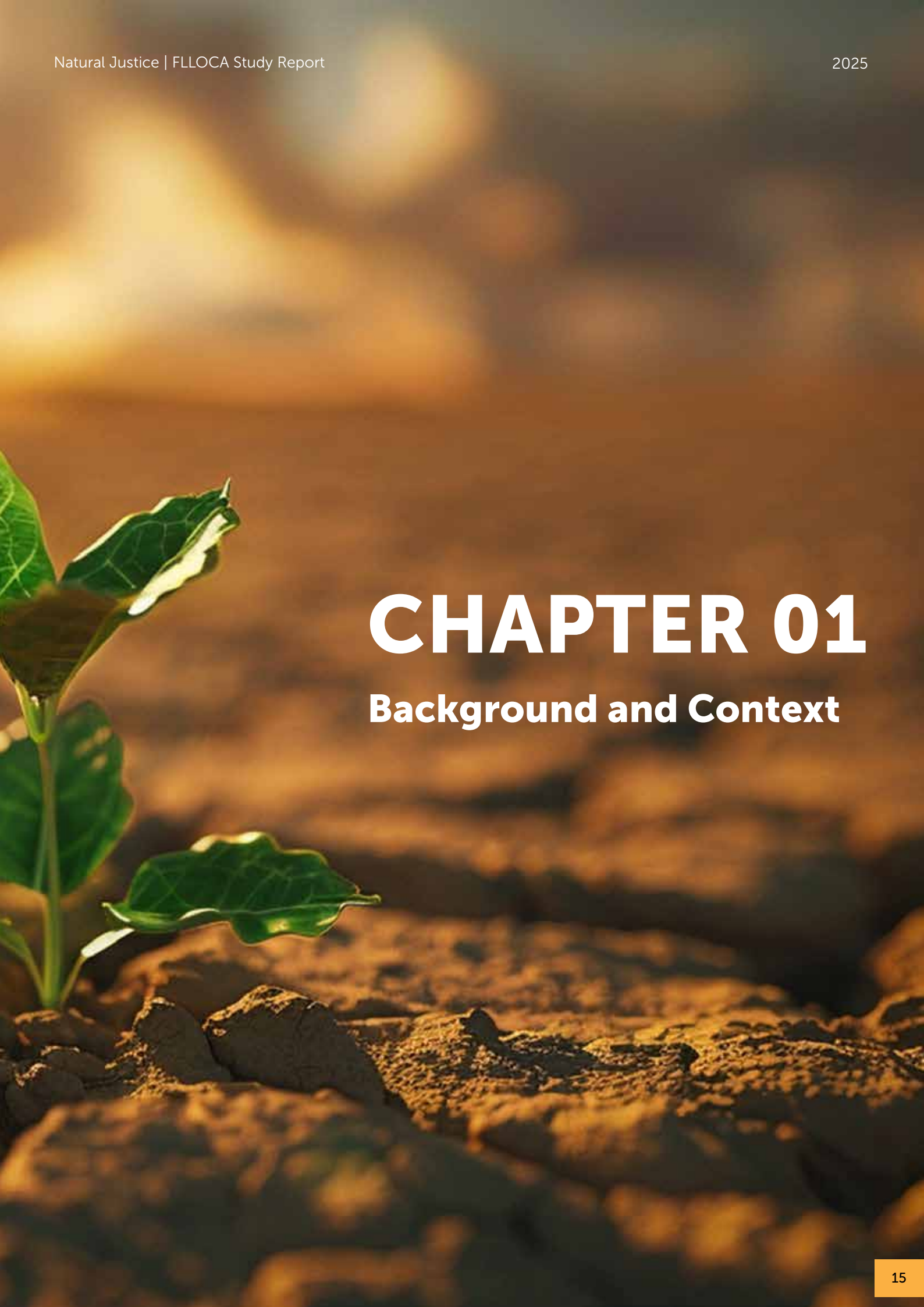
Ward

↓ ↑

County

↓ ↑

National



CHAPTER 01

Background and Context

1.1 Understanding Climate Finance in the context of Kenya and the United Nations Framework Convention on Climate Change (UNFCCC)

In 2009, at COP15 in Copenhagen, developed countries undertook to mobilize $100bn per year for climate action in developing countries by 2020. It was further agreed that these resources should be balanced between adaptation and mitigation. The 2015 Paris Agreement aims to make all climate finance flows consistent with a development pathway towards low emission and climate resilient development and has re-affirmed the finance target set in Copenhagen in 2009 to mobilize up to $ 100 billion of climate finance to developing countries each year by 2020 (UNFCCC, 2015). However, tracking and accounting on the progress towards this ambitious goal was difficult given the complex, fragmented and fluid nature of the current global climate finance architecture (Watson and Schalatek, 2019).

In 2024, at UNFCCC Conference of Parties (COP) 29 in Baku, parties to the Paris agreement set a new global climate finance target to replace the existing USD 100 billion commitment set in 2009. The parties undertook to mobilize $300bn per year for climate action in developing countries by 2035. This new target, known as the New Collective Quantified Goal (NCQG), is crucial for building resilience in developing countries and addressing the escalating impacts of the climate crisis. Without sufficient funding, some of the world's poorest nations – which have contributed minimally to global emissions– will face immense challenges in transitioning their economies away from fossil fuels and adapting to a rapidly warming planet.

The 2015 Paris Agreement aims to make all climate finance flows consistent with a development pathway towards low-emission and climate-resilient development. Climate finance is a critical tool in the fight against climate change. Fair and equitable access to climate finance continues to be a priority for developing countries particularly in African. Article 9.9 of the Paris Agreement explicitly affirmed that "institutions" serving this Agreement, including the operating entities of the Financial Mechanism of the Convention, shall aim to ensure efficient access to financial resources through simplified approval procedures and enhanced readiness support for developing country Parties, in particular for the least developed countries and small island developing states, in the context of their national climate strategies and plans" (UNFCCC, 2015).

$100bn

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The 2015 Paris Agreement aims to make all climate finance flows consistent with a development pathway towards low-emission and climate-resilient development. Climate finance is a critical tool in the fight against climate change.

1.1.1 Functional definition of climate finance

There is still no agreed definition of climate finance which makes it difficult to accurately track climate finance flows from source to recipient countries. The definition of climate finance is still contested. Numerous understandings of the concept have been promoted by various stakeholders. The 1992 United Nations Framework Convention on Climate Change (UNFCCC) did not explicitly define what climate finance is; however, set some parameter of what it envisioned as climate finance, which is 1) "new and additional financial resources that meet the agreed full costs incurred by developing country parties", and 2) developed country Parties and other developed Parties included in Annex II4 "shall provide such financial resources" (UNFCCC, 1992, Article 4, paragraph 3).

Climate finance refers to the financial resources mobilized to fund actions that mitigate and adapt to the impacts of climate change, including public climate finance commitments by developed countries under the UNFCCC and Paris Agreement. Although the definition of the term 'climate finance' is yet to be agreed internationally, purpose, goal or objective of climate finance remains central to achieving low-carbon, climate resilient development.

A narrower definition of climate finance has been advocated by organizations, such as Oxfam, to perceive climate finance as the "net climate-specific assistance" provided by developed countries (Carty and Comte, 2018). The Oxfam definition emphasizes the accounting of only grant and grant equivalents as climate finance. A much narrower definition of climate finance was adopted in penning India's response to the 2015 OECD USD 100 billion finance goal pathway progress report (J. Timmons Roberts, Romain Weikmans, 2017). As per Dasgupta (2015), climate finance consists of only cross-border flows that have been "actually disbursed", "new and additional", "climate specific" and in the form of grant/ grant equivalent.

Developing countries tend to advocate for a narrower definition of climate finance in the UNFCCC negotiation process. The broader definition of climate finance, which reflects the position of developed countries, promotes the perspective that climate finance encompasses "local, national or transnational financing - drawn from public, private and alternative sources of financing—that seeks to support mitigation and adaptation actions that will address climate change" (UNFCCC, 2018). This general definition counts climate finance as any finance flow from any source, that is directed towards initiatives that reduce emissions or/and initiatives that enable communities to adapt to climate change and posits that climate finance is the totality of finance flows directed towards mitigation and adaptation initiatives (CPI, 2017).

For the purpose of this report, the broader definition of climate finance as stipulated above will be adopted. This broad approach is also reflected in Article 9.3 of the 2015 Paris Agreement. The Paris Agreement, while reaffirming the obligations of developed countries to take the lead in providing climate finance, calls for innovative sources, instruments, and channels of financing to be implemented as a veiled reference to private sector financing. Climate finance as per the Paris Agreement encompasses external or internal financial flows from any source as long as it is channeled towards advancing global mitigation and adaptation efforts. According to the Kenya Climate Change Act, 2016 (amended 2023), climate finance is defined as monies available for or mobilized by government or non-government entities to finance climate change mitigation actions and interventions.

The study concurs with the UNFCCC definition in its introduction to climate finance, as follows: 'local, national or transnational financing, which may be drawn from public, private and alternative sources of financing. Climate finance is critical to both reduce emissions and allow countries to adapt to the adverse effects and reduce [sic] the impacts of climate change'. For the purpose of this report, the broader definition of climate finance as any flow of funds, regardless of origin or instrument, which contributes to emissions reduction or climate resilience will be adopted. This

> **Climate finance refers to the financial resources mobilized to fund actions that mitigate and adapt to the impacts of climate change, including public climate finance commitments by developed countries under the UNFCCC and Paris Agreement.**

broad approach, though limiting as highlighted by countries such as Kenya, is reflected in Article 9 of the 2015 Paris Agreement; the principal article (read along with other sub-articles) that guides on climate finance internationally. The Paris Agreement, while reaffirming the obligations of developed countries to take the lead in providing climate finance, calls for innovative sources, instruments, and channels of financing to be implemented as a veiled reference to private sector financing just as Financing Locally Led Climate Action (FLLOCA). Additionally, climate finance as per the Paris Agreement encompasses external or internal financial flows from any source as long as it is channeled towards advancing global mitigation and adaptation efforts, again, a component FLLOCA considers largely. (Soanes et al., 2021).

In a submission to the UNFCCC standing committee on Finance International Institute for Environment and Development (IIED) avers that despite the necessity for climate finance to right the wrongs of the past and address climate change impacts, trust towards providers of climate finance is low as providers have not kept their promises to deliver climate finance at the expected quantity and quality (Soanes, M. S., et al, 2021). The $100 billion goal from COP15 had not been reached by 2020 and the little climate finance that has been disbursed to countries in need has been overcounted. Research from Oxfam estimates for instance, an overreporting of overall climate finance by 264% (Carty T., & Kowalzig J. B., 2020).

One reason behind overreporting are differences in reporting from Development Assistance Committee (DAC) countries which can significantly overstate climate change relevance of activities. Some donors just count spend against the input sector codes that are considered allowable under climate spend while others count any programme affected by weather (water sector, agricultural sector). Others count everything that has been marked with a Rio Marker. To ensure accuracy in reporting and hold providers accountable to their Paris Agreement goals, it is vital to develop a shared definition of climate finance. Definitions prove particularly challenging for adaptation over mitigation given the high variation in adaptation interventions which require different responses specific to contexts and local needs.

According to the Kenya Climate Change Act, 2016 (amended 2023), climate finance is defined as monies available for or mobilized by government or non-government entities to finance climate change mitigation actions and interventions.

1.1.2 What definition of climate finance should consider and its additionality

In its submissions to UNFCCC Standing Committee on Finance IIED suggests a range of recommendations on what climate finance should do, what its definition should consider and its additionality.

1.1.3 Climate finance needs to do no harm and support social and ecological integrity

A minimum standard of social and ecological integrity should be met by providers for eligibility of climate finance. The interventions funded through climate finance, as with other forms of public financing, should not negatively impact upon societies or ecology.

1.1.4 Climate finance needs to be accessible by those who need it most

Climate finance needs to be accessible by those who need it most. Currently only 10% reaches the local level (IIED, 2022). The processes to access climate finance from the global funds have been challenging – and in part due to the requirement to show climate additionality and the requirement for demonstrating track record – which undermines the purpose of climate finance through both very low risk tolerance and limited understanding of what it will take to shift the entire development pathways of countries and shift all finance flows to be Paris agreement aligned. The processes to access bilateral climate finance – which are much greater levels of funding – are less transparent and tend to relate to where countries have political, trade and historical connections rather than which recipient countries are most climate vulnerable.

1.1.5 Climate finance needs to deliver the Paris Agreement

Climate finance needs to deliver on Paris Agreement (PA) goals as a means of implementation in line with Article 2.1C 'making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development'. Climate finance should enable the other two PA goals for limiting temperatures to 2/1.5°C (Article 2.1a) and increasing the ability to adapt to climate change (Article 2.1b). In order to achieve the goals of the PA, all financing, and not only climate finance, should be PA-aligned as per Article 2.1c.

1.1.6 Climate finance needs to support low-carbon climate-resilient development

It is imperative that climate finance should support low-carbon climate-resilient development pathways in developing countries. Not only is the quantity of climate finance important but also the quality of climate finance. The climate funding from public finance alone is not sufficient to aid in this transition. Additional financial support from Paris Aligned Official Development Assistance (ODA) and private sector will have to contribute towards low carbon climate resilient development. Developing countries will need providers to provide climate finance that is accessible and risk tolerant or even risk seeking and offer few- strings- attached financial support.

Grants are preferred mode of climate financing as they are risk tolerant instruments that providers should use more commonly, particularly for adaptation interventions. Highly concessional loans may also have a role in climate finance, particularly in mitigation interventions for kick starting new and innovative investments that can expect a return in the long run. Commercial loans from the private sector could also be considered for traditional mitigation interventions as part of "Paris aligned private investment".

Grant instruments should be prioritized for Least Developed Countries (LDCs) and fragile states in Africa while a combination of grants and highly concessional loans should be considered for countries with high sovereign debt.

1.1.7 Definition of climate finance in different contexts

In reviewing historical examples of how climate finance has been used and defined across different contexts the following 5 criteria are considered for finance to be counted as climate finance ('the five 'I's'):

Innovate – financing should be more risk taking and support innovative first-of-a-kind projects that demonstrate new approaches to climate change and support experimenting in approaches to create suitable interventions within different contexts.

Incubate – financing should support ideas in their infancy before they are scaled up.

Influence – financing should support the leveraging of greater financial flows to scale up and replicate climate interventions by demonstrating the business case, building confidence of investors and de-risking investments across other finance flows.

Incentivize – financing should create incentives that create new understandings and different ways of working for changing default behaviors and institutional practices.

Institutionalize capabilities – financing should strengthen the agility, flexibility, and responsiveness of institutions to be empowered in their response to the uncertainties of climate change. It should as well as strength capabilities to plan robustly and responsively for a range of futures.

All adaptation and mitigation finance should strive to meet the five 'I's of climate finance. Their validity could also be tested in discussions around financing for Loss and Damage as this stream also develops (UNFCCC, 2019). The study emphasizes the necessity of climate finance to transform business as usual approaches by addressing structural and institutional barriers. It is also important to consider what should count for adaptation and mitigation financing.

1.1.8 Defining adaptation and mitigation finance

Adaptation interventions have mainly been limited to responses on current climate variability. However, an analysis of transformational adaptation interventions across individuals representing the entire landscape of actors (Patel S., and Gebreyes B. Y., 2020) adaptation requires at least two of the following:

- Responding to current climate variability
- Tackling the underlying drivers of vulnerability such as structural inequality and lack of institutional climate capabilities
- Planning flexible and robust responses for the possible range of uncertain climatic conditions in the future
- Restoring and protecting ecosystems to increase resilience of landscapes and livelihoods.

In mitigation, interventions should finance a shift away from business-as-usual models of carbon intensive investments in the energy and transportation sector towards financing low or zero carbon investments that benefit society. This means that interventions should uphold social and ecological integrity, support low emission systems, contribute to resilience, and have transformation potential (Patel S., Rai N., and Shakya C., 2020). One means of accounting mitigation impacts could be to measure gigatons of carbon emissions averted or stored.

Many interventions, particularly landscape, forestry, nature-based solutions and ecosystem-based adaptation investments, achieve both adaptation and mitigation benefits. Accounting for co-benefits for tracking purposes may require that providers and recipients agree to the relative weight between the two objectives and divide the funding streams reported under each, rather than to have a third element labelled 'cross-cutting' or similar.

For retrospective accounting, a 50:50 split could be applied to all projects, pending analysis that could be undertaken and synthesized under the Global Stock-take (GST) to propose the best split for each area of investment and record official amounts. This would provide the clearest way of accounting for the primary objective of finance and prevent over counting of cross-cutting interventions.

1.1.9 Addressing the question of additionality in climate finance

One of the most contested and critical dimensions of climate finance is the principle of additionality; the expectation that climate finance should be new and distinct from existing development aid1. Politically, this principle is embedded in the Paris Agreement, where climate finance is treated as a separate pillar of global climate cooperation. Article 2.1(c) of the Agreement calls for aligning all financial flows with low-emission, climate-resilient development pathways, but it does not dilute the expectation that climate finance must go beyond traditional Overseas Development Assistance (ODA) (United Nations Framework Convention on Climate Change, 2015). Given that climate finance flows remain relatively small and fragmented, a practical way to interpret additionality is to benchmark climate finance against the long-standing ODA commitment of 0.7% of Gross National Income (GNI). For countries that have adopted this target, climate finance should be counted only if it exceeds the 0.7% threshold, representing a distinct and additional contribution (Soanes, M., Shakya, C., Walnycki, A., & Barnett, C., 2021).

For countries that have not committed to or met the 0.7% target, climate finance should be measured as the amount above their declared ODA spending level. This framing helps clarify what should count as climate finance and prevents the rebranding of existing aid as climate-specific support. It also reinforces the principle that climate finance must respond to the unique and escalating needs of climate-vulnerable countries, rather than compete with or substitute for development assistance. In doing so, it strengthens accountability, transparency, and trust in global climate finance architecture (Soanes, M., Shakya, C., Walnycki, A., & Barnett, C., 2021).

The private stock of finance is vast compared to the public finance, and many corporates and investors are signing up to Paris Alignment. This can be considered 'Paris Aligned Private Investment.' While the tracking of climate finance should focus on effective mobilization of these private flows it should not count within commitments made by the public Parties. Paris Aligned Private Investment is important and should still be monitored and tracked as part of the enhanced transparency framework reporting. LDCs and SIDS are receiving over 60-50% of climate finance in the form of loans and other non-grant instruments (Carty T., et al 2020). If climate finance is to meet its purpose, it needs to be risk tolerant in supporting experimentation and reducing risks to ODA, enabling domestic development budgets and private investors to build confidence to invest in new ways of improving wellbeing, growing the regenerative economy and protecting development gains. This requires the recipient of the finance to feel they can test ideas without falling further into debt.

Only counting climate finance in its grant equivalence would also build greater trust in donors reporting. The enhanced transparency framework currently only requires donors to report the grant equivalence of loans on a voluntary basis. This should become mandatory to help ensure clear tracking of climate finance. The agreed methods under the DAC Rio Markers and under the MDBs tell an important story – we should only count the elements of a programme that genuinely have a climate objective. That is where consensus has emerged previously and is most likely to build trust. We can also only learn quickly what an effective climate intervention is if we look at the specific elements that have climate as its core objective.

For countries that have not committed to or met the 0.7% target, climate finance should be measured as the amount above their declared ODA spending level. This framing helps clarify what should count as climate finance and prevents the rebranding of existing aid as climate-specific support.

0.7%

For countries that have adopted this target, climate finance should be counted only if it exceeds the 0.7% threshold.

1.2 Kenya's Climate Vulnerability and Finance Gap

1.0°C

annual temperatures have risen by approximately 1.0°C since the early 20th century. This warming trend has accelerated in recent decades, contributing to significant shifts in precipitation patterns.

USD 365 M

The USD 365 million received as loans (both concessional and commercial) shall be counted towards Kenya's contribution.

Climate change in Kenya is intensifying, with the country experiencing increasingly frequent and severe droughts, unpredictable rainfall, and rising temperatures (World Health Organization, 2024). In fact, historical data from the Kenya Meteorological Department indicates that average annual temperatures have risen by approximately 1.0°C since the early 20th century. This warming trend has accelerated in recent decades, contributing to significant shifts in precipitation patterns. The northern ASALs for instance, which are home to pastoralist communities, have seen a marked decline in rainfall, exacerbating water scarcity and undermining traditional mobility systems. In contrast, western and coastal regions have experienced increased rainfall intensity, leading to recurrent flooding, infrastructure damage, and displacement of vulnerable populations (Kenya Meteorological Department, 2023). These climatic shifts are having profound impacts across key sectors. In agriculture, recurring and drought years have reduced crop yields by up to 40%, with staple crops like maize and beans most affected (Kenya Institute for Public Policy Research and Analysis (KIPPRA), 2022). Pastoralist livelihoods are under threat due to livestock deaths, degraded grazing lands, and blocked migratory corridors. Fisheries in Lake Victoria and Lake Turkana are facing warming-induced stress, invasive species, and declining productivity. The transport sector is grappling with flood-damaged roads and bridges, particularly in western Kenya and urban centers. Extractive industries are also affected, with water scarcity and ecosystem degradation fueling community tensions over resource access (Wachira et al, 2023).

Looking ahead, climate projections paint an even more alarming picture. By 2080, average temperatures in Kenya are expected to rise by between 1.2°C and 3.2°C compared to pre-industrial levels. The northern and eastern regions will likely experience the highest temperature increases and more frequent heat extremes, further straining pastoralist systems and water availability. Coastal areas are projected to face sea level rise and saline intrusion, threatening wetlands of national and international importance such as the Tana Delta and Yala Swamp (GIZ, 2021). These changes will accelerate biodiversity loss, with endemic species like the Tana River red colobus and Sokoke scops owl at risk of extinction due to habitat collapse.

Yet, despite these escalating challenges, Kenya faces a significant climate finance gap. According to the Climate Finance Landscape report by the National Treasury and the current NDC, the estimated cost of implementing Kenya's mitigation and adaptation actions stands at KES 6,775 billion (USD 65 billion) for the period 2020–2030 (Government of Kenya and CPI, 2021). The NCCAP 2023–2027 requires that various actors – including the national government, county governments, private sector, civil society, youth groups, and development partners – play key roles in realising the goals of NCCAP 2023–2027. Scaling up of finance will be critical to implement the priority actions in the NCCAP 2023-2027.

According to the first biennial transparency report submitted by Kenya to UNFCCC, it had received a total of USD 508 Million by the end of 2024 (Government of Kenya, 2024). This constitutes both on-budget and off-budget support. The on-budget support accounts for 89% of the total sum which is USD 457 Million. USD 53 Million was delivered as grants, USD 365 million was in loans. In line with Kenya's NDC definition of climate finance, the USD 365 million received as loans (both concessional and commercial) shall be counted towards Kenya's contribution. Off-budget support amounted to USD 51 Million.

This amount is not representative of the full support received during this period due to limitations in tracking various bilateral initiatives in Kenya. Kenya acknowledges the need to design and strengthen off-budget tracking mechanisms and the importance of international support towards this objective within the scope of availing support for reporting and building Monitoring, Reporting and Verification systems.

Table 1. Summary of specified financial needs for Kenya

Mitigation pledge		NDC implementation period	Specified financial needs (USD Millions)		
			Total	Mitigation	Adaptation
Kenya	Type: Relative emission reduction	2021-2030	61,625	17,725	43,927
	Target: 32%				
	Baseline: Business as usual (BAU)			3,725 unconditional (Kenya's domestic contribution)	4,393 unconditional
	Target year: 2030			14,000 conditional (Expected external Contribution)	39,534 conditional

Source: Kenya's Updated Nationally Determined Contribution (Ministry of Environment and Forestry, 2020).

To bridge this glaring and widening gap, Kenya needed to urgently scale and sustain investment from both domestic and international sources. This necessitated innovative financing mechanisms that align with Kenya's commitments under the Paris Agreement and other ratified frameworks; hence the launch of the Financing Locally Led Climate Action (FLLOCA) programme, which seeks to empower communities to lead adaptation efforts grounded in local knowledge, equity, and resilience.

1.2.1 The Policy, Legal, Regulatory and Institutional Framework of FLLOCA in Kenya

Governance remains a key component of an effective climate finance mechanism. This requires a strong policy mechanism and enabling conditions for effective management and delivery. Kenya has established a relatively robust climate finance policy framework. At the global level, the country has ratified the Paris Agreement and committed its goals through NDC and National Adaptation Plan (NAP). The commitment to the NPA is enshrined in the country's recent Climate Change Act, 2016. The Act provides a regulatory framework for an enhanced response to climate change and provides mechanisms for establishing effective institutional arrangements for climate action including climate financing. A key element of the Act is that it mandates the national and county governments to mobilise and manage public funds and other financial resources transparently for climate change response.

The Act establishes the National Climate Fund as a finance mechanism for supporting priority climate change actions and interventions approved by the National Climate Change Council. This fund is vested and managed under the National Treasury, administered by the council and managed by the Principal Secretary responsible for climate change affairs.

As an outcome of the Act, Kenya's National Assembly enacted a National Policy on Climate Finance in February 2018 as Sessional Paper No. 3 of 2017. This pioneer policy is seen as a critical catalyser to the attainment of Kenya's Vision 2030 and aligning climate financing to the country's development agenda. The policy provides legal and institutional frameworks for guiding and promoting climate finance flows in Kenya and reporting climate finance through budget tracking. For effective planning and budgeting, the tracking and reporting of funds channelled to climate activities is critical in the climate financing landscape. The National Treasury has been mandated to implement the National Policy on Climate Finance in Kenya.[16] This means that the mandate of the National Treasury goes beyond just financial management into technical support functions. It is therefore imperative that the National Treasury be empowered technically to perform the dual function of financial and technical support of course, with the strategic coordination with other arms of government such as the Ministry of Environment and Forestry's Climate Change Directorate.

As part of formulating actions to be financed, the National Climate Change Action Plans, the Nationally Determined Contributions and the NAP, outline a number of adaptation and mitigation actions that could be considered for funding in line with Kenya's commitment to the Paris Agreement. In addition to actions to be taken, the NCCAP 2023–2027 explicitly relies on resource mobilisation actions expected through the National Climate Finance Policy, 2018 with emphasis on developing a climate finance and resource mobilisation strategy, piloting the issuance of Green Bonds, improving access modalities and efficiency of climate finance, and ensuring that climate finance is available for actions in key sectors. These actions are also being pursued under the National Treasury Climate Finance Unit thus raising the need and/or opportunity to have close coordination and a working relationship with the Climate Change Directorate and County Governments responsible for coordination of implementation of NCCAP 2023-2027 and County Climate Change Action Plans (CCCAPs) respectively.

Overall, Kenya's Climate Change Act 2016, the National Climate Finance Policy, 2018, NCCAP 2023–2027, CCCAPs, and county climate change laws, policies and regulations are policies set out to enhance processes of climate finance in Kenya. The progressive development of these policies and regulatory mechanisms point to strong political will to support climate action and mobilise adequate finances. Therefore, it can be seen that Kenya's policy setting on climate finance is progressive but that it will require strict adherence to these set targets, capacity enhancement and continuous learning and improvement. Most importantly, strengthened collaboration between various ministries, departments, agencies, county governments, privates sector operative, CSOs and the academia responsible for these policies.

The priority of this enabling action is to operationalize the National Climate Change Fund and link it with CCCFs and mobilize additional resources for the implementation of priority climate actions set out in the NCCAP and CCCAPs. Kenya is currently implementing the FLLOCA programme through which all 47 counties have put in place the governance frameworks (county climate laws, policies, and action plans) for local climate action, and are progressing in setting aside a minimum 1.5% of their development budgets for climate actions, allocated through the respective County Climate Change Fund. Further, CCCAPs are mainstreamed into the County Integrated Development Plans (CIDPs) implemented over five years through the Annual Development Plans (ADPs).

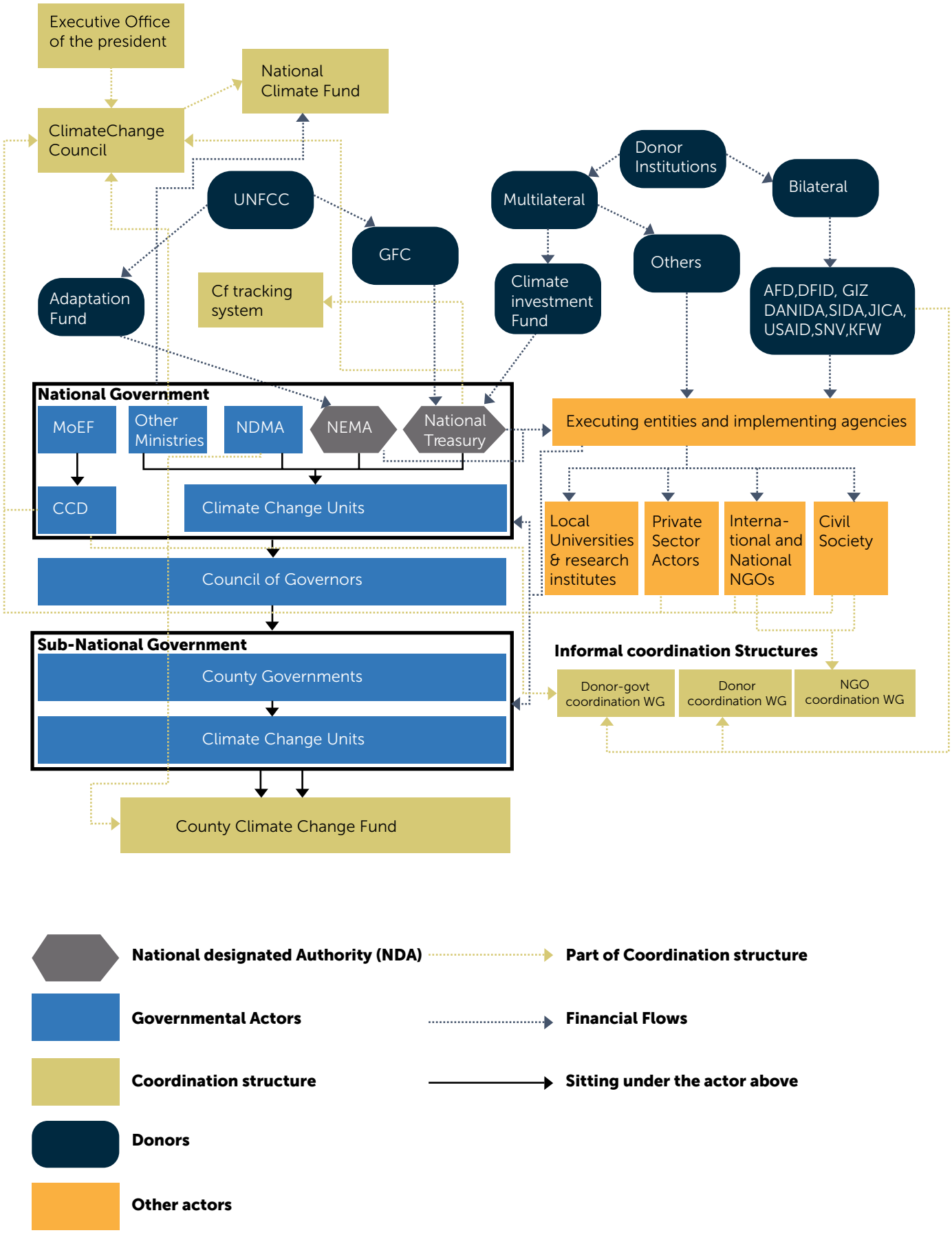

Figure 1: Climate governance and finance flow structure in Kenya. Image Credits: SEI Africa.

The FLLOCA programme in Kenya builds on the CCCF mechanism - a framework developed to institutionalize climate finance at the sub-national level in Kenya by empowering county governments to plan, prioritize, and implement climate-resilient development interventions in a participatory and accountable manner. The CCCF mechanism emerged from pilot initiatives ASAL counties of Isiolo, Kitui, Garissa, Wajir, and Makueni where communities faced, and continue to face, acute climate vulnerabilities. At its core, the CCCF mechanism establishes dedicated budget lines within county budgets that are legally anchored through county climate change legislation. These funds are governed by multi-stakeholder committees and informed by Participatory Climate Risk Assessments (PCRAs), ensuring that investments reflect local priorities and Indigenous knowledge systems. The mechanism promotes transparency, inclusivity, and downward accountability, with communities actively involved in identifying and vetting climate-resilient projects. The CCCF mechanism also sets out clear procedures for accessing and managing climate finance, including criteria for project selection, safeguards for social and ecological integrity, and monitoring frameworks. It has been recognized internationally as a model for locally led adaptation (LLA) and has influenced Kenya's broader climate finance architecture (Climate Investment Funds (CIF), 2011).

The FLLOCA programme builds directly on the CCCF mechanism by scaling its principles and operational logic to all 47 counties. It integrates the CCCF mechanism's legal, institutional, and participatory foundations into a national framework, enabling counties to access County Climate Resilience Investment Grants (CCRIGs) and implement sub-projects aligned with their climate risk profiles. In doing so, FLLOCA transforms CCCF mechanism from a localized innovation into a national mechanism for delivering climate finance where it is needed most; at the community level and aims to support counties to plan, implement and monitor climate adaptation efforts. The design and implementation of the FLLOCA programme that was launched in 2020 is guided by the principles for locally-led adaptation (LLA). The principles reflect the need to shift from current top-down approaches where decisions are made by national and international decision-makers to a new model where local actors have greater power and resources to build resilience to climate change. LLA recognizes that those communities who are at the forefront of climate impacts are often excluded from decision-making processes. In placing communities and local actors at the center of decision-making processes, the approach seeks to address equity and justice concerns while increasing the effectiveness of projects. The approach is gaining traction with over 100 governments, donor agencies and NGOs having endorsed the principles. However, there remains limited application of LLA on the ground and in practice LLA can overlook issues of power and injustice (Rahman et al., 2023).

The FLLOCA programme is pioneering the first national model of devolved climate finance with emphasis on social inclusion, governance and citizen participation aspects of climate and disaster risk management. It supports ward consultations, community Project Monitoring Committees, Grievance Mechanisms, engagement with civil society and Indigenous Peoples Organizations (IPOs). FLLOCA channels climate finance directly to the county governments and devolves decision making to communities, aiming to strengthen adaptation and resilience to climate change and optimize investments. It sets a framework for multi-sectoral and multi donor collaboration, aligning international funding, national priorities and local initiatives. It is a five years programme serving as a platform for multi-donor and multi-partner collaboration in support of the Government of Kenya program and National NCCAP. It is national in scale, linking local level action to national level coordination and planning.

As mentioned above, there is limited application of the principles of LLA on the ground. In practice, many countries struggle to fully implement these principles, and LLA efforts can sometimes overlook deeper issues of power and injustice. It is imperative to assess the effectiveness of FLLOCA programme to draw lessons to inform scaling and replications of implementation of other LLA programmes and projects.

A review of the FLLOCA programme implementation progress reports reveals it is on track to achieve its development objectives, having met or surpassed some includesof its project development objectives. Despite the reported positive implementation, progress gaps persist in areas that are critical to principles of LLA. This includes limited institutional capacity strengthening for locally-led climate action for communities' institutions (Ward Climate Change Planning Committees, Project Management Committees) and inclusion and engagement with Civil Society Organizations (CSOs), Organizations of Persons with Disabilities (OPDs) and Indigenous People Organizations (IPOs). As global commitments to LLA continue to grow, a critical question remains: how will these promises be translated into practice? This assessment seeks to address this gap by examining Kenya's FLLOCA programme as a potential delivery model.

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The FLLOCA programme builds directly on the CCCF mechanism by scaling its principles and operational logic to all 47 counties. It integrates the CCCF mechanism's legal, institutional, and participatory foundations into a national framework, enabling counties to access County Climate Resilience Investment Grants (CCRIGs) and implement sub-projects aligned with their climate risk profiles.

1.2.2 Financing Locally Led Climate Action Programme: One programme, two modalities and two Grants

The Financing Locally Led Climate Action (FLLOCA) Programme is structured around two core modalities; Investment Project Financing (IPF) and Program for Results; each targeting distinct governance levels and performance areas. These modalities form the backbone of FLLOCA's delivery framework, enabling both national coordination and county-level implementation of climate resilience strategies. At the national level, the IPF modality focuses on building institutional capacity to support locally led climate adaptation. It strengthens cross-sectoral coordination, enhances climate data management systems, and provides technical support to counties. This pillar ensures that national institutions are equipped to guide, monitor, and harmonize climate action across Kenya's devolved governance landscape.

The P4R modality operates at the county level, where climate action is embedded into formal governance structures. It supports counties to establish climate units, enact County Climate Change Fund (CCCF) legislation, and develop participatory planning mechanisms.

Through this modality, counties prepare and implement County Climate Action Plans (CCAPs), mainstream climate action into their operations, and mobilize additional resources for resilience-building. To incentivize performance, FLLOCA deploys two grants. The first is the County Climate Institutional Support (CCIS) Grant, which provides USD 100,000 per county annually for three years. This grant supports counties in setting up institutional arrangements and meeting access conditions for the larger investment grant. It rewards counties for readiness and foundational governance reforms. The second is the County Climate Resilience Investment (CCRI) Grant, averaging USD 1.25 million per qualifying county per year. This grant funds the implementation of CCAPs and encourages counties to co-finance their CCCFs. The allocation is based on a formula and performance scores, with actual disbursements ranging from USD 600,000 to over USD 2 million. The CCRI grant is designed to trigger behavioral change, institutional reform, and tangible climate action at the grassroots level.

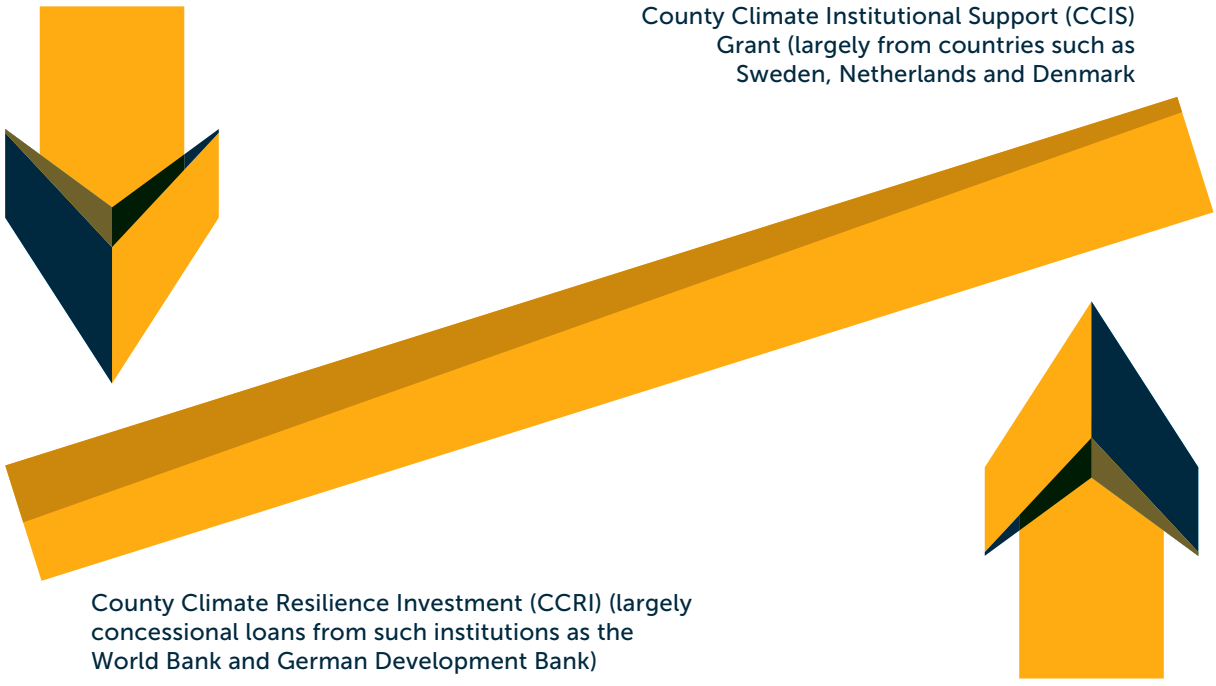
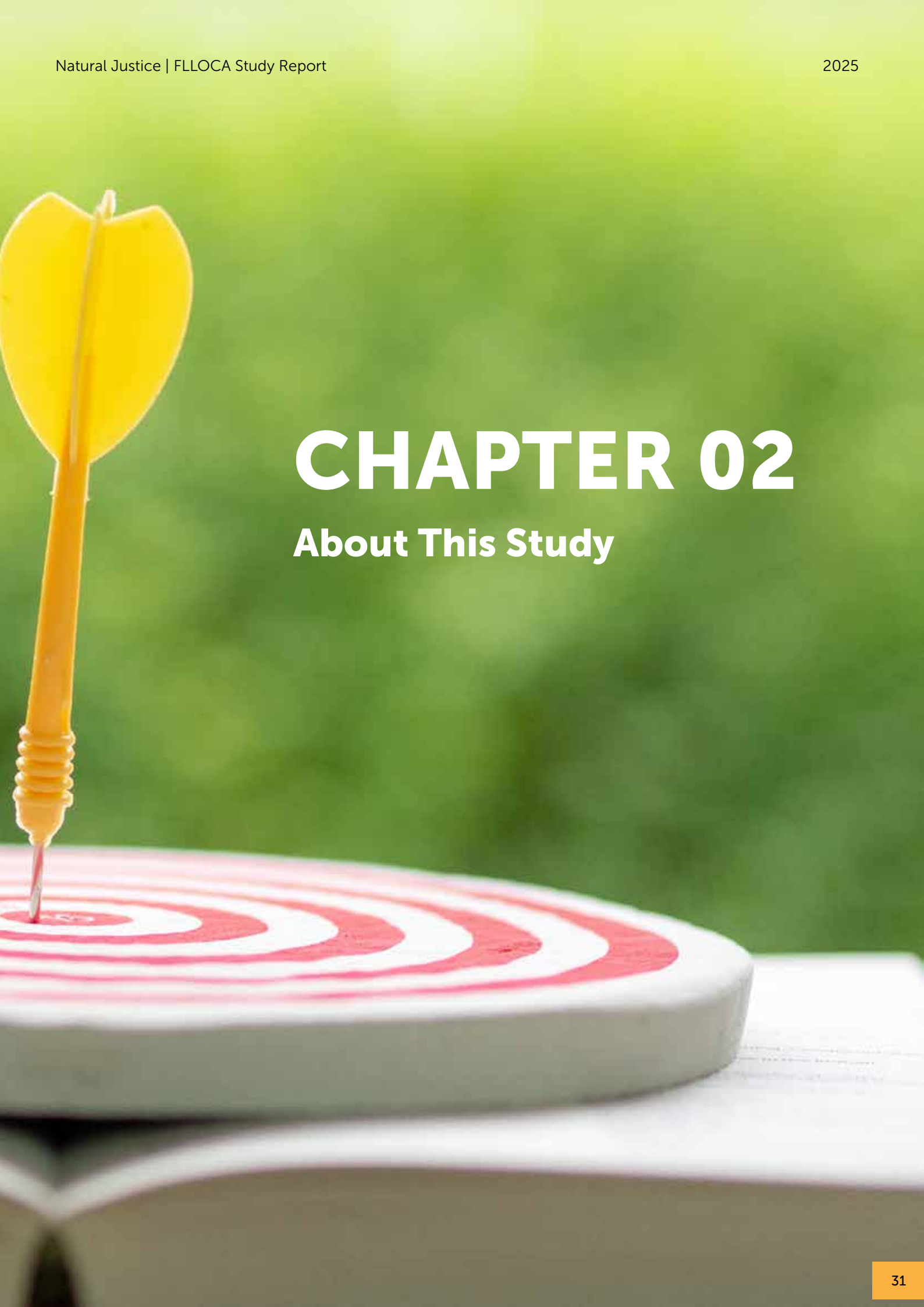


Figure 2: Imagery representation of Financing Locally Led Climate Action Program: One program, two modalities and two Grants



CHAPTER 02

About This Study

2.1 Purpose of the Study

The purpose of this study is to critically assess the extent to which the FLLOCA programme in Kenya has facilitated meaningful community engagement and equitable access to funds for climate change adaptation, particularly among marginalized and climate-vulnerable populations. As Kenya scales up its climate ambition and decentralizes climate governance through county-level structures, it becomes imperative to evaluate whether the mechanisms in place such as CCCF, Ward Climate Change Planning Committees (WCCPCs), and County Climate Resilience Investment Grants (CCRIG) are effectively reaching the intended beneficiaries and enabling inclusive, locally led adaptation.

To this extent, this study seeks to generate evidence that will inform policy, strengthen programme implementation, and guide future climate finance delivery models in Kenya and beyond. It is grounded in the principles of equity, transparency, and community agency, and aims to contribute to the broader discourse on climate justice and devolved climate governance.

2.2 Objectives of the Study

To achieve the above purpose, the study is guided by the following specific objectives:

Objective	Description
Assess Community Engagement	Evaluate the extent to which FLLOCA has enabled meaningful participation of communities, especially women, youth, persons with disabilities, and Indigenous groups, in climate governance, planning, and decision-making processes.
Analyze Barriers to Access	Identify institutional, procedural, and socio-cultural barriers that hinder communities from accessing FLLOCA funds and utilizing them effectively for locally prioritized climate resilience investments.
Identify Best Practices	Document successful approaches, innovations, and enabling conditions that have enhanced community-level access to climate finance and strengthened local climate action under FLLOCA.
Provide Actionable Recommendation	Develop concrete, evidence-based recommendations to improve the effectiveness, accessibility, and sustainability of climate finance mechanisms in Kenya, with a focus on locally led adaptation and inclusive governance.

2.3 Scope of the Study

The scope of this study is defined by thematic, geographic, and methodological boundaries, ensuring a focused and contextually grounded assessment of the FLLOCA programme's delivery of climate finance and community engagement.

2.3.1 Thematic Scope

The study focuses on two interrelated themes that are central to Kenya's devolved climate governance and the operational logic of FLLOCA:

a. Community Engagement in Climate Governance: This theme explores how FLLOCA has institutionalized participatory planning and decision-making at county and ward levels. It examines the functionality and inclusivity of structures such as County Climate Change Planning Committees (CCCPCs), WCCPCs, and the role of communities, especially women, youth, Indigenous people, and persons with disabilities, in shaping climate priorities and investments.

b. Access to Climate Finance: This theme assesses the flow, structure, and impact of climate finance reaching local actors. It investigates the mechanisms enabling or constraining access to resources, including CCCFs, County Climate Resilience Investment Grants (CCRIGs), and the broader institutional and policy environment. The study also interrogates the equity, transparency, and risk tolerance of climate finance delivery under FLLOCA.

> The study covered five counties selected to reflect agro-ecological diversity, regional economic bloc representation, and performance based on the Annual Performance Assessment (APA) - a core accountability and performance management tool embedded within the FLLOCA programme.

2.3.2 Geographic Scope

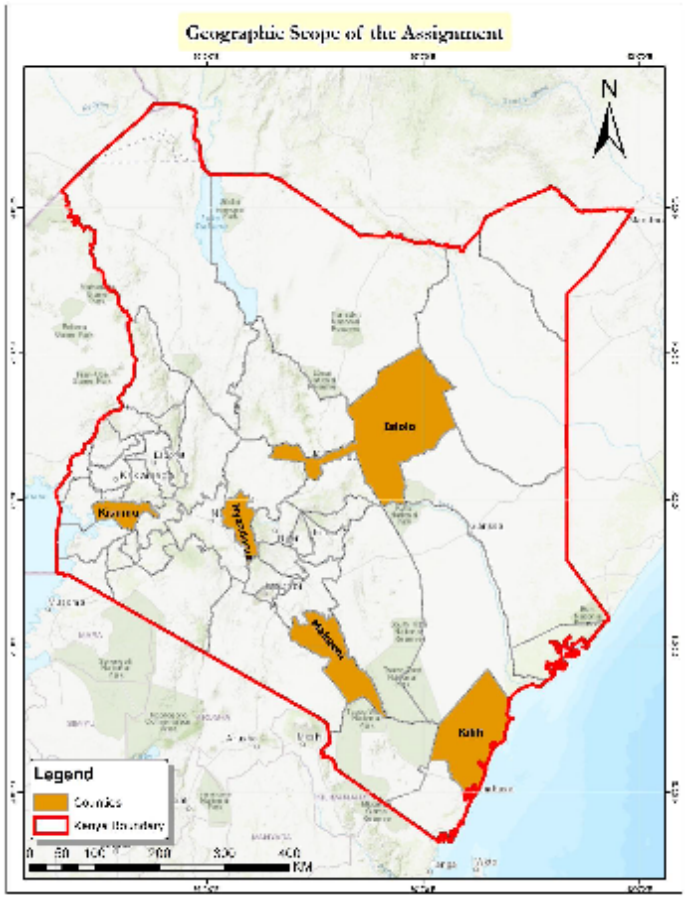


Figure 3: GIS map of Geographic Scope of the Assignment. Source: Authors 2025

The study covered five counties selected to reflect agro-ecological diversity, regional economic bloc representation, and performance based on the Annual Performance Assessment (APA) - a core accountability and performance management tool embedded within the FLLOCA programme. It is designed to evaluate the readiness and capacity of county governments to access and effectively utilize climate finance through the programme's County Climate Resilience Investment Grants (CCRIGs). ThWe APA assesses counties across a range of indicators that reflect both institutional capacity and adherence to programme principles. These indicators typically include: Establishment of CCCF and legal frameworks; Functionality of CCCPCs and WCCPCs; Completion and quality of PCRAs; Integration of climate priorities into CIDPs; Transparency, financial management, and reporting systems; and Community engagement and inclusion of marginalized groups in planning and decision-making.

Accordingly, the matrix below provides detailed consideration for the selection of the counties for the study.

County	Justification
Makueni County	Makueni County, situated within the broader South Eastern Kenya Economic Bloc (SEKEB), offers a strategically diverse and representative case for climate finance and adaptation research. According to its climate risk profiles, the county encompasses three distinct Agro- Ecological Zones (AEZs), each contributing unique socio-ecological dynamics that are critical for sampling variation and saturation in climate-smart programming: **Lower Midland Zone (LM)** – A semi-arid region supporting drought- resilient crops such as sorghum, millet, and pigeon peas, alongside small-scale livestock rearing (goats and indigenous cattle). This zone typifies climate vulnerability and adaptive livelihood strategies in water-stressed environments. **Upper Midland Zone (UM)** Located in the county's higher elevations, this zone benefits from relatively reliable rainfall and supports maize, beans, and horticultural produce. Its higher agricultural productivity offers insights into climate-smart intensification and market-oriented adaptation pathways. Lowland Zone (IL or Inner Lowlands) – The driest and most climate-stressed zone, characterized by erratic rainfall and elevated temperatures. Dominated by pastoralism and water-harvesting-based subsistence farming, IL provides a critical lens into resilience-building among marginal communities. These zones collectively reflect ecological and livelihood diversity, enabling a sampling frame that captures both horizontal (geographic) and vertical (socio-economic) variation. Their inclusion ensured representativeness across climate vulnerability gradients, agricultural systems, and adaptation capacities, key for generating findings that are both locally grounded and scalable across similar contexts. Moreover, Makueni's designation by the Annual Performance Assessment (APA) as one of the top-performing county in FLLOCA expenditure underscored its relevance to study objectives. This performance not only validated the county's institutional capacity for inclusive climate finance governance but also provided a fertile ground for comparative learning. Sampling Makueni allowed for saturation of insights into best practices, bottlenecks, and enabling conditions for effective climate-smart investment; especially when triangulated across AEZs and implementation modalities.. Put together, Makueni County offered a sufficiently diverse, policy-relevant, and empirically rich sampling universe. Its inclusion strengthened the analytical rigor of climate finance studies while supporting cross-county learning and the co-designing of inclusive, context-responsive adaptation strategies.

County	Justification
Kisumu County	Kisumu County is in the larger Lake Region Economic Bloc (LREB). Kisumu County falls within several Agro-Ecological Zones that influence its agricultural potential and vulnerability to climate change. The main AEZs in Kisumu County include: **Lower Midland Zone (LM)** LM1 to LM5 are present in various parts of the county. These zones are characterized by moderate rainfall and are suitable for crops like maize, sorghum, beans, and sugarcane. LM3 and LM4 are particularly dominant and support both food and cash crop farming. **Upper Midland Zone (UM)** Found in the higher altitude areas of the county, such as parts of Kisumu East and Nyando sub-counties. These zones receive relatively higher rainfall and are suitable for tea, coffee, and dairy farming. **Lower Highland Zone (LH)** Present in the hilly areas of the county, especially near the Nandi escarpment. These areas are cooler and wetter, supporting high-value crops and livestock. **Lake Basin Zone** This is a unique ecological zone influenced by proximity to Lake Victoria. This ecological diversity enabled a sampling frame that was both horizontally representative (across AEZs) and vertically inclusive (across socio-economic strata and climate exposure levels). It allowed for saturation of adaptation strategies, sufficiency in capturing institutional and community-level responses, and relevance to broader study objectives. Besides the agro-ecological zones, Kisumu's performance in the Annual Performance Assessment (APA); ranked between fair and good within the LREB region; and its successful implementation of the initial phase of County Climate Finance Mechanism (CCFM) made it a strategically important site. The existing trust and collaboration between county officials and consultants enhanced feasibility, accelerates data collection, and ensured timely delivery of outputs.
Kilifi County	Kilifi county is of the counties where NJ has a long-standing presence, working both directly and through local partners to support communities and strengthenenvironmental governance. The county falls within the Jumuiya ya Kaunti ya Pwani and spans several Agro-Ecological Zones(AEZs) that influence its agricultural potential and climate vulnerability. According to the Climate Risk Profile for Kilifi County and supporting agro ecological mapping, the county includes the following key AEZs: **Coastal Lowland Zones (CL)** CL3 and CL4 are the most dominant zones in Kilifi. These zones are characterized by: Low to moderate rainfall (700–1,000 mm annually). High temperatures and sandy soils.

County	Justification
	Suitable for drought-tolerant crops like cassava, millet, cashew nuts, and coconuts. Livestock keeping is also common, especially goats and indigenous poultry. **Low Midland Zones (LM)** Found in the inland parts of Kilifi, especially in higher elevation areas. These zones receive slightly more rainfall and support crops like maize, beans, and horticultural crops. Agroforestry and mixed farming systems are common. **Marginal Semi-Arid Zones** These are transitional zones between arid and more humid areas. They are highly vulnerable to drought and erratic rainfall, making them less suitable for rain-fed agriculture without adaptation strategies. Accordingly, Kilifi's AEZs are predominantly semi-arid to sub-humid,making the county highly sensitive to climate variability. The county is prone to droughts, floods, and coastal erosion, which affect agriculture, water resources, and livelihood. Nonetheless, the APA ranks the county to be fairly implementing the programme. Accordingly, its selection justification was anchored on enabling inclusion advocacy work by NJ within the county. To this extent, by systematically comparing the implementation of FLLOCA across counties; particularly high-performing ones like Makueni and moderately ranked counties such as Kisumu; NJ would be well-positioned to contextualize success factors, extract scalable lessons, and tailor advocacy efforts for Kilifi County. This evidence-based approach would enable NJ to domesticate proven climate finance practices, align them with Kilifi's unique ecological and governance realities, and effectively lobby for inclusive, accountable, and climate-responsive implementation of FLLOCA within the county's development planning frameworks.
Nyandarua County	Nyandarua County includes Lower Midland Zones (LM4 and LM5) and Intermediate Lowland Zones (IL5 and IL6[1]. These zones exhibit moderate to high agricultural potential, with variations in rainfall, elevation, and soil fertility that influence crop suitability and vulnerability to climate variability. Unlike arid and semi-arid counties, Nyandarua represents a high-potential agricultural context, characterized by rain-fed farming systems focused on potatoes, horticulture, and dairy production. Accordingly, within the broader sampling frame of the study, Nyandarua was purposively selected to represent the high-potential cadre of counties. Its inclusion enabled a critical evaluation of the FLLOCA programme's capacity to catalyze climate-resilient transformation in relatively productive yet climate-vulnerable regions. This allowed for comparative analysis across ecological gradient; contrasting Nyandarua's highland systems with semi-arid counties like Makueni, Isiolo and Kilifi or flood-prone zones in Kisumu, thereby enhancing the study's representativeness, analytical depth, and relevance to national climate finance scaling strategies. Besides, according to APA, Nyandarua has established a County Climate Change Unit, a Climate Change Fund Board, and Ward Planning Committees. These structures: • Facilitate community participation in climate planning. • Are aligned with FLLOCA's goals of locally-led resilience building.

1 extension://mjdgandcagmikhlbjnilkmfnjeamfikk/https://cgspace.cgiar.org/server/api/core/bitstreams/39a657da-22b3-4965-a106-7f6cd4556877/content

County	Justification
	• Provide a framework to assess how inclusive and effective climate finance access is at the grassroots level. Nyandarua was found to be a strategic location to evaluate: • How well local marginalized communities are involved in climate decision-making • Whether climate finance is reaching those most in need • How local governance structures are enabling or hindering access
Isiolo County	Mostly known to be a frontier climate champion, Isiolo county is within the FCDC economic bloc and has a combination of agro-ecological zones, climate vulnerability, and institutional factors that make it a critical and illustrative case. Isiolo County is predominantly classified as ASALs, with agro-ecological zones such as: • Very Arid (Zone VII) • Arid (Zone VI) • Semi-Arid (Zone V) in some pockets These zones are characterized by: • Low and erratic rainfall (200–500 mm annually) • High evapotranspiration • Sparse vegetation and fragile ecosystems. This makes Isiolo a prime example of a county where climate resilience is essential for survival, especially for pastoralist and agro-pastoralist communities. Isiolo County has made significant strides under the FLLOCA program, including: • Establishing a County Climate Change Act • Forming Ward Climate Change Planning Committees (WCCPCs) • Meeting Minimum Access Conditions (MACs) for FLLOCA funding 5 However, challenges remain: • Limited community involvement in monitoring and evaluation phases • Capacity gaps in delivering timely and accessible climate information • Concerns about fund mismanagement in some counties, including Isiolo • This mix of progress and challenges makes Isiolo a valuable case for assessing the effectiveness, inclusivity, and transparency of climate finance access.

County	Justification
	Besides, Natural Justice focuses on environmental justice, legal empowerment, and community rights. lisolo offers: • A marginalized, climate-vulnerable population • A complex governance environment with both traditional and formal institutions • A need to assess whether local voices are meaningfullyncluded in climate planning and finance decisions.

These counties offered a representative cross-section of Kenya's climate vulnerability profiles, governance capacities, and community contexts, enabling comparative analysis and scalable insights for locally led adaptation and climate finance delivery.

2.1.3 Methodological Scope

The study employed a mixed-methods approach, combining qualitative and quantitative tools to ensure analytical depth, triangulation of findings, and inclusive representation of diverse stakeholder perspectives. This approach was designed to capture both measurable outcomes and lived experiences, ensuring that the assessment is grounded in community realities and policy relevance.

Methodology	Description
Literature Review	A comprehensive review was conducted of FLLOCA programme documentation, Kenya's national climate finance policies, and global best practices on locally led adaptation. This included an in-depth analysis of relevant legal frameworks, strategic plans, and donor reports to contextualize Kenya's climate finance architecture and assess its alignment with inclusive, devolved, and climate-resilient development priorities.
Quantitative Surveys	49 in-depth interviews were conducted with national and county government officials (Kenya Meteorological Department, Climate Change Directorate, and National Treasury etc), civil society representatives, donor funding partners (Sida and World Bank), and community leaders. These interviews provided expert insights into county-level climate change policy implementation, institutional dynamics surrounding FLLOCA, and the programme's overall performance and impact.
Key Informant Interviews (KIIs)	49 in-depth interviews were conducted with national and county government officials (Kenya Meteorological Department, Change Directorate, and National Treasury etc),civil society representatives, donor funding partners (Sida and World Bank), and community leaders. These interviews provided expert insights into county-level climate change policy implementation, institutional dynamics surrounding FLLOCA, and the programme's overall performance and impact.
3 Focus Group Discussions (FGDs) (in three counties with 30 people in each)	Facilitated discussions with diverse community groups including women, youth, persons with disabilities, and Indigenous populations in three counties to explore lived experiences, barriers to access, and perceptions of inclusion in climate governance. Limiting the sessions to three counties allowed for deeper engagement, logistical feasibility, and saturation of qualitative insights while maintaining representativeness across different FLLOCA implementation contexts.
Case Study Analysis	Comprehensive field assessments were conducted in all five counties to document innovations, implementation challenges, and replicable models of locally led adaptation and climate finance delivery.

This methodological design ensured that the study was not only evidence-based, but also responsive to community voices, aligned with policy frameworks, and relevant to ongoing climate finance reforms in Kenya.

CHAPTER 03

Methodology

This chapter outlines the methodological approach used in the study. It details the research design, data collection methods, sampling strategy, analytical framework, and ethical considerations that informed the research process. The methodology was designed to ensure transparency, rigor, and replicability of the study, while grounding the research in Kenya's devolved climate governance context and the operational context of the FLLOCA programme.

3.1 Analytical Framework

The methodology was informed by the study's dual thematic focus, community engagement in climate governance and access to climate finance, which is tailored to capture both quantitative metrics and qualitative insights across five diverse counties: Makueni, Kisumu, Nyandarua, Kilifi, and Isiolo. The study was anchored in a rights-based and intersectional analytical framework, recognizing that climate change and adaptation interventions do not affect all groups equally. Social, economic, and institutional structures can either exacerbate or mitigate vulnerability. By applying this dual lens, the research aimed to uncover how power relations, governance arrangements, and social identities intersect to shape communities' access to and engagement with climate finance under the FLLOCA programme.

The rights-based dimension of the framework drew from Kenya's Constitution (2010), particularly Articles 10, 27, 42, and 69–70, which articulate national values, equality, environmental rights, and obligations. It also incorporated key international and regional human rights instruments, including the Universal Declaration of Human Rights (1948), the International Covenant on Economic, Social and Cultural Rights (1966), the African Charter on Human and Peoples' Rights (1981), and the United Nations Declaration on the Rights of Indigenous Peoples (2007). These instruments collectively affirm principles of participation, accountability, transparency, equity, and non-discrimination in environmental and development decision-making.

Within this framework, Free, Prior and Informed Consent (FPIC) was recognized as both a procedural and substantive right. It ensures that communities; particularly Indigenous Peoples and marginalized groups; can make informed decisions about activities and programmes that affect their lands, resources, and livelihoods. The rights-based lens positioned community engagement not merely as a procedural requirement, but as an expression of substantive rights, including the right to development, the right to equality and inclusion, and the right to a clean and healthy environment.

The intersectional lens acknowledged that people's experiences of climate vulnerability and adaptation differ according to gender, age, disability, livelihood, ethnicity, and geographic location. This perspective enabled the study to examine how overlapping social and economic inequalities influence the ability of different groups to access climate finance and participate meaningfully in decision-making processes. Together, these perspectives allowed the study to assess not only the efficiency of FLLOCA's institutional mechanisms, but also their equity, inclusiveness, and responsiveness to the diverse needs and rights of local communities.

3.2 Research Design

The study adopted a mixed-methods research design, integrating both qualitative and quantitative approaches to provide a holistic understanding of the FLLOCA programme's implementation and impact. This design facilitated triangulation of data enhanced the validity and reliability of findings and ensured that both statistical evidence and lived experiences were adequately represented. By combining numerical data with narrative insights, the study captures both the breadth and depth of FLLOCA's local implementation.

The mixed-methods design enables the study to interrogate both structural and experiential dimensions of FLLOCA's rollout. Quantitative data provides measurable indicators of awareness, participation, and fund accessibility, while qualitative data surfaces the nuanced realities of community agency, institutional responsiveness, and socio-cultural dynamics. This dual lens is essential for understanding how climate finance mechanisms intersect with local governance, especially in marginalized and mobility-dependent communities.

The design is also responsive to the diversity of Kenya's counties, ecologically, administratively, and culturally, ensuring that findings are not only statistically robust but also contextually grounded. By embedding participatory techniques and intersectional analysis, the study elevates voices often excluded from formal climate finance discourse, including pastoralists,

The study was anchored in a rights-based and intersectional analytical framework, recognizing that climate change and adaptation interventions do not affect all groups equally. Social, economic, and institutional structures can either exacerbate or mitigate vulnerability.

women, youth, and persons with disabilities. To this extent, the research design is strategically crafted to generate a multi-dimensional understanding of FLLOCA's implementation and impact. It seeks to assess the effectiveness of institutional structures; namely the County Climate Change Units (CCCUs), WCCPC, and Project Management Committees (PMCs); in facilitating inclusive and participatory climate action. By mapping community awareness and participation across gender, age, disability, and livelihood categories, the study ensures that intersectional dynamics are captured and analyzed. It further aims to identify systemic barriers and enabling factors that influence access to climate finance at the local level, providing a grounded analysis of equity and responsiveness within FLLOCA's architecture. Through documentation of best practices and county-level innovations, the study will surface scalable models and lessons learned. Ultimately, the findings will inform policy and programmatic refinements, contributing to the evolution of FLLOCA and the broader climate finance ecosystem in Kenya and beyond.

3.3 Sampling Strategy

The study employed a multistage, stratified, and purposive sampling strategy to ensure both statistical representativeness and contextual relevance across the five target counties. These counties were selected based on a composite scorecard that considered ecological diversity, climate vulnerability, regional bloc representation, FLLOCA implementation maturity, and the presence of community-led climate governance structures. This stratification ensured that the study captured a wide spectrum of experiences, governance models, and socio-cultural contexts. Within each county, sub-counties were selected to reflect urban-rural dynamics, agro-ecological zones, and marginalized populations, including pastoralist and Indigenous communities. The sampling frame was designed to include both beneficiaries and non-beneficiaries of FLLOCA interventions, allowing for comparative analysis of access, participation, and perceived impact.

3.3.1 Quantitative Sampling

For the survey, the study applied Cochran's formula; categorizing the 5 counties as one given the similarity of the programme under investigation; to determine a statistically valid sample size, targeting a minimum of 384 respondents across the five counties (Cochran, 1977). Cochran's formula was ideal given the context of multiple counties with diverse stakeholders. Besides, the populations were almost irregular, large and to some extent unknown given the design of FLLOCA programme. To enhance precision and reduce sampling error, the sample was proportionally distributed based on county population sizes and FLLOCA coverage. Respondents were selected using stratified random sampling, with strata defined by gender, age, disability status, and livelihood type (e.g., farming, pastoralism, informal labor). This ensured that the survey captured intersectional dimensions of climate finance access and governance participation. The formula applied to determine the sample is as follows;

$n = (Z^2 * p * (1 - p)) / e^2$
Using $Z = 1.96$, $p = 0.5$, $e = 0.05$, $n = 384$

In total, the survey reached 391 respondents, slightly exceeding the minimum threshold to account for potential non-responses and data inconsistencies. This buffer enhanced the reliability of the dataset and allowed for more granular disaggregation across demographic and livelihood categories. The final distribution of respondents was as follows:

To enhance precision and reduce sampling error, the sample was proportionally distributed based on county population sizes and FLLOCA coverage. Respondents were selected using stratified random sampling, with strata defined by gender, age, disability status, and livelihood type (e.g., farming, pastoralism, informal labor).

Survey Respondents per County

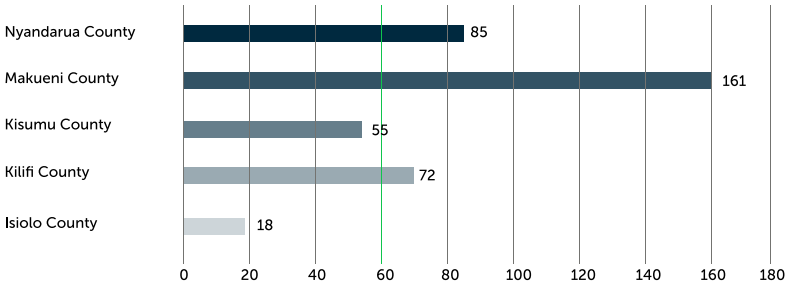


Figure 4: Survey Respondents per County

3.3.2 Qualitative Sampling

The study employed purposive and snowball sampling to identify key informants and focus group participants with deep knowledge or lived experience of FLLOCA processes. The study conducted:

3 Focus Group Discussions (FGDs) were conducted in Kisumu, Makueni and Nyandarua, targeting local women, youth, project management committee members, Ward Climate Change Planning Committees and persons with disabilities. FGD were carried out in the three counties, as opposed to all the five counties given budgetary constraints.

Figure 5: FGD in Kisumu County involving WCCP, PWD, PMC and County representatives. Photo Credits: Author 2025

49 Key Informant Interviews (KIIs): Including with PIU, county officials, CCCU members, WCCPC representatives, CSO leaders, traditional and or local authorities, contractors and FLLOCA implementers (Project Management Teams).

Row Labels	Count
Civil Society Organization	2
Council of Governors	1
County Assembly	1
County Member of the Assembly	4
Kenya Meteorological Department	1
National Government	2
Project Management Committee Member	19
Ward Climate Change Planning Committee Member	18
World Bank Representative	1
Grand Total	49

Figure 6: Key Informant Interviews representation. Source: Data

This proportional allocation was guided by FLLOCA implementation intensity and logistical feasibility. Within each county, sub-counties and wards were selected to reflect ecological diversity, urban-rural dynamics, and the presence of FLLOCA structures such as CCCUs and WCCPCs. Enumerators were recruited locally and trained on ethical data collection, digital tool usage, and inclusive engagement techniques to ensure quality and cultural sensitivity. The survey tool was piloted in one county (Kisumu) to test clarity, flow, and relevance, with adjustments made to accommodate local terminologies and feedback from respondents. During the piloting phase, the research team conducted one FGD (of 15 people), 10 surveys and 5 KIIs. Insights from this process informed refinement of the data collection tools used across the five counties. Data collection was conducted over a three-week period using mobile devices, with real-time monitoring and quality checks conducted by the research coordination team. All responses were anonymized and securely stored, with unique identifiers used to track completion rates and demographic coverage. This systematic sampling and data collection strategy ensured that the survey findings are statistically reliable, intersectionally representative, and contextually grounded, providing a credible basis for analysis community engagement and access to climate finance under FLLOCA. Study limitations.

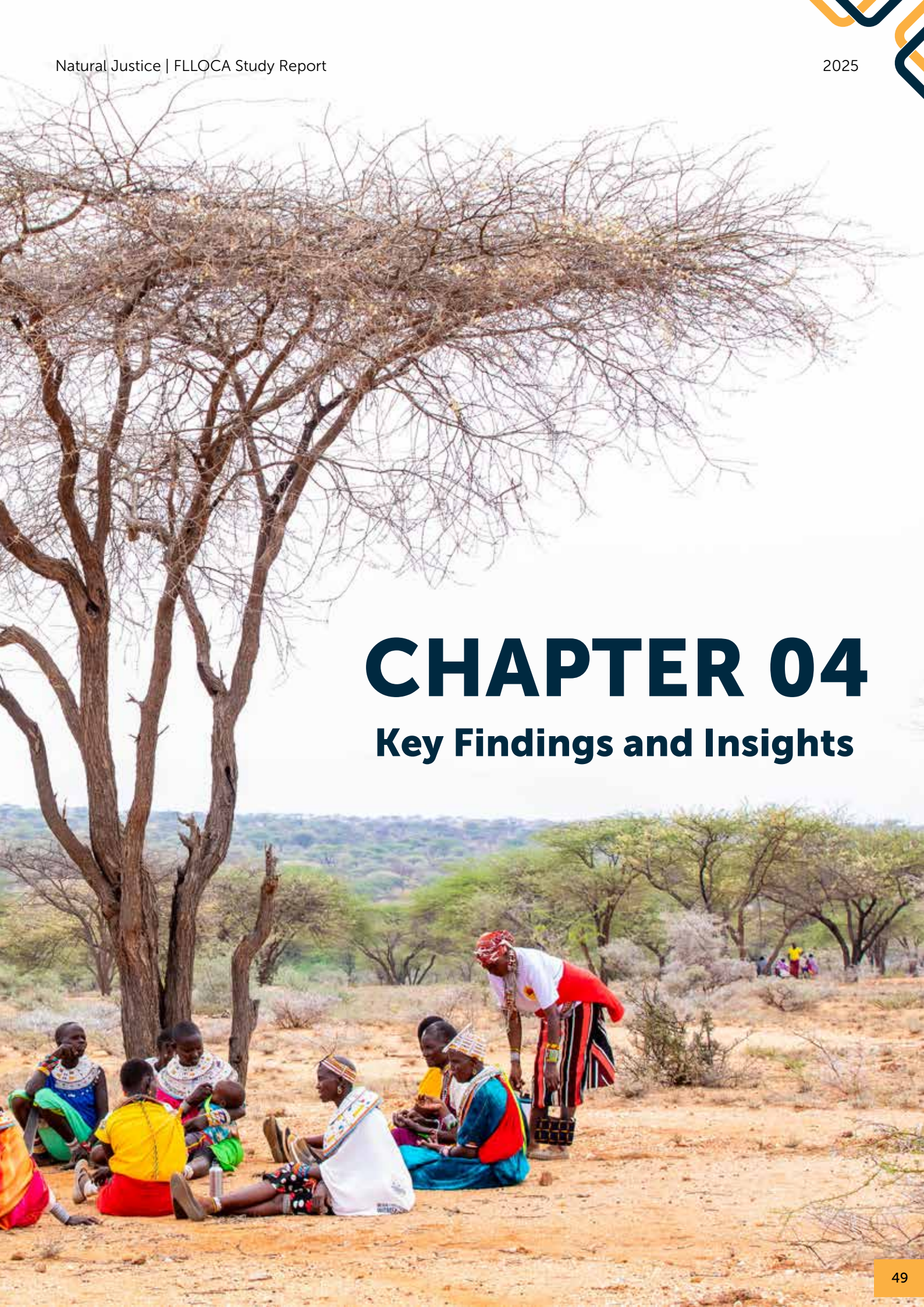
3.3.3 Study limitations

Despite the methodological rigor and participatory approach of the study, several limitations were encountered during design and implementation. These challenges were addressed through adaptive strategies aimed at safeguarding data quality, upholding ethical standards, and maintaining community trust. The key limitations and measures are shown below:

Limitation	Description	Responsiveness
Political Sensitivities and Institutional Gatekeeping	In some counties, access to key informants and FLLOCA documentation was constrained by bureaucratic delays and political sensitivity, especially around budget transparency and fund allocation.	The study team leveraged existing relationships with CCCUs, CSOs, and trusted community intermediaries to facilitate introductions, build rapport, and clarify the study's non-audit, learning-oriented purpose.
Limited data to lack of cooperation in Tharaka Nithi and Marsabit Counties	In Marsabit County, the study could not proceed due to limited data availability, primarily resulting from the temporary absence of key office bearers during the study period. In Tharaka Nithi County, the study was unable to proceed due to a lack of cooperation from the designated county contact point. Despite multiple attempts to initiate engagement, officials did not respond to formal requests to undertake the assessment. No reports, documentation, or baseline data were provided to support or anchor the study, making it impossible to conduct a meaningful evaluation of FLLOCA implementation in the county.	The two counties were replaced with Isiolo and Nyandarua counties respectively.

Community Mistrust and research fatigue	The study encountered pockets of community skepticism and disengagement, largely stemming from the proliferation of climate-related assessments conducted by multiple organizations and county-level actors often within overlapping geographies and timeframes. While these efforts reflect growing interest in locally led adaptation, they also contributed to survey fatigue, especially in communities that have participated in multiple studies without seeing tangiblefeedback, action, or resource flows. This saturation of assessments, coupled with limited feedback loops and perceived extractive engagement, led some respondents to question the value and intent of the FLLOCA study.	To mitigate the effects of community skepticism and research fatigue, the study team implemented a series of deliberate, context- sensitive strategies that prioritized trust-building, transparency, and inclusive engagement. These measures were designed not only to address immediate concerns but also to restore confidence in research processes and distinguish the FLLOCA study from previous extractive assessments. Key mitigation actions included: - Local enumerator recruitment and training - Clear communication and consent protocols - Adaptive scheduling and engagement - Inclusive sampling and representation - Clearly explaining how the data will be used and why it is being collected
Logistical and Climatic Disruptions	Fieldwork in remote counties such as Isiolo and Kilifi was affected by poor road infrastructure, flooding, and unpredictable weather patterns, which limited field access and constrained the movement of enumerators.	Responsiveness: The study adopted flexible scheduling, used mobile data collection tools for real-time updates, and reallocated resources to ensure coverage without compromising safety or quality.
Data Quality and Enumerator Bias	Variations in enumerator interpretation and research fatigue posed risks to data consistency.	Daily debriefs, spot checks, and centralized data cleaning protocols were instituted. Supervisors reviewed submissions in real time, flagging anomalies and retraining where necessary.

Figure 7: Nicholas Abuya conducting a Focus Group Discussion in one of the study Counties. Photo Credits: Author 2025



CHAPTER 04

Key Findings and Insights

This chapter presents a critical analysis of the study's findings, drawing on both quantitative and qualitative data collected across the five counties of Makueni, Kisumu, Nyandarua, Kilifi, and Isiolo.

It interprets the results in light of the study's dual thematic focus: community engagement in climate governance and access to climate finance under the FLLOCA programme. The discussion is structured to surface patterns, divergences, and contextual nuances that shape how communities interact with FLLOCA structures, perceive their inclusion, and access resources. The chapter goes beyond descriptive statistics to interrogate the underlying institutional, socio-cultural, and ecological factors influencing programme outcomes. It integrates voices from the surveys, key informant interviews, and focus group discussions to provide a multidimensional understanding of FLLOCA's implementation. Particular attention is paid to intersectional dynamics; gender, age, disability, and livelihood; and how these shape participation, equity, and agency within devolved climate governance.

By synthesizing insights across counties and stakeholder groups, this chapter identifies systemic gaps, promising practices, and areas for policy and programmatic refinement. It also reflects on the implications of these findings for Kenya's broader climate finance architecture and the operationalization of locally led adaptation principles. Ultimately, the discussion aims to inform actionable recommendations that center community voice, strengthen institutional responsiveness, and advance climate justice. Importantly, the chapter is systematically arranged in alignment with the key objectives outlined in the Terms of Reference (TOR). Each section corresponds to a specific inquiry area, ensuring that the analysis remains focused, coherent, and policy-relevant.

4.1 Community engagement in FLLOCA Programme

FLLOCA programme design and implementation is underpinned by LLA principles. LLA entails more equitable distribution of power and resources and elevates local innovation and knowledge for more effective resilience-building. It recognizes that the people and communities most affected by climate change are often those facing marginalization due to systemic inequities in income, education, social capital, and political power. These groups require more equitable access to financing and decision-making power to ensure that adaptation investments reflect their priorities (Coger et al. 2021). Such an approach recognizes the value of expertise among local actors that have been coping with climate impacts and understand the nuance of their local environmental, cultural, and sociopolitical contexts. As the Intergovernmental Panel on Climate Change reports, addressing these and other inequities also contributes to more effective adaptation (IPCC 2022).

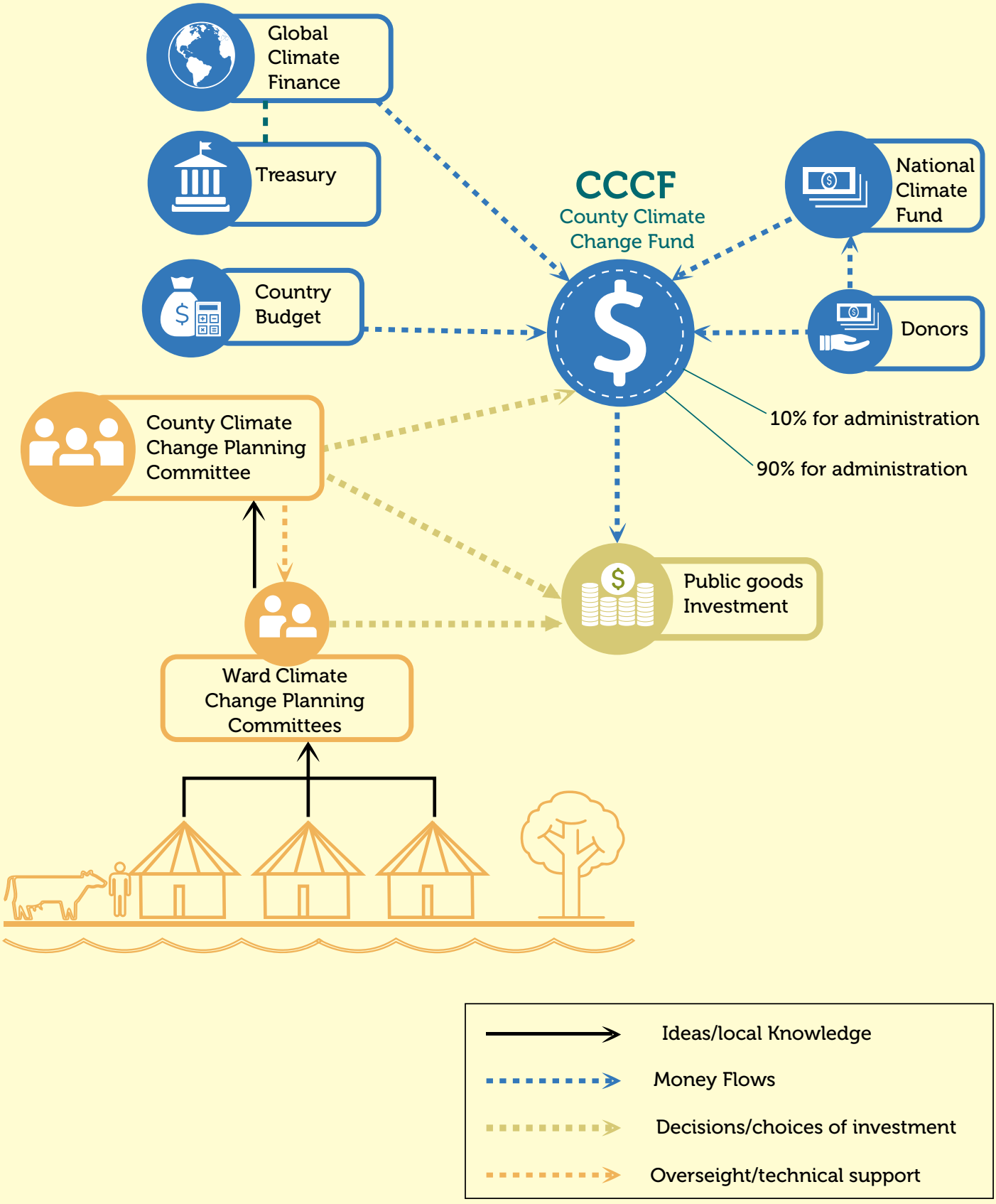


Figure 8: Representative image of Devolved Climate Finance. Source IIED and ADA Consortium

4.1.1 Community awareness of climate change and finance governance structures under FLLOCA

The FGDs across the five counties revealed that community awareness of climate change and finance governance structures under FLLOCA has shown promising progress, though notable gaps remain. The programme's design emphasizes participatory planning and locally led adaptation, which has helped elevate climate discourse at the grassroots level. Through tools such as PCRAs, communities have increasingly engaged with climate governance processes, identifying risks, prioritizing interventions, and influencing resource allocation.

However, survey data and FGDs reveal that awareness of the broader climate finance architecture and governance mechanisms remains uneven. While many community members are familiar with the existence of FLLOCA and its associated projects, fewer understand how funds are mobilized, disbursed, and monitored. This limits their ability to hold duty bearers accountable or advocate for more inclusive and responsive programming. The survey results show that only 11% (44) of respondents (Figure 8) were unaware of the governance structures and could not articulate the roles of county climate change units (CCCUs) or the linkages between ward-level planning and national climate finance flows. The high level of awareness of the FLLOCA programme reflects high visibility of its interventions in the project areas. This aligns with LLA principles.

Number of respondents that are aware of climate finance governance structures

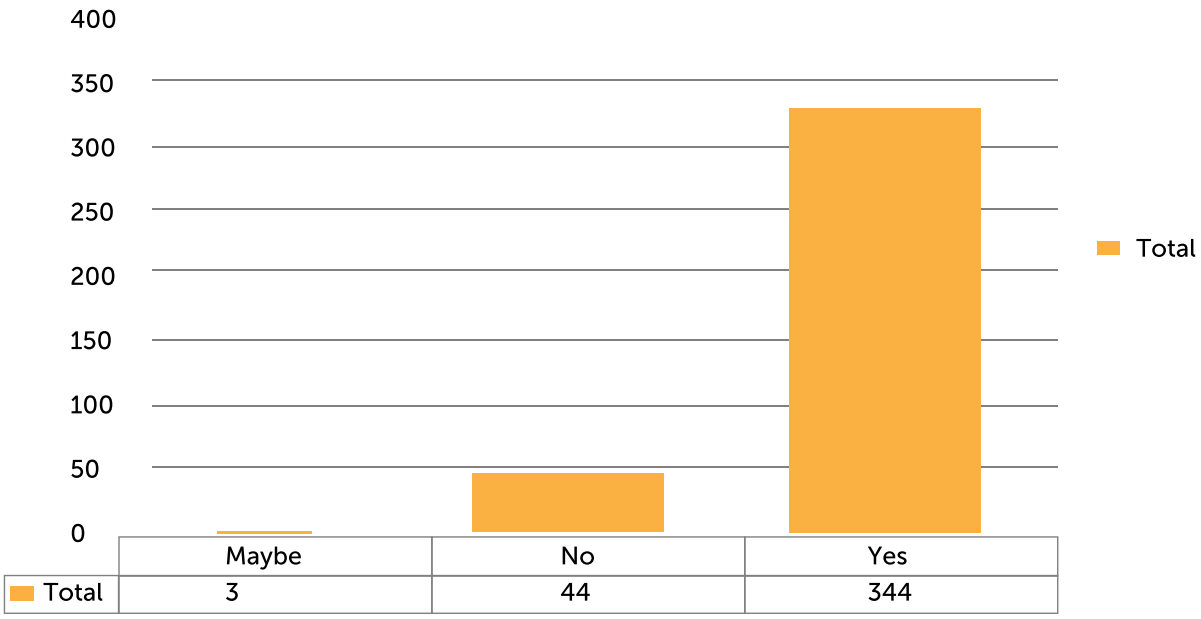


Figure 9: Community awareness with climate change and finance governance structures under FLLOCA

In some counties, civic education efforts, often led by civil society organizations (CSOs), helped bridge this awareness gap. In Makueni and Nyandarua, for example, community dialogues and training sessions by CSOs have demystified climate finance concepts and empowered local actors to engage more meaningfully with governance structures. Yet in other regions, particularly pastoralist and marginalized areas, awareness remains low due to language barriers, limited outreach, and historical exclusion from formal planning processes.

To strengthen community awareness, stakeholders recommended investing in localized climate finance literacy, integrating climate governance into existing civic education platforms, and leveraging trusted community institutions such as elders, women's groups, and youth networks, to disseminate information. Additionally, the FGDs revealed that Enhanced transparency could be realized by, simplifying technical language, and ensuring regular feedback loops between county governments and communities.

4.1.2 Community access to climate finance under FLLOCA

Amongst the respondents interviewed, it was established that though communities are not direct recipients of FLLOCA funds, they directly provided pathways to where the money is spent through such initiatives as PCRA, ward-level planning forums, and the prioritization of adaptation investments through WCCPCs. These participatory processes enabled communities to articulate their climate vulnerabilities, propose locally relevant solutions, and influence the allocation of resources, despite not having direct control over the financial flows themselves.

Respondents acknowledged that while FLLOCA funds are managed at the county level and disbursed through government systems, the embedded participatory mechanisms ensured that community voices were central to decision-making (Figure 7). In counties like Makueni and Isiolo, for instance, communities reported that their inputs during climate risk assessments and planning meetings directly shaped the types of projects funded, ranging from water harvesting systems and rangeland rehabilitation to climate-smart agriculture and early warning systems.

However, concerns were raised about the transparency of fund flows and the feedback mechanisms linking community priorities to actual budget allocations. Some respondents noted that while they participated in planning, they were not always informed about the final decisions or the amounts allocated to specific interventions. This gap in communication and accountability was seen as a barrier to deepening trust and ownership.

> **In some counties, civic education efforts, often led by civil society organizations (CSOs), helped bridge this awareness gap. In Makueni and Nyandarua, for example, community dialogues and training sessions by CSOs have demystified climate finance concepts and empowered local actors to engage more meaningfully with governance structures.**

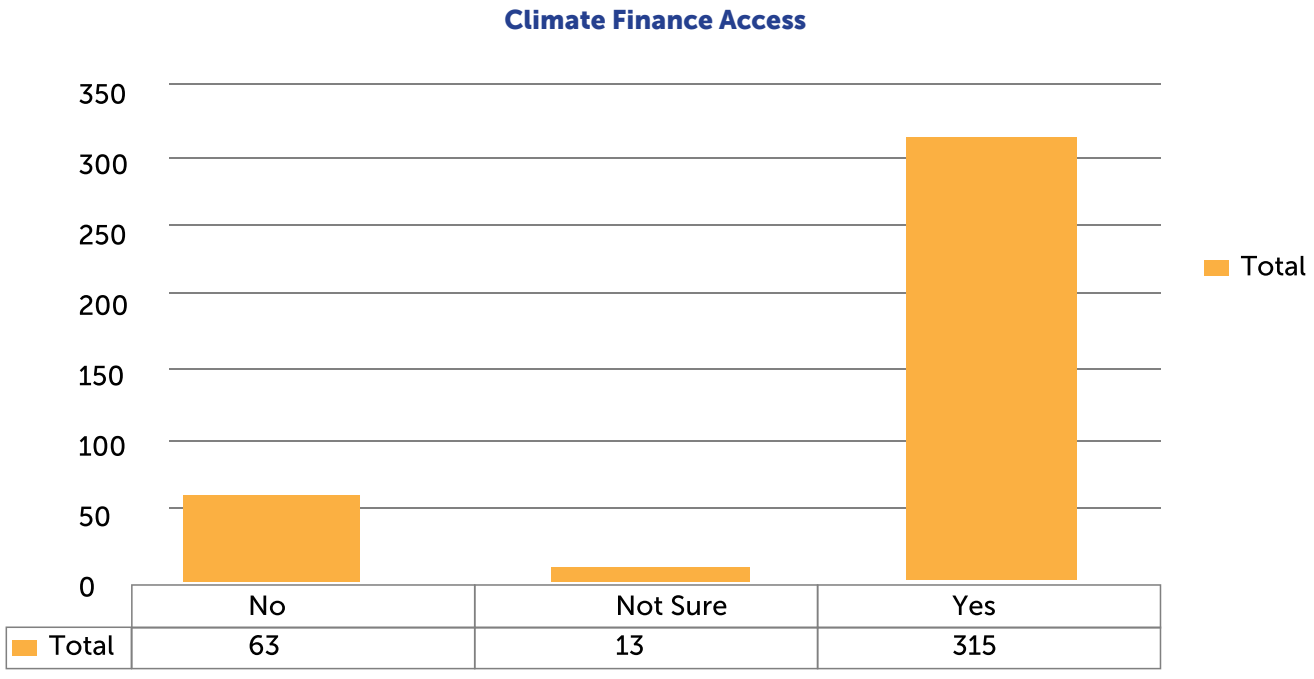


Figure 10: Community access to climate finance under FLLOCA

To enhance community access and influence, stakeholders recommended strengthening civic education on climate finance, improving feedback loops between county governments and communities, and exploring models for direct-to-community financing, particularly for marginalized groups such as pastoralists, women, and youth. Overall, while FLLOCA has made significant strides in embedding community agency within climate finance governance, further efforts are needed to ensure that participation translates into tangible, equitable outcomes.

Further, to understand the dynamics surrounding access to climate finance under FLLOCA, the survey inquired about the perceived proper use of the resources deployed through the programme. The findings revealed that over 50% of respondents rated the funds as either extremely useful or very useful, indicating a strong appreciation for the programme's relevance to local climate resilience needs (Figure 8). This positive perception was particularly evident in counties where participatory planning processes were robust and where communities could clearly see the impact of funded interventions such as water infrastructure, ecosystem restoration, and climate-smart agriculture.

An additional 30% of respondents considered the funds moderately useful or useful, suggesting that while the programme had made progress, there were areas where its effectiveness could be enhanced (Figure 8). These respondents often cited delays in implementation, limited feedback on fund utilization, or misalignment between community priorities and final project selection as factors that tempered their enthusiasm.

However, about 7.1% of respondents rated the funds as least useful, raising concerns about transparency, inclusivity, and responsiveness (Figure 8). In some cases, communities felt disconnected from the decision-making process or were unaware of how their inputs translated into funded activities. This underscores the need for stronger communication channels, improved civic education on climate finance, and more consistent feedback loops between county governments and communities. Overall, the data suggests that while FLLOCA is broadly perceived as a valuable initiative, its impact is uneven across counties and communities. Strengthening participatory governance, enhancing transparency, and ensuring that funded projects reflect locally defined priorities will be critical to deepening trust and maximizing the usefulness of climate finance at the grassroots level.

This positive perception was particularly evident in counties where participatory planning processes were robust and where communities could clearly see the impact of funded interventions such as water infrastructure, ecosystem restoration, and climate-smart agriculture.

30%

An additional 30% of respondents considered the funds moderately useful or useful, suggesting that while the programme had made progress, there were areas where its effectiveness could be enhanced

7.1%

However, about 7.1% of respondents rated the funds as least useful, raising concerns about transparency, inclusivity, and responsiveness.

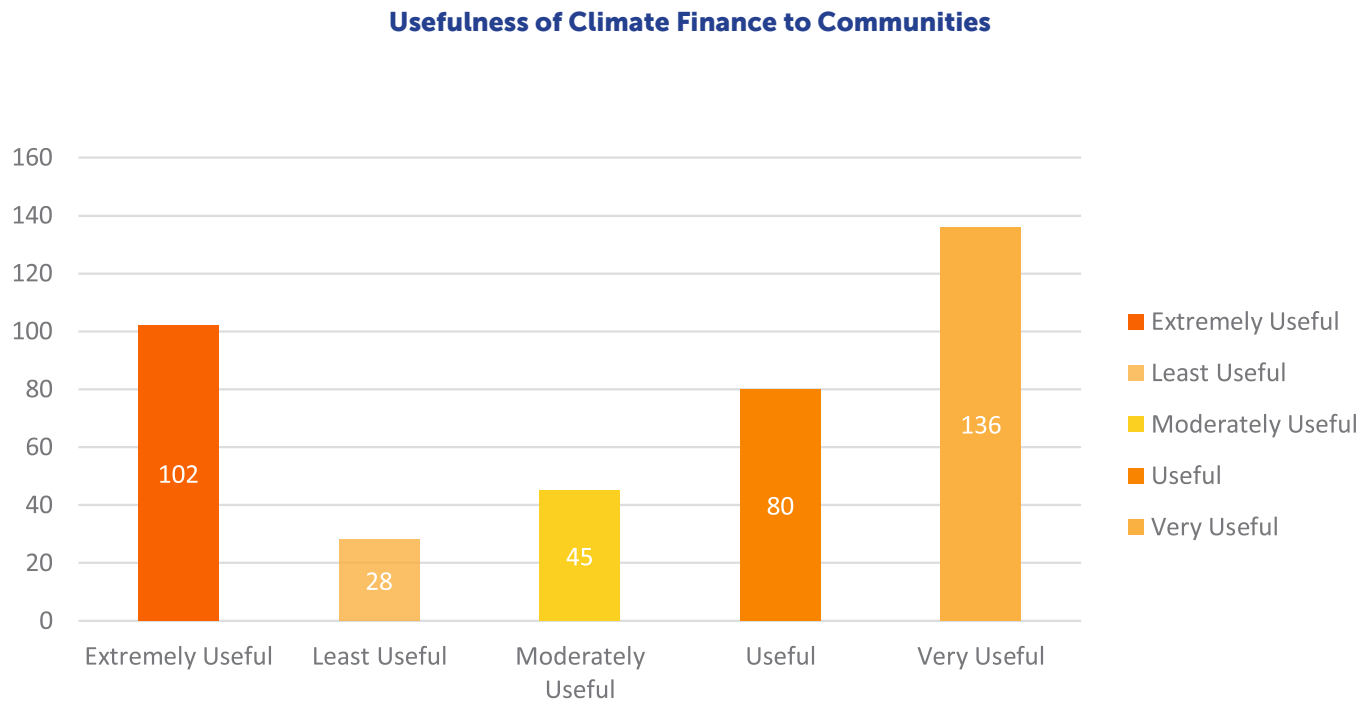


Figure 8: Rating of usefulness of accessed FLLOCA climate finance

4.1.3 Representation of marginalized groups in climate planning

The study revealed a significant representation of marginalized groups in FLLOCA programme implementation Marginalized groups, including women, youth, persons with disabilities, and Indigenous Peoples, were actively represented in FLLOCA's planning processes (Figure 9). Notably, 50.1% of respondents strongly felt that these groups were meaningfully included in decision-making, reflecting a growing recognition of their lived experiences and leadership in climate resilience. This representation is vital, given that these groups often bear the brunt of climate impacts yet remain excluded from formal governance structures.

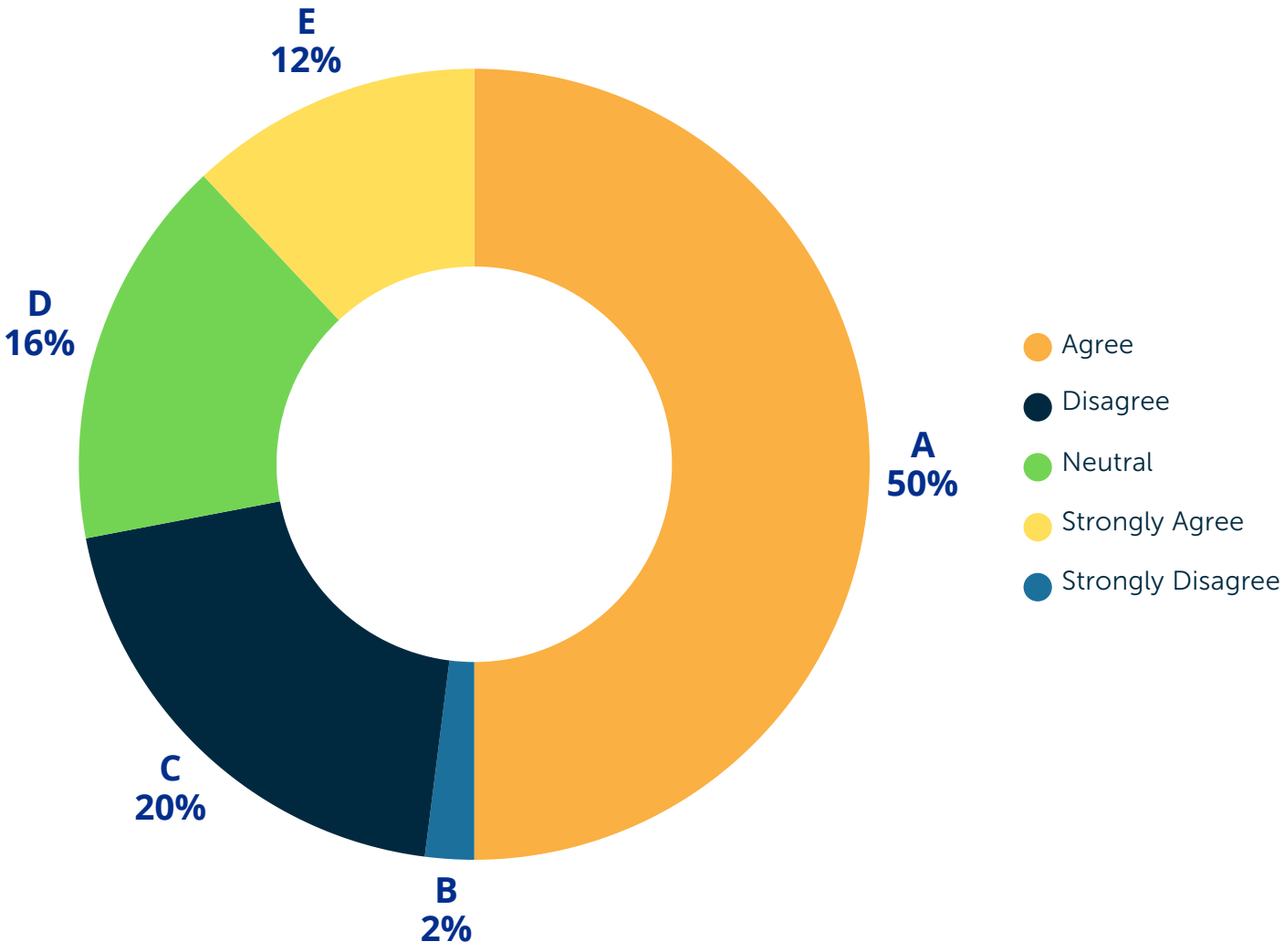


Figure 9: Representation of marginalized groups in FLLOCA Programme

The FGDs and KIIs revealed that the FLLOCA programme aligns with LLA principles, which emphasize equity, inclusion, and the urgent need for increased climate finance at local levels. The experience of the FLLOCA programme in Kenya is rich, and many lessons can be drawn. Rigorous criteria for inclusion in ward planning committees were established from the start of the programme to include disability and youth as well as gender. The principle of bottom-up democratic selection of committee members was also applied and ensured that representatives were committed to probity and to the public good.

Table 2: The Eight Principles of Locally Led Adaptation from the Global Commission on Adaptation

Principle 1:	Devolving decision-making to the lowest appropriate level: Giving local institutions and communities more direct access to finance and decision-making power over how adaptation actions are defined, prioritized, designed, implemented; how progress is monitored; and how success is evaluated.
Principle 2:	Addressing structural inequalities faced by women, youth, children, people living with disabilities, the displaced, Indigenous peoples, and marginalized ethnic groups: Integrating gender-based, economic, and political inequalities that are root causes of vulnerability into the core of adaptation action and encouraging vulnerable and marginalized individuals to meaningfully participate in and lead adaptation decisions.
Principle 3:	Providing patient and predictable funding that can be accessed more easily: Supporting long-term development of local governance processes, capacity, and institutions through simpler access modalities and longer-term and more-predictable funding horizons to ensure that communities can effectively implement adaptation actions.
Principle 4:	Investing in local capabilities to leave an institutional legacy: Improving the capabilities of local institutions to ensure they can understand climate risks and uncertainties, generate solutions, and facilitate and manage adaptation initiatives over the long term without being dependent on project-based donor funding.
Principle 5:	Building a robust understanding of climate risk and uncertainty: Informing adaptation decisions through a combination of local, traditional, Indigenous, generational, and scientific knowledge that can enable resilience under a range of future climate scenarios.
Principle 6:	Flexible programming and learning: Enabling adaptive management to address the inherent uncertainty in adaptation, especially through robust monitoring and learning systems, flexible finance, and flexible programming.
Principle 7:	Ensuring transparency and accountability: Making processes of financing, designing, and delivering programs more transparent and accountable downward to local stakeholders.
Principle 8:	Collaborative action and investment: Collaboration across sectors, initiatives, and levels to ensure that different initiatives and different sources of funding (e.g., humanitarian assistance, development, disaster risk reduction, and green recovery funds) support each other, and their activities avoid duplication, to enhance efficiencies and good practice.

Inclusive participatory processes are central to the implementation of the FLLOCA programme. A rigorous democratic selection process for ward planning committees includes criteria on gender inclusion, public integrity, and local knowledge to ensure members are representative of and accountable to local people. These deliberate efforts have enabled women and other marginalized groups to propose investments aligned with their needs and priorities. As a result, women have been key beneficiaries of CCRIs, through reduced labor burdens and increased income-generating opportunities as reported in the FLLOCA programme impact stories in section 3.3 of this report.

For the long-term sustainability and scaling up of successful experiences with locally led action for transformative adaptation, it is important to effectively implement the LLA principles to underpin equity, inclusion, and sustainability that multiple funding partners can adopt and adhere to.

4.1.4 Community engagement

The FFGDs with representatives of marginalized groups provided valuable insights into how the FLLOCA programme is applying the principles of LLA. Participants were asked to reflect on the extent to which these principles were being used, what aspects were working well, and where shortcomings remained. Several key findings emerged, highlighting both the strengths and areas for improvement in the programme's implementation.

LLA requires governance and financing processes that prioritize the agency of local actors that are on the front lines of climate change impacts and are often best placed to identify adaptation solutions. Changing these processes to redress power imbalances and emphasize local priorities can be complex and difficult, often entailing significant shifts from standard practice. One key finding from recent research found that, when aiming to reach the most vulnerable, equity in the way LLA programme is developed, delivered and used is particularly important. The research uncovered the challenges that the poorest households and marginalized people face in accessing and using climate finance to sustain and enhance their livelihood opportunities (Soanes, M., Rai, N., Steele, P., Shakya, C., & MacGregor, J., 2022). The ability to use and learn from climate information has significant social dimensions through the development and imposition of societal norms and traditions, and through shared decisions around the public goods of pasture and water resources. Importantly, the position of people in society and the amount of assets and information they have access to, also influence their ability to act upon climate change and navigate uncertainty.

"The FLLOCA programme's emphasis on inclusive, participatory planning has strengthened the representation of women and marginalized groups in local decision-making. Through democratic ward-level selection processes and locally led adaptation approaches, communities have been able to identify priorities aligned with their needs, resulting in tangible benefits such as reduced labour burdens and increased income-generating opportunities for women."

Figure 10: Study Focus Group Discussion in Isiolo County. Photo Credits: Author 2025

The FGD and KII findings revealed key lessons that can be drawn for practitioners in climate finance. The findings generate useful lessons that can provide guidance to assist technical teams at all levels in the design of adaptation programming with transformational intent.

Devolved decision-making to the lowest appropriate level

The ward-level planning structures in the CCCF model made all relevant decisions about prioritizing local investments through the PCRA under the guidance of the CCCUs. This is an illustration of integrated subsidiarity. Recognizing that it is not possible to resolve all adaptation challenges at the local level, integrated subsidiarity means that effective solutions for overcoming risk are implemented across all levels, through vertically connected governance systems with co-governance arrangements giving far greater agency to local actors where possible. Integrated subsidiarity aims to enable multiple perspectives for collaborative decision making to resolve trade-offs and combine valuable local, traditional and cultural knowledge with scientific and technical knowledge.

The most notable strength identified were FLLOCA's commitment to devolved decision-making to the lowest appropriate level. Through mechanisms such as the Participatory Climate Risk Assessment (PCRA) and the Ward Climate Change Planning Committees (WCCPCs), the programme has enabled women, youth, and persons with disabilities, and Indigenous populations to actively shape adaptation priorities. "Before FLLOCA, we were never asked what we needed. Now, through the ward committee, we sit together and decide what matters most to our families.

It's the first time I feel our voices are part of government plans." Female FGD participant, Isiolo County. These structures have empowered communities to decide which adaptation options should be implemented, ensuring that interventions are context-specific and responsive to local realities.

The PCRA process itself was praised for enhancing the capacity of county governments to engage in multi-sectoral climate adaptation planning. By integrating themes of inclusivity, equality, governance, and ecosystem-based approaches, PCRA has helped bridge the gap between technical planning and community knowledge. Training provided to county officials and civil society organizations (CSOs) on facilitating PCRA has fostered new relationships between communities and powerholders, embedding the capacity for locally led planning within existing institutions.

> **Before FLLOCA, we were never asked what we needed. Now, through the ward committee, we sit together and decide what matters most to our families.**
> **It's the first time I feel our voices are part of government plans.**
>
> — Female FGD participant, Isiolo County

Integration of local knowledge and climate information systems.

Another strength of the programme is its emphasis on building a robust understanding of climate risk and uncertainty. Projects under FLLOCA have utilized a range of tools that draw from both local and scientific knowledge, enabling communities to assess vulnerabilities and co-design solutions. This dual knowledge approach has strengthened the credibility and relevance of adaptation planning, especially in areas with complex climate challenges. "The engagement of the Kenya Meteorological Department had immense learning benefits for all parties. Communities became informed about climate impacts and better able to plan adaptation actions, while the Kenya Meteorological Department learned how to make its work relevant to communities. Indigenous and community members learned how to value their own knowledge as essential for planning, but also gained confidence to present their resilience-building strategies to outside agencies." Another FGD member in Isiolo recounted.

The Kenya Meteorological Department (KMD) plays a pivotal role in the FLLOCA programme by bridging scientific forecasting with community-based adaptation planning. As a national technical agency, KMD provides localized climate information, seasonal forecasts, and early warning systems that inform the Participatory Climate Risk Assessments (PCRAs) at the ward level. Through its collaboration with county governments and community structures, KMD helps translate complex climate data into accessible formats that communities can understand and act upon. This includes co-developing climate advisories tailored to local livelihoods, such as farming calendars, rainfall projections, and drought alerts, which are then integrated into County Climate Action Plans (CCAPs). Beyond technical inputs, KMD's involvement has fostered mutual learning: while communities gain scientific insight into climate variability, KMD gains a deeper appreciation of Indigenous knowledge systems and the socio-cultural dimensions of resilience. This two-way exchange enhances the legitimacy, usability, and uptake of climate information, making adaptation planning more grounded, anticipatory, and inclusive.

Support for coalitions with transformational intent.

Coalitions that bring together CSOs, public institutions, national and international actors with complementary experience and skills are important for effective delivery of the programme. The FLLOCA programme implementation in Kenya combined the legitimacy, acceptance and knowledge of local of local partners, the knowledge and technical skills of government agencies, and the global perspective and connections of international agencies.

The programme also supports collaborative action and investment across multiple levels, from county governments to community-based organizations. This multi-level engagement has created opportunities for shared learning, resource pooling, and coordinated implementation, which are essential for scaling locally led adaptation.

Information sharing with community institutions

The fact that members of the ward committees are elected and come from communities should provide a flow of information back to the grassroots. However, all information related to CCRI is not made public: not everyone knows what is allocated to the projects in their wards, where it has been used, and how. Non-disclosure of pertinent information among others bill of quantities (BQ) hinders effective monitoring, evaluation, and learning systems at community and ward levels by the WCCPCs and PMCs.

FLLOCA programme implementation in political context of power imbalance.

The experience of the communities in the FLLOCA programme implementation suggests that in order to achieve transformational impact, it is essential to understand where the entry points are to change power relations and to transform planning systems so they respond to local realities. The local communities are not given more direct access to finance and decision-making power over how adaptation actions are defined, prioritized, designed, implemented; how progress is monitored; and how success is evaluated.

Importantly, the FGD findings aligned with survey data, which revealed that over 91.6% of respondents had participated in FLLOCA programme activities (Figure 11). This high level of engagement reflects the programme's success in mobilizing communities and embedding participation into its core processes.

Despite these achievements, participants noted areas for improvement, particularly in ensuring that marginalized groups have sustained influence beyond the planning phase, and that feedback mechanisms are strengthened to close the loop between community priorities and implementation outcomes. Addressing these gaps will be critical to fully realizing the transformative potential of LLA under FLLOCA.

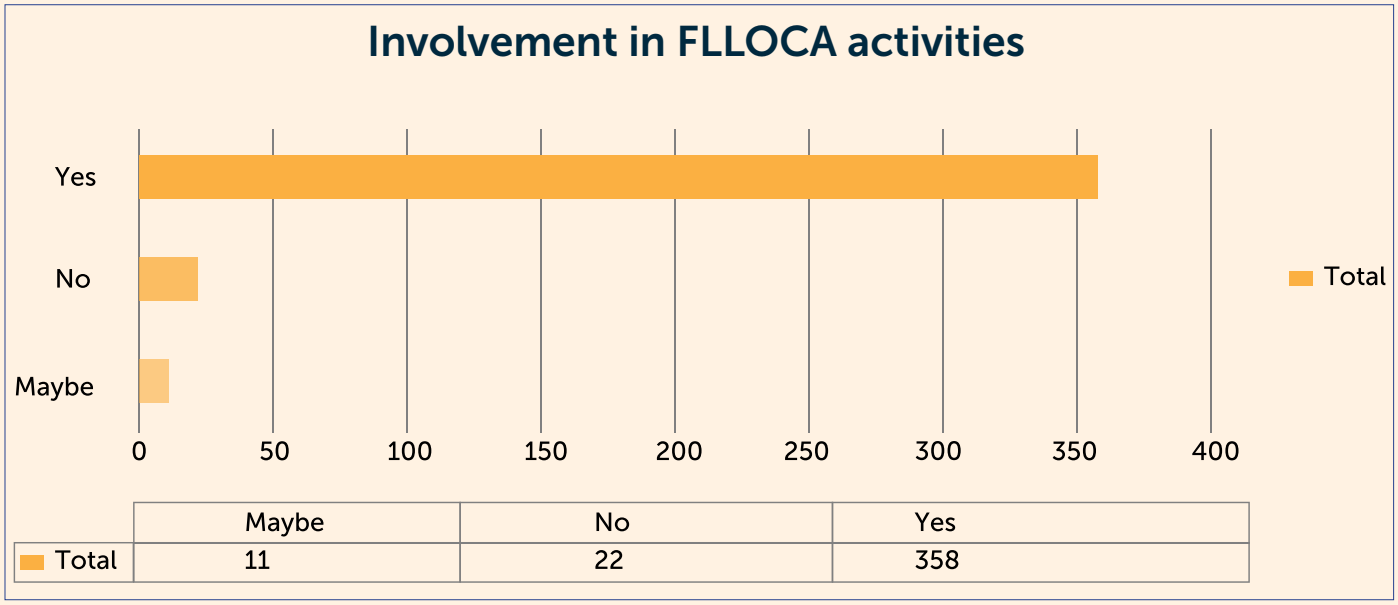


Figure 11: Community involvement in FLLOCA activities

The KIIs with CSOs representatives revealed that a CSO engagement framework for FLLOCA programme has been established. It is expected progressively that there is greater ownership and participation among non-state actors. Structures under the framework have now been established and formalized through elections both at the national and county level. The National CSO steering committee, which comprises regional representatives from the county has convened meetings and developed a work plan. The CSOs have finalized tools for social audits at the county level, with deployment of the tool in a few counties including Makueni County. The framework has promoted the crowdsourcing of CSOs' resources towards the social audits.

The FGDs revealed that there are opportunities to scale up activities on inclusion of Indigenous Peoples (IPs) and persons with disabilities (PWDs) in the implementation of the programme. All the counties reported engagement of persons with disabilities, but the depth and quality of disability-inclusive participatory planning processes and disability inclusive investments was not clear. While the FGDs revealed some good practice on inclusion of PWDs and women's leadership, there is still need to sensitize and raise awareness of CSOs working with IPs and PWDs to increase their skills and knowledge on climate action for improved engagement in FLLOCA investments as well as ensure inclusion of representatives of persons with disabilities in the CSO engagement framework.

The KIIs revealed commendable progress by the Ministries, Departments and Agencies (MDAs) and counties to enhance citizen engagement, accountability and oversight. In particular, the State Department for Devolution (SDD) conducted a review of the progress of counties in establishing community-led project management committees (PMCs) in 25 counties and provided technical support towards the roll out of the PMCs. A key observation reported by SDD was the need for counties to facilitate the operations of the PMCs, through a percentage set aside from the investment contracts. The mission also noted that WCCPC had raised complaints of low involvement in the oversight of FLLOCA investments and highlighted the need for WCCPCs to understand the importance of decentralizing oversight, hence engagement of PMCs who are situated in the locality of the project site which not only reduces costs but enhances timely oversight and interventions. The FGDs revealed that in some counties the WCCPCs and PMCs were not facilitated to execute their mandates of oversight. It is only in Makueni County where the PMCs and WCCPCs facilitation was budgeted. Most of the FLLOCA programme sub-projects invest in improving adaptive capacity by supporting communities to implement adaptation options. However, there were no evidence of targeted adaptation funding from FLLOCA programme which includes enabling women-led or youth led organizations to implement adaptation options by providing them with skills and weather information.

Figure 12: Project Management Committee meeting in Nyandarua. Photo Credits: Author 2025

From the KIIs conducted it was established that flexible programming is manifested in different ways across the portfolio of FLLOCA programme sub-projects. Across the five (5) counties of Kilifi, Kisumu, Makueni, Nyandarua and Isiolo, FLLOCA provided flexible funding where the counties were flexible on how to spend the funds depending on the adaptation options that resulted from the PCRA and planning process. However, key informants especially those drawn from Kenya Meteorological Department (KMD) questioned programmatic flexibility to allow for regular assessment and adjustment of activities based on evolving climate/weather scenarios over time.

FLLOCA programme to some extent addressed "transparency and accountability". This was ensured at the design level by conducting PCRA process across all the wards. For instance, in Makueni County, after the PCRA reports were written, the PCRA committee and partners then returned to communities to validate those reports and ensure the findings correctly described their experiences. This validation also happened before the Ward Adaptation Plan was developed, thereby ensuring accuracy of the PCRA findings that informed County Climate Change Action Plan (CCCAP).

The level of financial transparency varies. In some counties the FLLOCA programme sub-projects, finances were not shared with community institutions especially Bill of Quantities (BQ). In practice financial transparency at the community level is part of the oversight functions of the PMCs. The study revealed that some counties have information related to the sub-project investments such as BQs which they do not share with the PMCs. Further the MDAS and Counties should build the capacity of the PMCs for effective oversight.

With the first round of County Climate Resilience Investment Grants (CCRIG) the five counties have identified 97 sub-projects. Of the 97 first cycle sub-projects 51 percent are focused on the water sector, 28 percent on environment, 13 percent on agriculture, and 8 percent on other sectors, including energy. Many of the water and environment projects also support agriculture and livelihoods. The projects were identified by communities with county departments providing technical support. All proposed sub-projects have undergone screening on environmental and social risk as well as their contribution to resilience. The study established from some FGDs that some sub-projects did not appear to emanate from the participatory process (PCRA) which undermines the LLA principles.

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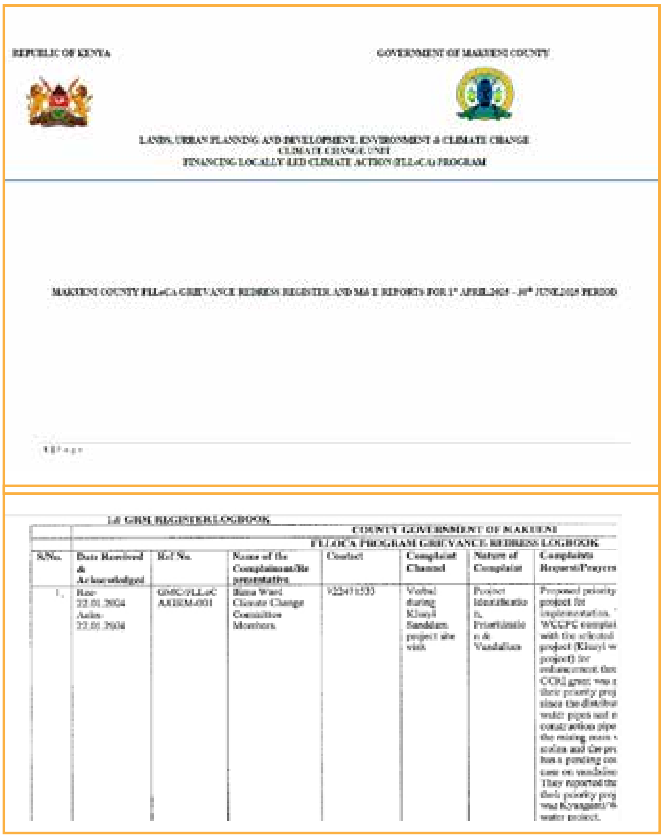
4.1.5 Grievance mechanisms under FLLOCA Programme

Grievance mechanisms under the FLLOCA Programme play a critical role in safeguarding the principles of locally led adaptation by ensuring that communities, especially marginalized groups, have accessible, credible platforms to raise concerns, seek redress, and influence programme accountability. Unlike traditional participatory approaches, locally led adaptation emphasizes agency, enabling local actors not only to participate but to make decisions, manage resources, and shape the trajectory of climate interventions. This shift demands robust governance structures, including grievance redress systems that are transparent, inclusive, and responsive.

The study revealed existence of formal GRM in all the five counties. However, the level of functionality varies across the counties. Only Makueni County had fully operational GRM mechanism with documentation recorded in the GRM registered logbook on quarterly basis **(Figure 13)**


REPUBLIC OF KENYA

GOVERNMENT OF MAKUENI COUNTY

LANDS, URBAN PLANNING AND DEVELOPMENT, ENVIRONMENT & CLIMATE CHANGE
CLIMATE CHANGE UNIT
FINANCING LOCALLY LED CLIMATE ACTION (FLLoCA) PROGRAM

MAKUENI COUNTY FLLoCA GRIEVANCE REDRESS REGISTER AND M& E REPORTS FOR 1st APRIL 2025 – 30th JUNE 2025 PERIOD

1.0 GRM REGISTER LOGBOOK

COUNTY GOVERNMENT OF MAKUENI
FLLOCA PROGRAM GRIEVANCE REDRESS LOGBOOK

S/No.	Date Received & Acknowledged	Ref No.	Name of the Complainant/Representative	Contact	Complaint Channel	Nature of Complaint	Complaints Request/Prayers
1.	[illegible]	[illegible]	[illegible] Ward Climate Change Committee Members	[illegible]	Verbal during [illegible] project site visit	Project Identification, Prioritization & Vandalism	[illegible]

Figure 13: An extract of Makueni County GRM register logbook

The effectiveness of grievance mechanisms remains uneven. While GRMs exist at project sites and communities can raise complaints, concerns persist around their composition, independence, and capacity to handle sensitive cases particularly those involving gender-based violence, exclusion, or elite capture. In Kisumu, for instance, focus group participants questioned the impartiality of GRM structures, noting that "the accused is the judge and the jury," which undermines trust and accountability. Such feedback highlights the need to strengthen GRMs not just as procedural tools, but as community-owned safeguards that reinforce equity, transparency, and justice.

To uphold the ethos of locally led adaptation, FLLOCA must invest in enhancing the visibility, credibility, and functionality of its GRM. This includes increasing community awareness, integrating confidential reporting pathways, ensuring diverse representation in GRM committees, and linking grievance data to programme learning and reform. When communities; especially those most affected; can safely and effectively raise concerns, they are empowered not only to shape adaptation but to own it.

Analysis of Makueni GRM register of the first two quarters of the year 2025 revealed took varied length of time to be resolved. This was dependent on the nature of complexity of the grievance and level of decision making required. There were some grievances resolved within a period of less than a month while others last longer than three months before being addressed. The FLLOCA grievance register reporting is done quarterly. Some of the common complaints included among others project identification and prioritization, exclusion of the WCCPCs and PMCs members in the oversight of project implementation, cases of conflict of interest involving county technical and political officials, and poor workmanship of projects. 77.2% of the survey respondents reported to have used the GRM **(Figure 14)**.

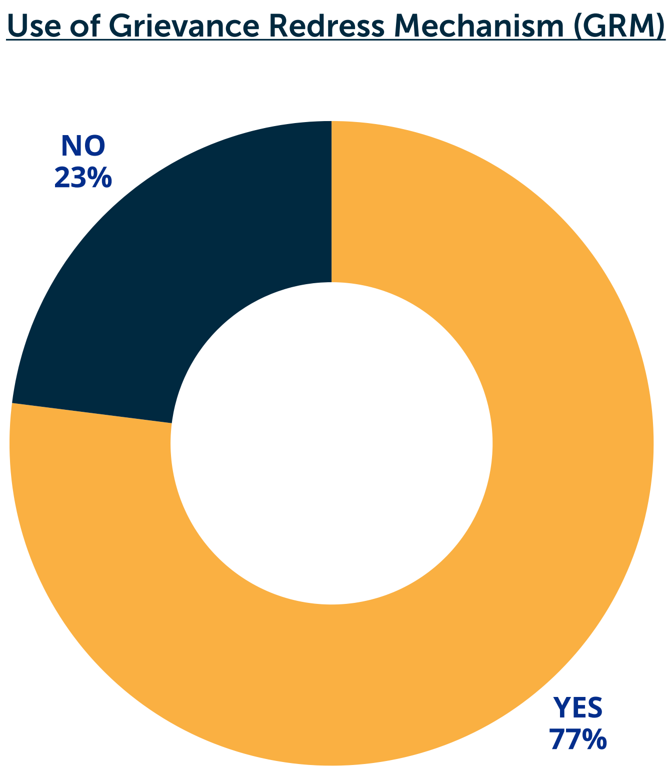


Figure 14: Community use of grievance mechanism under FLLOCA programme

The FGDs also noted good progress in the operationalization of the GRM, as communities could raise complaints at the project sites, however, there should be actions taken to enhance community awareness of the GRM which currently stands at 61% **(Figure 15)** as well as provide mechanisms to receive and manage confidential cases such as GBV. In Kisumu for instance, the focus group discussion revealed that though the GRM was in existence, the critical question on its composition arose. "Unfortunately, we have a grievance mechanism that the accused is the judge and the jury. This makes it even more difficult to oversight the programme," one of the participants recounted. Answering the participant, the director for climate change, stated that the challenge was mainly on the cost of managing the structures of the programme. He explained that while the government was committed to strengthening accountability and transparency within FLLOCA, the financial and human resource demands of establishing independent grievance redress structures at the ward level remained a significant constraint. "We are working with limited budgets, and unfortunately, that affects how far we can decentralize oversight mechanisms," he noted. Nonetheless, he emphasized that counties were encouraged to integrate GRM strengthening into their Annual Performance Assessments (APA) and planning cycles, especially where community trust and inclusion were at stake.

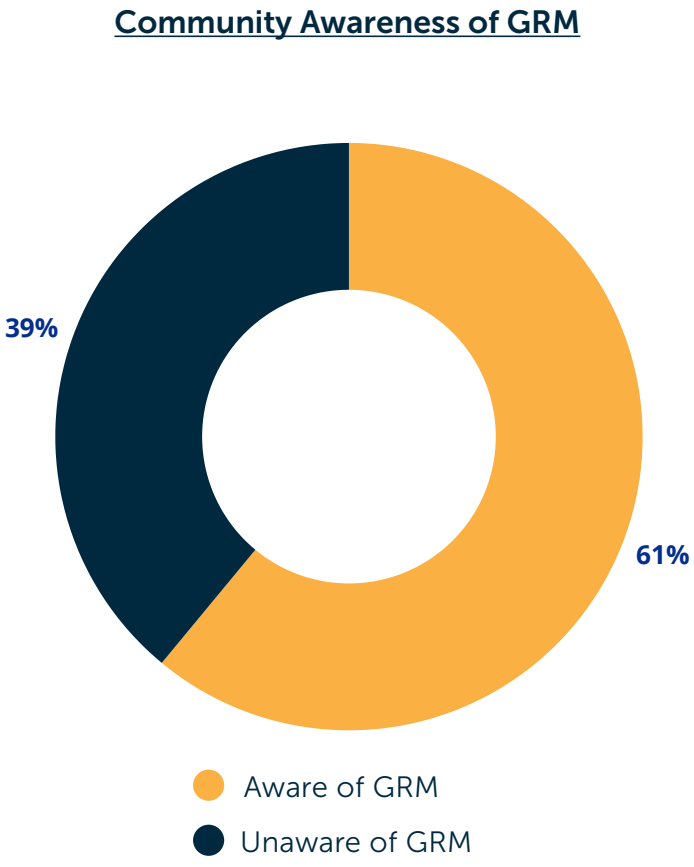


Figure 15: Community awareness of GRM

The majority of respondents confirmed the availability of GRM **(Figure16).**

Further, many of the FGD Participants across other counties echoed similar sentiments, highlighting that while the presence of GRMs was a positive step, their effectiveness hinged on credibility, independence, and accessibility. In Nyandarua, for example, youth representatives expressed concern that complaints raised through GRM were rarely followed up, leading to apathy and disengagement. In Isiolo, women's groups called for gender-sensitive grievance pathways, particularly for confidential cases involving gender-based violence (GBV), land disputes, or exclusion from project benefits. They stressed the need for trained focal persons, safe reporting channels, and integration with existing community protection structures.

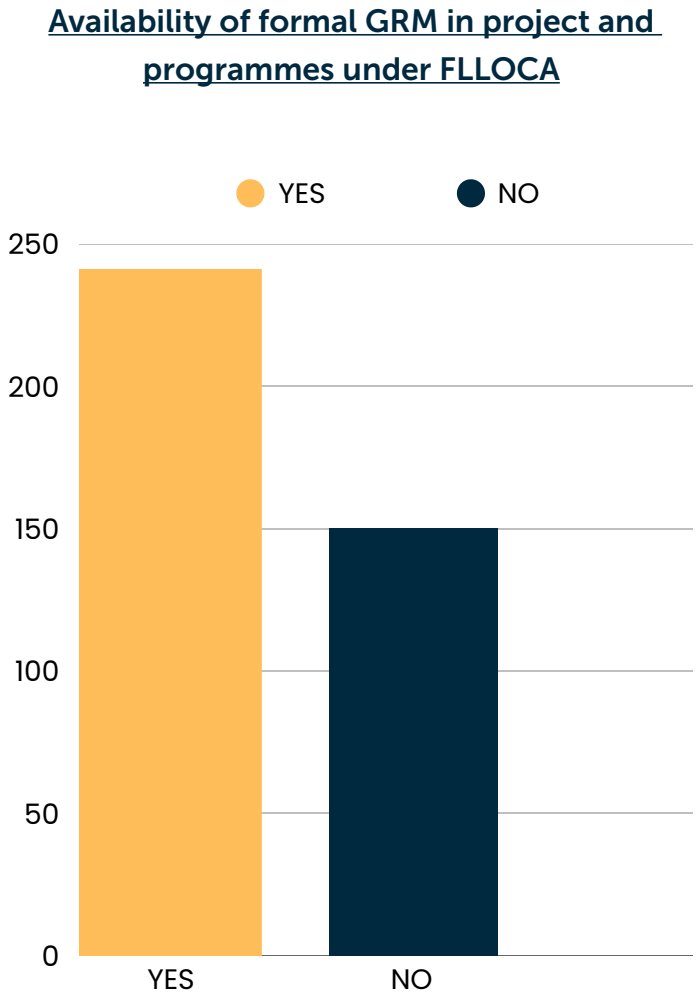


Figure16: Availability of GRM

The discussions underscored a broader need to reframe GRM not merely as compliance tools, but as enablers of community agency and trust in climate governance. Strengthening these mechanisms; through capacity building, budgetary allocation, and participatory oversight; was seen as critical to ensuring that FLLOCA remains responsive, inclusive, and rights-based. As one elder in Kilifi aptly put it, "A grievance mechanism must be a listening ear, not a rubber stamp. If it cannot protect the vulnerable, it is not worth the name."

The perception of most respondents was that GRM in place was not effective with more than 50% of the respondents reporting it as being less effective **(Figure 17)** further underscores the need to strengthen the functionality, credibility, and responsiveness of the GRM under FLLOCA. While the existence of GRM at project sites is a positive development, the perception of ineffectiveness among a majority of respondents points to systemic gaps in design, implementation, and follow-up. Communities expressed concerns about delayed responses, lack of feedback loops, and limited capacity of GRM committees to handle complex or sensitive cases; particularly those involving gender-based violence, exclusion, or elite capture.

50%

The perception of most respondents was that GRM in place was not effective with more than 50% of the respondents reporting it as being less effective further underscores the need to strengthen the functionality, credibility, and responsiveness of the GRM under FLLOCA.

Effectiveness of the GRM Systems

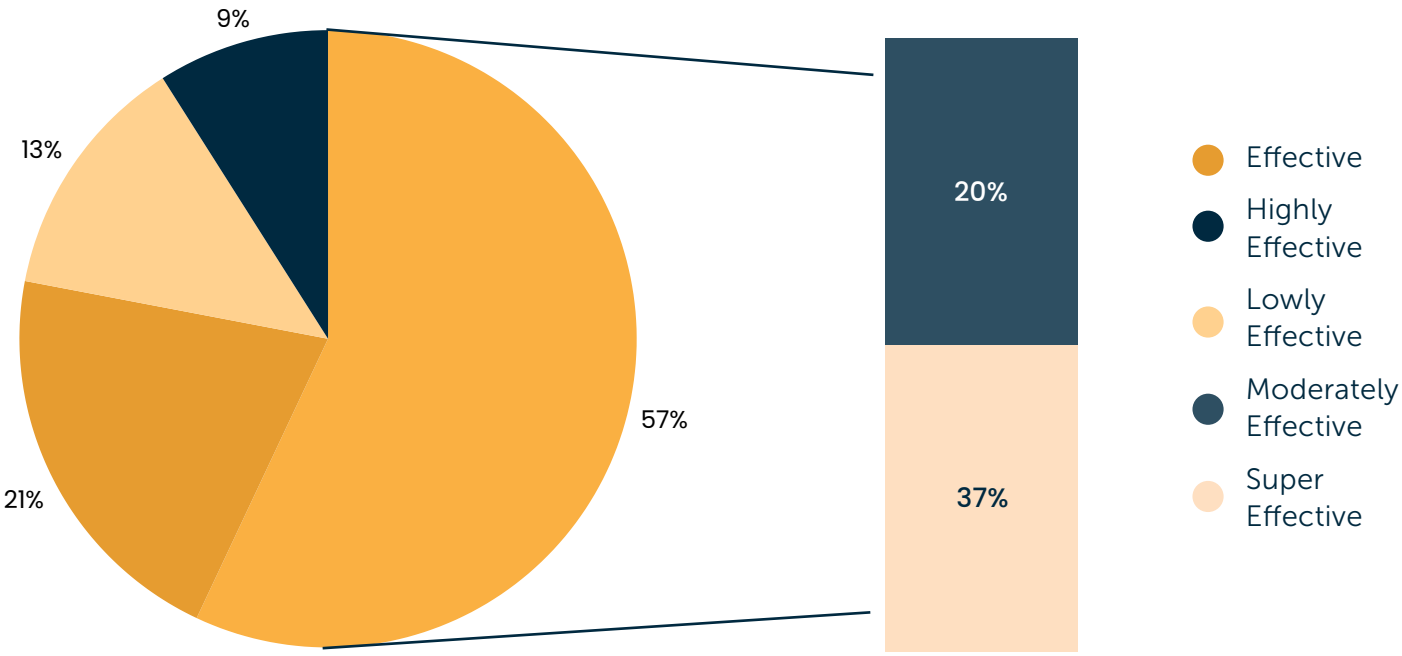


Figure 17: Perceptions on effectiveness of GRM

This finding aligns with qualitative insights from the FGDs, where participants emphasized that GRM must evolve beyond symbolic presence to become trusted platforms for accountability and redress. In all the counties, respondents noted that complaints were either dismissed or resolved informally without documentation, undermining transparency and learning. Moreover, the composition of GRM committees; often dominated by project implementers or local elites; raised questions about impartiality and community trust.

To address these challenges, stakeholders recommended a multi-pronged approach: enhancing community awareness of GRMs through targeted outreach and civic education; ensuring gender and social inclusion in GRM structures; integrating confidential reporting pathways for sensitive cases; and linking GRMs to county-level oversight and performance assessments. Strengthening GRMs is not just a technical fix, it is central to safeguarding community agency, building trust in climate governance, and ensuring that FLLOCA delivers on its promise of locally led, rights-based adaptation.

4.1.6 Community involvement in FLLOCA projects

Community involvement in FLLOCA projects has been one of the programme's defining strengths, anchoring its commitment to locally led adaptation and inclusive climate governance. From the initial stages of the PCRA to the formation and operation of WCCPCs, communities have played a central role in identifying climate vulnerabilities, prioritizing adaptation options, and shaping project implementation.

According to the survey data, 243 respondents; representing over 60% of the respondents noted direct involvement in day-to-day decision-making processes of the programmes, reflecting a strong sense of ownership and agency, particularly in counties where participatory structures such as WCCPC are active and empowered. These respondents described their roles in monitoring project progress, attending follow-up meetings, and contributing to decisions around resource use and adaptation priorities.

However, 89 respondents indicated uncertainty about their involvement beyond the initial PCRA and project prioritization phases (Figure 18). This suggests that while entry points for participation are well established, continuity and clarity in engagement throughout the project cycle may be lacking. Some communities may not receive regular updates or invitations to participate in implementation and monitoring, leading to disengagement or confusion about their roles.

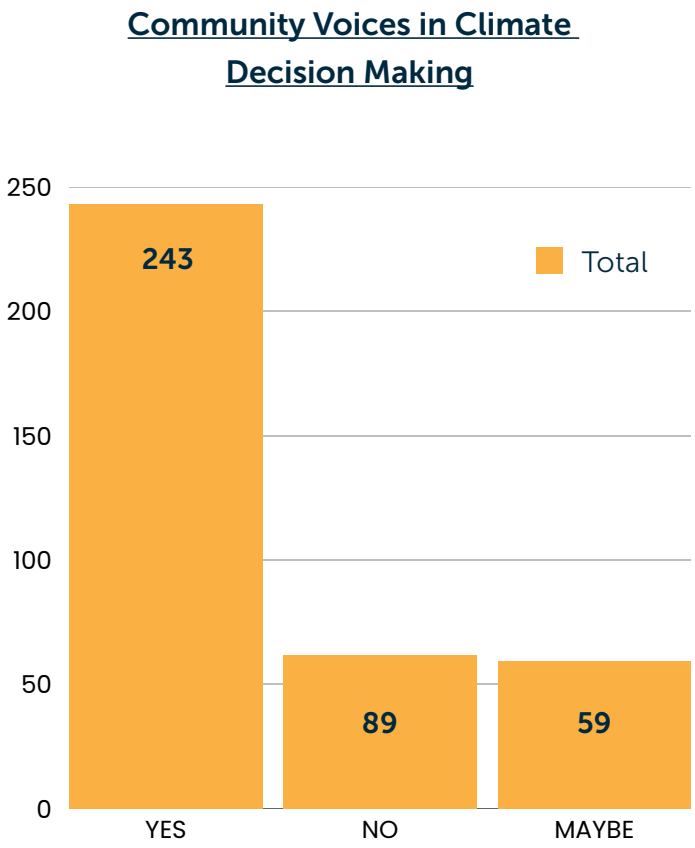


Figure 18: Community voices influence on FLLOCA programme decisions

Additionally, 59 respondents reported no involvement in day-to-day decision-making, raising concerns about inclusivity and equitable access to programme governance (Figure 18). These gaps were more pronounced in marginalized areas, where historical exclusion, language barriers, or limited outreach may have hindered full participation. Focus group discussions reinforced this finding, with some participants noting that while they were consulted during planning, they were not involved in follow-up activities or decision-making around budget execution and project adjustments.

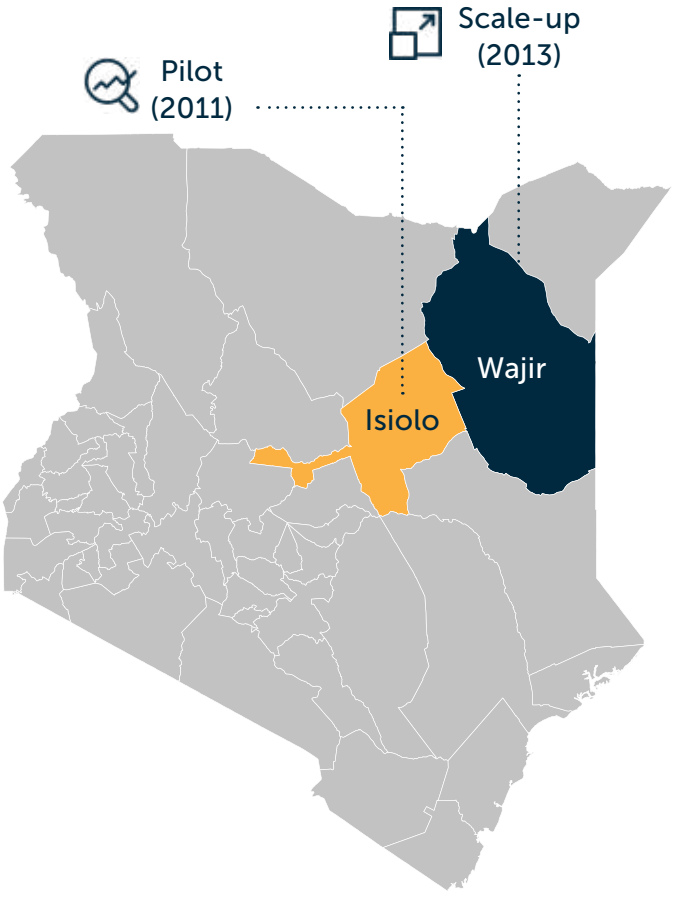
To strengthen community involvement across all phases of FLLOCA, stakeholders recommended enhancing feedback loops, formalizing community roles in implementation and monitoring, and investing in civic education to clarify governance structures. Ensuring that participation is not episodic but continuous will be key to deepening trust, improving accountability, and delivering on the promise of locally led adaptation.

4.2 Effective approaches for community-level climate financing that enhances climate action.

Review of the FLLOCA Programme design and implementation documents coupled with KIIs reveals that it intends to deliver climate finance to the local level for investing in adaptation. It involves establishing the CCCF, managed by county governments and community institutions that identify their own priority climate change responses and invest the finance in building resilience. Developing bespoke tools for participatory climate risk assessment, planning and M&E is part of the CCCF mechanism to help county and community actors design and deliver effective responses to climate change. CCCF has been implemented in forty-five counties in Kenya. It was first piloted in Kenya's Isiolo County in 2011, and was then scaled out in 2013 to another four counties covering 29% of Kenya's land mass with a population of 3.3 million people **(see Box 1).**

According to the FGD respondents across the five counties FLLOCA programme funding through the established CCCF mechanism in the counties helps communities build resilience in a number of ways. First, it enables communities to respond to current climate variability that threatens their livelihoods by making annual investments in public goods that are tailored to the local climate context. Second, CCCF investments have restored and protected ecosystems to build resilience. This is evident in the sampled five counties for deep dive assessment, where communities have invested in customary natural resource management systems particularly in Isiolo County that prevent overgrazing and enable sustainable management of rangeland ecosystems for pastoralist communities. Some key informants drawn from MDAs engaged in the programme implementation indicated that CCCF has also supported longer-term adaptation, through the use of vulnerability assessments and integration of climate data into planning — though it will take time to strengthen their use as planning tools. Further CCCF also works to address structural vulnerabilities, for example by including women, youth and marginalised groups in the WCCPCs and PMCs. However, addressing systemic barriers is a slow process and progress is varied depending on context.

After enacting a new constitution in 2010 that devolved executive and legislative governance to 47 political and administrative counties, Kenya became the first country to pioneer the Devolved Climate Finance (CCCF) model for subnational climate financing. County governments have authority over key sectors, including agriculture and livestock, soil and water conservation, forestry, public works, health, planning and development. They are also tasked under the Climate Change Act (2016) to mainstream climate actions into county integrated development plans. County governments are allocated 15% of the national budget, giving them significant financial resources to invest in local development in sectors that directly relate to adaptation and resilience. Within this devolution context, Kenya began piloting CCCF in Isiolo County in 2011, scaling it up to Garissa, Kitui, Makueni and Wajir Counties in 2013. The DCF mechanism in Kenya is called the County Climate Change Fund (CCCF). CCCFs are formally established through climate change fund legislation and earmark 1–2% of their own revenue from annual budgets for climate investments (Orindi et al. 2020). In 2021 the World Bank announced it would invest US$150 million in the Financing Locally Led Climate Action (FLLOCA) programme (World Bank 2021). It shows that there are opportunities for international donors to scale-up investment in LLA, and highlights the value in providing patient, long-term support to build the capacity of local institutions to manage and deliver.



CCCF mechanisms is sophisticated financial mechanisms that is embedded in formal governance structures, designed for decentralized governance systems where county governments have legislative and financial authority. CCCF models use existing intergovernmental financial transfer processes as part of the public financial management system to transfer money from national to county levels. This allows county governments to access finance and use it to prioritise their own adaptation investments, making it a strong example of an LLA delivery mechanism.
In this general model, finance flows from national government budgets through the public finance management system to county government budgets, which establish a separate fund (CCCF) with a specific percentage budget allocation for climate-related investments. It is also possible to channel international climate finance from the Green Climate Finance (GCF), Adaptation Fund (AF) or other source into this fund, either through the national government treasury or directly to the subnational fund.

At the ward and community levels, a group of stakeholders elected through village assemblies form WCCPCs. Tasked with conducting local climate risk assessments, these committees consult with communities and representatives of vulnerable groups, identify local climate risk investments and recommend which adaptation investments to prioritise. Their recommendations are passed on to county-level climate change committees — made up of elected officials, technical government staff and department heads — for approval, and they allocate money to the proposed investments. County-level committees cannot veto investments made at the local level, as long as they meet strategic and technical criteria.

CCCF mechanisms is sophisticated financial mechanisms that is embedded in formal governance structures, designed for decentralized governance systems where county governments have legislative and financial authority. CCCF models use existing intergovernmental financial transfer processes as part of the public financial management system to transfer money from national to county levels.

Figure 16: Community level dialogue with Project Management Committee in Nyandarua. Photo Credits: Author: 2025

4.3 Alignment with LLA Principles

CCCF is a strong example of LLA, devolving decision making, providing predictable finance, investing in county and ward-level institutions, and ensuring both transparency and vertical coordination across layers of government. Although CCCF mechanisms attempt to address inequalities by ensuring representation of women, youth and other groups in decision making and improve decision making based on climate information and data, they have faced challenges in fully realizing these ambitions due to entrenched power structures and a lack of downscaled climate information.

4.3.1 CCCF: alignment with the LLA Principles

LLA Principle
1. Devolving decision making to the lowest appropriate level
The WCCPCs, comprised of community-elected representatives who consult with their Constituents, are responsible for recommending climate investments to the CCCF for approval at county level. County committees can provide technical support but cannot veto decisions made at ward level, provided they meet the strategic and technical criteria. Further the PMCs have been constituted to provide oversight on behalf of the communities
2. Addressing structural inequalities
The CCCF model puts processes in place that promote social inclusion, and ultimately aim to shift attitudes over time. The CCCF legislation adopted by counties ensures women, young people and those living with disabilities are members of the ward and county climate change planning committees and are actively engaged in these. In addition, education requirements are not necessary to become a member of the ward committees, which enables people with low literacy to participate. The Council of Governors (CoG) and SDD have developed guidelines for establishment of PMCs that ensures inclusivity
3. Providing patient and predictable finance that can be accessed simply
The CCCF mechanism aims to provide regular annual budgets, ensuring predictability for climate investments. By establishing funds within county governments, CCCF mechanisms ensures that climate investments are part of the annual planning and budgeting cycle. CCCF channels bilateral and international funds through government systems to the county level, ensuring better predictability of funding for the CCCFs. The County governments have also allocated a percentage of their annual budgets to the CCCF, ensuring predictable domestic finance from national governments to county governments.
4. Investing in local institutional capacity
By embedding adaptation planning and financing in a country's existing governance and financial architecture, the CCCF model does not create a parallel process. Rather, it works within decentralized or devolved governance structures to build capacity in local-level institutions. It establishes clear institutional processes for community-level consultations to identify adaptation needs and procedures for approving and disbursing finance for adaptation investments at county level.
5. Building a robust understanding of climate risk and uncertainty
CCCF integrates participatory climate risk assessment (PCRA) into adaptation planning processes at the local level. These are used by the WCCPCs to help with the prioritization of resilience investments, ensuring that investments are made based on a robust understanding of climate risks.

6. Ensuring meaningful transparency and accountability
As it is integrated into decentralized governance, the CCCF model provides transparency and accountability to adaptation investment decision making. The WCCPCs and PMCs are elected in transparent processes, and representatives lead a bottom-up participatory planning process for resilience investments to ensure local voices are heard. The WCCPCs members participate in county-level resilience investment decisions, ensuring they reflect the will of their constituents.The CCCF model ensures transparently allocated budgets for the county level, ward level and administration costs.
8. Collaborative action and investment
The FLLOCA programme use of the CCCF mechanism main innovation is ensuring vertical collaboration across government levels through decentralization frameworks to ensure that adaptation finance is channeled downward, with decisions made at the lowest level of governance. International funders can use this vertically nested mechanism to put money into one central allocation that is then disbursed for decisions made at the lowest level of governance. International funders can use this vertically nested mechanism to put money into one central allocation that is then disbursed for decision making at local level. The FLLOCA programme commits over US$150 million through CCCF to county governments, pooling finance from different donors in order to scale-out the CCCF mechanism to all counties across Kenya. For instance, FLLOCA continues to crowd in additional support from development partners as well as providing a coordination platform. The Program has leveraged an additional US$51million from Kreditanstalt für Wiederaufbau (KFW) (a German state-owned investment and development bank) and US$35 million from Food and Agriculture Organization (FAO) as well as significant but unquantified support to individual counties from donors and civil society. The use of Performance for Results incentives has ensured policy level support for the climate change agenda at county level and allowed for progress at scale and pace. County reports show many of their partners have seen the opportunity to leverage FLLOCA and initiated to provide support aligned to the programme. Further FLLOCA programme is serving as a common pool for climate finance mobilization with development partners, including Denmark, the Netherlands, Sweden and KfW participating.

4.3.2 Strengthened coordination of climate action at different levels

Constitution of Kenya (2010) sets out a legal commitment to attain sustainable development and uphold human rights. This provides the basis to address climate change. The Constitution also set forth an elaborate system of devolved government aimed at ensuring local participation in governance and decision-making. Local participation in climate action planning and implementation through FLLOCA programme is enhancing the diffusion of appropriate climate technologies and good practices. This will make significant contribution in socio-economic development at the county level.

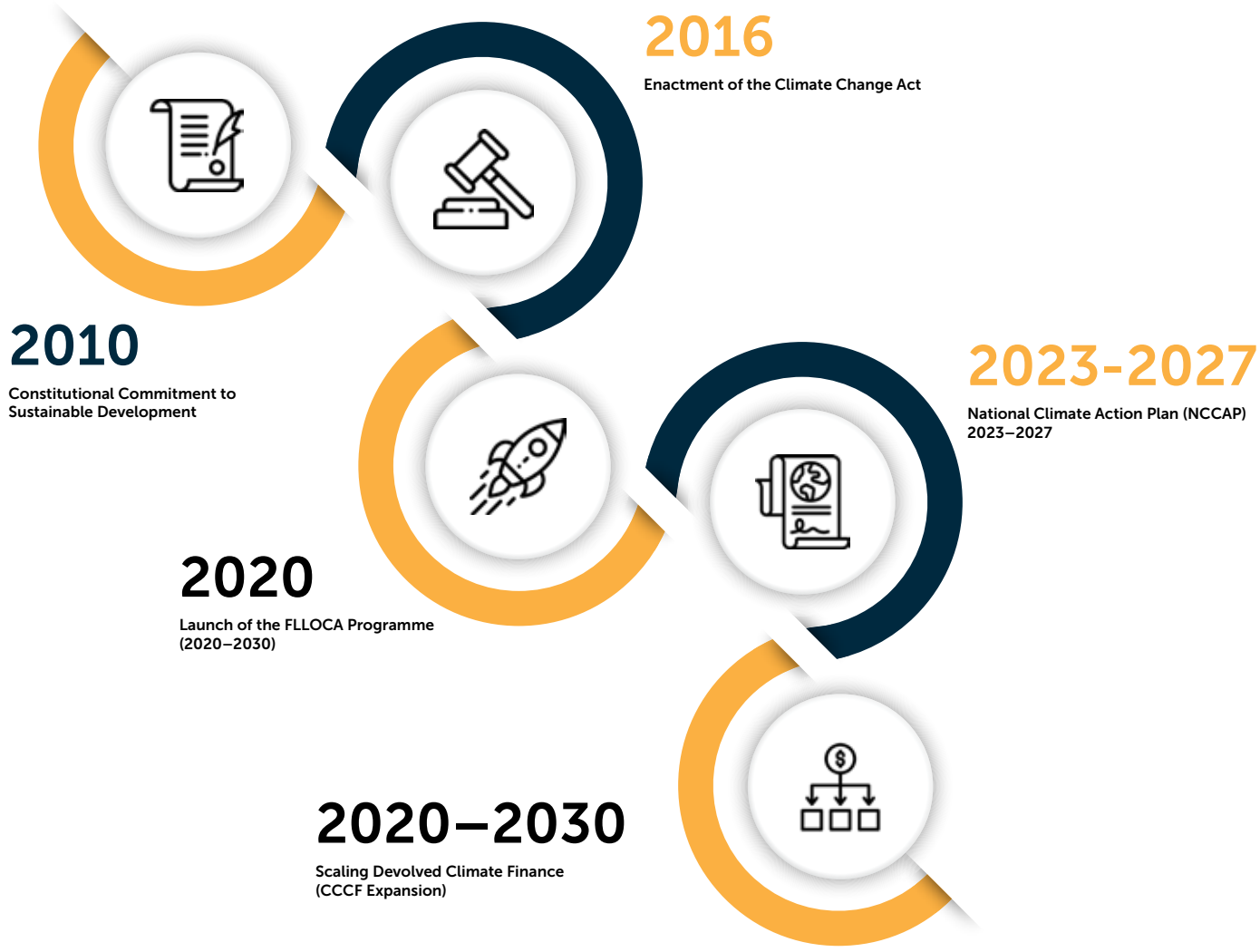
Kenya's multi-level climate governance system is still evolving. The Government of Kenya (GoK) is seeking to deliver locally led climate resilience actions and strengthen county and national governments' capacity to manage climate risks. It is expanding the development and capitalization of the CCCF in all 47 counties through FLLOCA programme. As one of the key informants from Makueni County noted "FLLOCA programme has strengthened vertical integration leading to effective coordination of climate action between the national and county governments".

The capitation of the County Climate Change Fund (CCCF) from the programme offers inspiration for improved horizontal coordination within the counties and for strengthened multi-stakeholder partnership, citizen participation and, accountability mechanism for tracking climate actions.The capitation of the County Climate Change Fund (CCCF) refers to the allocation of financial resources directly into county-managed climate funds under the FLLOCA programme. This process is not merely about disbursing money, it is a strategic mechanism designed to empower counties to take ownership of climate action, while embedding transparency, inclusivity, and institutional accountability. By capitalizing the CCCF, counties are equipped with dedicated, ring-fenced resources to implement their County Climate Action Plans (CCAPs). These funds are governed by legislation and managed through participatory structures such as the County Climate Change Units (CCCUs) and Ward Climate Change Planning Committees (WCCPCs).

For a long time sectoral budgeting processes have had limited room for cross-cutting climate change issues. The programme facilitated PCRA and the subsequent development of the County Climate Change Action (CCCAP). The process strengthened cross-sectoral consultations to mainstream climate change, identification of community adaptation priorities to funded through programme and/or county development budget. Other coordination mechanisms exist at the county level, such as County Climate Change Planning Committee (CCCPC), County Climate Change Steering Committee (CCSC) and County Climate Change Unit (CCU) among others. These coordination mechanisms have a clear purpose and mandate stipulated in the County Climate Change Acts.

The current mode of climate governance in Kenya's multi-level system is predominantly top down. Vertical and horizontal coordination mechanisms are in place and functional but not effective in substantively enhancing and initiating community driven climate action ranging from design to implementation of climate change programmes, projects, policies and strategies. The programme is designed to be community driven offering an opportunity to strengthen involvement of community in climate action through PCRA and CCCAP.

All the counties County are currently implementing the third five-year County Integrated Development Plan (CIDP). Ideally climate change should be integrated into the CIDP. However, the link between climate change, sectors, and development plans is not yet obvious; and decisions are not made based on quantified evidence and analysis of generated data. The programme supported PCRA process has contributed to addressing these issues. Before in the budget planning processes, climate change was mostly viewed as a stand-alone sector, although it was sometimes lumped into the environment sector. In addition, climate change was not seen as a central element of planning processes; climate impacts were not integrated in sectoral plans as either risks or opportunities. Although



climate-related risks, such as the prolonged drought which lasted more than three years have strongly impacted the economy, decision-makers and developers often do not understand they can mitigate climate risks through their daily actions, and that climate-proofing plans, budgets, and investments will be directly beneficial in both the near term and long term. Makueni and Kisumu Counties have integrated CCAPs into the annual planning process, but there is need to strengthen this across the 47 counties and for the MDAs to provide quality assurance on the alignment of the PCRA and CCAPs.

Additionally, timing is important for aligning climate and development plans. Certain mid-term or long-term plans and investments cannot easily be retrofitted to a climate or risk proofed version. In the words of a key informant from the counties "national government developed the National Climate Action Plan (NCCAP) 2023-2027; the hope was to have the counties' CCCAP inform this particular plan. It is not certain to what extent there was a clear aligning of the priorities". The G- FLLOCA programme (2020-2030) offers the opportunity to better align climate priorities of the CCCAPs into future NCCAP in a bottom-up fashion.

Understanding the inter-linkages of the different sectors is critical in strengthening mainstreaming of climate change in governance structures in particular planning and establishment of the devolved climate finance and community support as well as implementation of the CCCAP developed. Through county climate resilient investment (CCRI) grant the programme has prioritised indicative cross-sectoral activities in agriculture and livestock, water, environment and others including rural infrastructure and disaster risk management. Thus, the programme is setting pace in strengthening mainstreaming of climate change across sectors.

The key informant interviews and desk review of programme documents revealed variety of institutions from different sectors involved in implementation of the programme more in the context of devolved system of governance. Against the backdrop the programme provides a platform for multi-stakeholders' involvement in climate change action in the country. The platform is a framework for cross-sectoral coordination guided by the provisions of Climate Change Act, 2016 and respective County Climate Change Acts.

The effectiveness of the mechanism is strongly dependent on continued support and availability of resources from the programme; political status; clarity of mandate; roles and responsibilities; the level of acceptance and ownership by participating MDAs, county governments, and community institutions. The harmonization of diversity of interests, ideas and perspectives at different levels makes mainstreaming of climate change in the county technically sound.

The climate change Act, 2016 and respective county climate change acts establishes institutional framework for climate governance. The interplay and interrelationship between these institutions in the execution of their functions in the implementation of the programme is challenging entrenched and vested interests. This process of mainstreaming climate change requires input and engagement of various stakeholders with the most critical being the community institutions like the WCCPCs and PMCs. The county institutions are key players through the relevant department and committees respectively. Non state actors and communities are also key actors engaged in implementation of climate actions.

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4.4 Comparative analysis of existing climate financing initiatives

The global climate finance landscape is shaped by a mosaic of initiatives, instruments and mechanisms. Such include multilateral funds like the Green Climate Fund (GCF), Adaptation Fund, and Global Environment Facility (GEF); bilateral donor programs such as International Climate Initiative (IKI), United Kingdom's Foreign, Commonwealth & Development Office (UK's FCDO) climate portfolio, and United States of America International Development's (USAID's) climate resilience initiatives; as well as philanthropic and private sector mechanisms increasingly aligned with Environmental, Social, and Governance (ESG) and nature-based investment frameworks (UNFCCC Standing Committee on Finance , 2021). These instruments vary widely in scale, governance, and accessibility; ranging from top-down, project-based modalities to emerging locally led adaptation (LLA) models that prioritize subsidiarity, equity, and community agency.

While many of these initiatives have contributed to climate resilience globally, they often face criticism for complex access procedures, limited localization, and inadequate inclusion of marginalized groups (OECD , 2022). In contrast, Kenya's Financing Locally Led Climate Action (FLLOCA) programme has been described by the government as a paradigm shift: a nationally owned, devolved financing mechanism that channels resources directly to county governments and communities through structured, participatory processes. By embedding climate finance within public planning and budgeting systems, FLLOCA seeks to operationalize Locally Led Adaptation (LLA) principles at scale. However, the extent to which this model delivers on its promise of equity, transparency, and accessibility, particularly for Indigenous Peoples and local communities (IPLCs), remains a critical question (Danish Ministry of Foreign Affairs, 2025).

As challenges and innovations thereof to and or for enabling flow of climate finance to where it is most needed rise, several estimates indicate that a staggering amount of financing is needed to support meaningful climate action in developing countries (Songwe, V., Stern, N., & Bhattacharya, A., 2022). The report of the Independent High-Level Expert Group on Climate Finance noted that emerging and developing economies, excluding China, will need to spend US$2.4 trillion per year by 2030, based on certain specific investments and priorities of the countries (Songwe, V., Stern, N. and Bhattacharya, A. 2022). In fact, what is required for adaptation is more than current financial provisions of about US$28 billion per year. The 2023 Adaptation Gap Reportsuggested that developing countries require between US$194

billion and US$366 billion per year to adapt to climate change. This is estimated to be 10–18 times more than the current provision of international public adaptation finance (UNEP, 2023).

The UN Economic Commission for Africa recently declared that African countries, whose contributions to the climate crisis are relatively minimal, require close to US$3 trillion to implement their Nationally Determined Contributions (Songwe, V., Stern, N. and Bhattacharya, A. 2022) Besides, US$400 billion per year is estimated to be required to cover the financial cost of loss and damage alone in developing countries. So far, the Loss and Damage Fund has managed to attract pledges from 18 countries and the EU, totaling US$661.90 million. However, of these total pledges, US$115.3 million is supposed to be for setting up the fund, indicating that the current pledges so far are a drop in the ocean in addressing the magnitude of loss and damage.

Even with the available climate finance that does not meet the adaptation, mitigation, loss and damage estimated needs, flow and access barriers persist.
Against this backdrop recognition is growing about the need to scale up mechanisms and instruments that can facilitate devolved climate finance through capacitated and empowered national, subnational and community institutions to support realization of the Paris Agreement. To this extent, mechanisms and instruments that recognize the value of local knowledge and expertise to address climate risk and ensures that local actors on the front lines of climate change have equitable access to power and resources to build resilience have emerged as critical pathways for advancing climate justice and operationalizing the principles of locally led adaptation.

These mechanisms not only challenge the traditional top-down architecture of climate finance but also seek to embed subsidiarity, transparency, and equity into the heart of climate governance. By shifting decision- making power and financial resources closer to communities, they enable more context- responsive, inclusive, and sustainable climate action; particularly for marginalized groups such as pastoralists, Indigenous peoples, women, youth, and persons with disabilities. As global momentum builds around the Paris Agreement and the Loss and Damage Fund, the imperative to identify, strengthen, and scale such mechanisms becomes increasingly urgent.

4.4.1 Case studies of other models of devolved finance delivering climate action at the grassroots level

This subsection presents a curated selection of comparative experiences from Africa and beyond, focusing on initiatives that prioritize local ownership, transparency, and equity in climate finance delivery. By analyzing the design, implementation, and impact of these models, the study aims to extract lessons that can inform FLLOCA's evolution and its alignment with Locally Led Adaptation (LLA) principles. The selected case studies highlight diverse approaches; from community-driven climate funds in Southern Africa (Zambia), to participatory budgeting in Latin America, and hybrid financing mechanisms in Southeast Asia. Each example is assessed against key criteria drawn from the FLLOCA Terms of Reference: community engagement, accessibility of funds, institutional accountability, and inclusion of marginalized groups. These comparative insights serve not only to benchmark FLLOCA's performance, but also to identify scalable innovations and cautionary lessons that can guide Kenya's broader climate finance architecture toward more just and effective outcomes.

"By analyzing the design, implementation, and impact of these models, the study aims to extract lessons that can inform FLLOCA's evolution and its alignment with Locally Led Adaptation (LLA) principles. The selected case studies highlight diverse approaches; from community-driven climate funds in Southern Africa (Zambia), to participatory budgeting in Latin America, and hybrid financing mechanisms in Southeast Asia.

Slum Dwellers International's Urban Poor Fund International

Slum Dwellers International's Urban Poor Fund International (UPFI) is a pioneering model of community-driven climate and development finance that operates across Africa, Asia, and Latin America. It delivers demand-driven resources directly to organized groups of the urban poor, empowering them to take charge of their own development trajectories. Unlike traditional top-down funding mechanisms, UPFI channels capital grants to communities, allowing them to design and implement projects that reflect their priorities including those focused on climate adaptation, infrastructure upgrades, and resilience-building (IIED, 2018).

The fund places a strong emphasis on informal settlements, recognizing the acute vulnerabilities faced by urban populations living in precarious conditions. Projects often include housing improvements, flood mitigation, sanitation, and livelihood diversification; all tailored to the local context and led by community federations. These federations of slum dwellers play a central role in governance, planning, and accountability, ensuring that resources are used transparently and equitably. This bottom-up governance model ensures that decision-making power resides with those most affected by climate risks, rather than distant institutions or intermediaries. It fosters transparency, accountability, and responsiveness, as community members are directly involved in project selection, implementation, and monitoring.

Such governance arrangements contrast sharply with conventional climate finance models, which often rely on centralized agencies and technical experts. UPFI demonstrates that when communities are trusted to govern their own resources, they not only deliver contextually relevant solutions but also build institutional capacity and social cohesion (Cities Alliance, 2024).

The federated structure also enables peer learning, collective bargaining, and scaling of successful practices across geographies. In relation to FLLOCA, UPFI offers valuable lessons on how flexible, community-controlled finance can catalyze locally relevant adaptation particularly in urban informal contexts where government reach may be limited. Its emphasis on grassroots ownership, participatory planning, and direct access to capital aligns closely with FLLOCA's principles of subsidiarity, equity, and locally led adaptation (GIZ , 2023). In Zimbabwe, for example, the Gungano Urban Poor Fund; an SDI affiliate; has demonstrated how locally managed finance can support climate-resilient housing and infrastructure in informal settlements. The fund provides loans to low-income households and partners with municipal authorities to scale inclusive urban development (Centre for Affordable Housing Finance in Africa, 2021). As Kenya expands its climate finance architecture, models like UPFI underscore the importance of empowering communities not just as beneficiaries, but as architects of their own resilience.

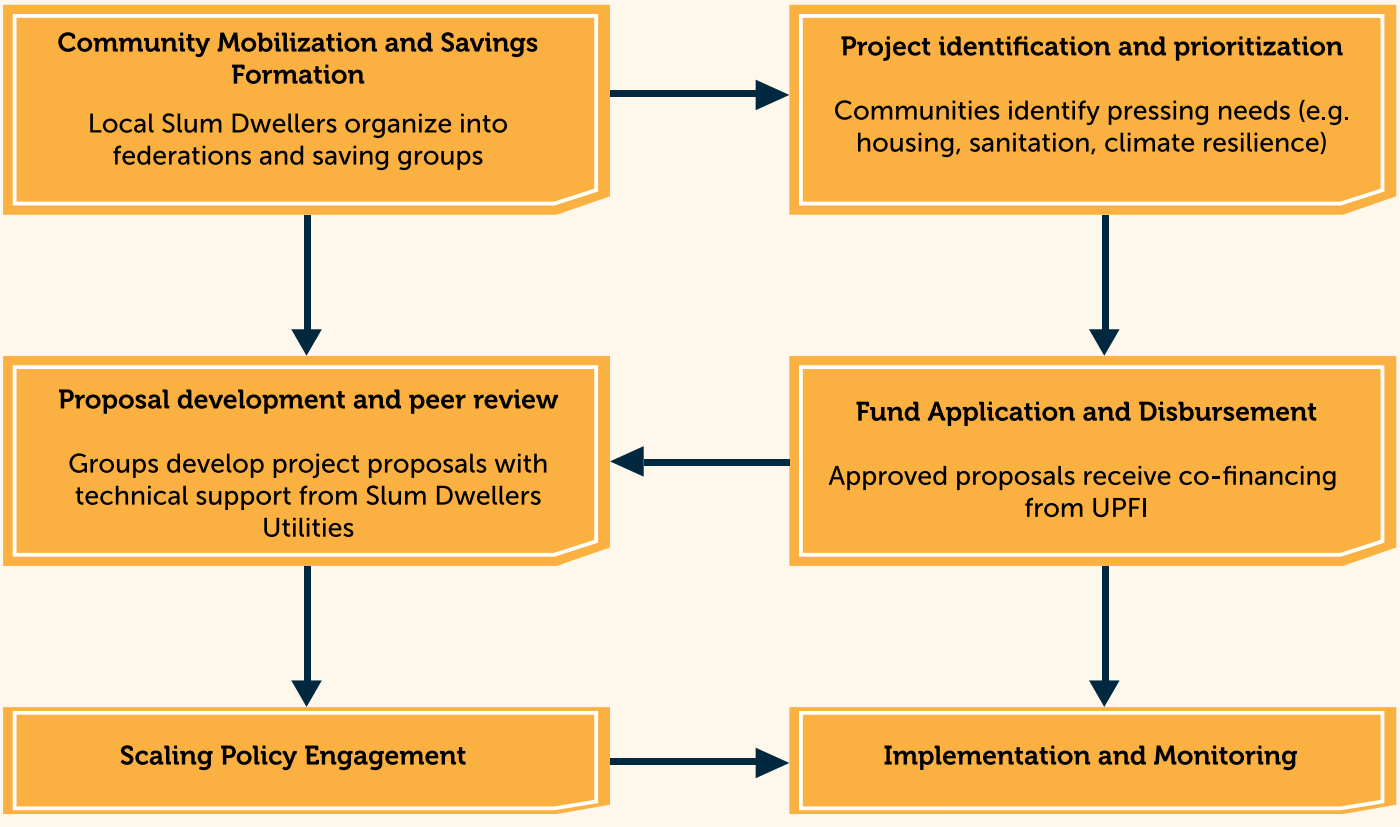

Figure 11: Urban Poor Fund International – Operational Flow. Source SDI

Indonesia's Village Fund (Dana Desa)

Launched in 2015 under Indonesia's Village Law (No. 6/2014), the Village Fund allocates a portion of the national budget directly to over 74,000 villages across the country. Its primary aim is to strengthen village autonomy, reduce poverty, and improve rural infrastructure and services. While not originally designed as a climate finance mechanism, it has increasingly supported locally relevant adaptation and resilience-building efforts.

The fund operates through direct annual transfers from the central government to village accounts, bypassing intermediary layers and enabling timely access to resources. Villages are mandated to develop their own medium-term development plans (Rencana Pembangunan Jangka Menengah Desa), which guide the allocation of funds based on locally identified priorities. This planning process is participatory, involving village councils and community forums that ensure transparency, accountability, and alignment with community needs.

Flexibility is a core feature of Dana Desa. Villages can use the funds for a wide range of interventions; from basic infrastructure and livelihoods to health, education, and increasingly, climate resilience. Examples include flood control systems, water harvesting structures, agroforestry initiatives, and sustainable agriculture practices. This adaptability allows villages to respond to climate risks using local knowledge and context-specific solutions, reinforcing the principles of subsidiarity and locally led adaptation.

Governance within the Village Fund framework is anchored in community participation and legal mandates. Village councils oversee fund management, while performance incentives are provided to villages that demonstrate good governance, innovation, and impact. This structure not only builds institutional capacity at the grassroots level but also fosters civic engagement and social accountability. The legal anchoring of the fund through the Village Law enhances its sustainability and legitimacy, making it a durable instrument for inclusive development. For Kenya's FLLOCA programme, Dana Desa offers valuable lessons. It demonstrates that large-scale devolved finance is feasible when supported by clear legal frameworks, political will, and community trust. It also shows how mainstream development finance can evolve to support climate adaptation when local institutions are empowered and resourced. As Kenya continues to refine its climate finance architecture, Indonesia's Village Fund stands out as a replicable model for embedding equity, flexibility, and resilience into public finance systems.

Village councils oversee fund management, while performance incentives are provided to villages that demonstrate good governance, innovation, and impact.

Zambia's Constituency Development Fund (CDF)

Almost similar to the Kenyan CDF, Zambia's Constituency Development Fund (CDF) is a fiscal decentralization mechanism that allocates public resources directly to the country's 156 constituencies to support locally prioritized development. Originally introduced nearly two decades ago, the CDF was significantly scaled up in 2021 under the "New Dawn" government, with allocations increasing 16-fold; unlocking approximately US$1.3 million per constituency annually. This bold move aimed to bridge the gap between central governance and grassroots needs, empowering communities to shape their own development trajectories.

While the CDF was not initially designed as a climate finance instrument, recent policy shifts and advocacy efforts have begun to position it as a potential vehicle for climate-compatible growth. The Zambian government, in partnership with research institutions and civil society, has explored ways to mainstream climate responsiveness into CDF-funded projects. This includes integrating climate risk assessments into constituency planning, promoting green infrastructure, and encouraging investments in adaptation and mitigation efforts such as sustainable agriculture, water harvesting, and renewable energy.

As the other instruments and mechanisms, governance is central to Zambia's CDF's effectiveness. Each constituency; unlike Kenya that has NG-CDF Committees often chaired by Members of Parliament; is expected to establish Community Development Committees that oversee project selection, budgeting, and implementation. These structures are designed to promote transparency, accountability, and citizen participation. However, challenges remain around capacity, monitoring, and ensuring that climate priorities are systematically embedded in local decision-making. To address this, stakeholders have called for the creation of a sub-national climate fund architecture that works in tandem with the CDF – channeling global and national climate finance into community-prioritized investments (unlike Kenya where NG-CDF is governed by the NG-CDF Act, but operates outside the county government framework, creating fragmentation in devolved planning and budgeting).

Zambia's CDF offers demonstrates how mainstream public finance can be leveraged for climate action when paired with strong governance, community engagement, and performance incentives. The scale and simplicity of Zambia's model; combined with its evolving climate lens; makes it a compelling reference for countries seeking to operationalize locally led adaptation through existing fiscal systems.

Huairou Commission's Community Resilience Funds

The Huairou Commission's Community Resilience Funds (CRF) represent a transformative model of grassroots-led climate finance, designed to strengthen the adaptive capacity of women-led community organizations in climate-vulnerable regions. Operating across Africa, Asia, Latin America, and the Caribbean, the CRF channels small, flexible grants directly to organized grassroots groups, particularly those led by women, to implement locally defined resilience- building initiatives. This approach challenges conventional top-down financing by placing decision-making power and financial control in the hands of communities on the front lines of climate change.

At the heart of the CRF model is a commitment to gender-responsive governance. Women's groups and federations are not just beneficiaries; they are the architects and stewards of the fund. They identify priorities, design interventions, manage resources, and monitor outcomes. This governance structure ensures that climate finance is not only inclusive but also accountable to those most affected by climate risks. Projects funded through CRF range from flood mitigation and food security to land tenure advocacy and disaster preparedness, all tailored to the specific needs and knowledge systems of the communities involved.

Beyond funding, CRF invests in capacity building, peer learning, and participatory monitoring – almost similar to FLLOCA's readiness grant. Communities document their processes and outcomes, strengthening transparency and enabling them to engage with local and national governments, donors, and global platforms. In this way, CRF functions not only as a delivery mechanism but also as a political tool, demonstrating the effectiveness of grassroots-led adaptation and positioning communities to influence policy and resource flows. The instrument affirms the importance of flexible, small-scale funding that is governed by local actors and responsive to local realities. The emphasis on women's leadership, transparency, and policy influence aligns closely with FLLOCA's principles of subsidiarity, equity, and locally led adaptation. As Kenya continues to refine its climate finance architecture, models like CRF underscore the need to embed community agency; not just consultation; into the heart of climate governance.

Sustainable Island Resource Framework (SIRF) Fund in Antigua and Barbuda

A national funding facility, the SIRF Fund supports environmental management and climate adaptation and mitigation, including through loans and grants to local communities, NGOs, and individuals (GAB 2019). These examples fall into several broad categories: intermediary-managed funds, funds accessed by grassroots organizations, government-managed funds, and private foundations. Examples within each category

illustrate the approaches to governing finance for LLA, which offer different advantages. These categories are not mutually exclusive, and some examples align with more than one category. The descriptions below provide a sense of the range of entry points to advancing LLA, as well as the types of actors and their various roles. Intermediary- managed funds are managed by national or regional intermediaries that facilitate access to adaptation finance by local organizations. These funds provide structure and support for local organizations to access international climate finance for LLA. For example, the Micronesia Conservation Trust accesses international climate funds from sources such as the Global Environment Facility (GEF), Adaptation Fund (AF), and Green Climate Fund (GCF) and uses a traditional request-for proposal process to select partners and disburse finance, working with community-level partners to develop their proposals. MCT employs a small grants facility mechanism that also funds components of plans that have already been developed.

Another example is the Community Adaptation Small Grants Facility in South Africa, which was implemented through the South African National Biodiversity Institute and executed by SouthSouthNorth. SGF's grantmaking process relies on the Enhanced Direct Access mechanism to deliver climate finance under the Adaptation Fund. Funds accessed by grassroots organizations such as farmer/producer cooperatives, savings and credit groups, caregiver groups, and informal housing and settlement associations are operationalized by local actors from a given community. The bottom-up financing approach of these funds enhances the agency of local actors in funds management. The Community Resilience Funds foster the capacity of grassroots women's groups to transparently manage and make accountable decisions on the use of funds. The funds are available to grassroots groups such as the YAKKUM Emergency Unit, Shibuye Community Health Workers in Kenya, and Swayam Shikshan Prayog in India.

The Pawanka Fund is an Indigenous-led fund that receives finance from foundations and operates through a Guiding Committee that includes representatives from seven sociocultural regions. The fund develops relationships with possible grantees and encourages them to apply based on their needs. The fund also issues call for proposals. Government-managed funds channel public finance to the local level through dedicated funds in different ways. They provide linkages with countries' decentralized structures and existing national plans and processes. For example, the Environmental Investment Fund of Namibia adopts a locally led approach to identifying context- specific, practical adaptation solutions under three funding windows (ecosystem-based adaptation, climate-resilient agriculture, and climate proof infrastructure) and provides grants directly to communities for implementation. Antigua and Barbuda's Department of Environment disburses funds through the SIRF Fund channels. The Adaptation Fund and the Green Climate Fund Enhanced Direct Access mechanism are the primary sources of finance channeled through the SIRF Fund, but the government of Antigua and Barbuda intends to generate revenue to support the SIRF Fund through various fees, taxes, and carbon credits.

Private actors also have a role in providing adaptation finance and helping it reach local actors. With the costs of adaptation potentially reaching $300 billion per year by 2030 and inadequate finance flowing for adaptation, especially to the local level, there is a sizeable gap in funding for locally led adaptation that private sector actors can help fill (UNEP 2021; UNFCCC 2021). Fundecooperación is a sustainable development private foundation providing microfinance and other services in Costa Rica. Fundecooperación has accessed finance through the Adaptation Fund to extend climate adaptation for agriculture. It works closely with each client and with rural communities to understand their needs and cocreate plan of action with financing, providing guidance and capacity along the way.

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4.5 FLLOCA Impact Stories

4.5.1 Isiolo County

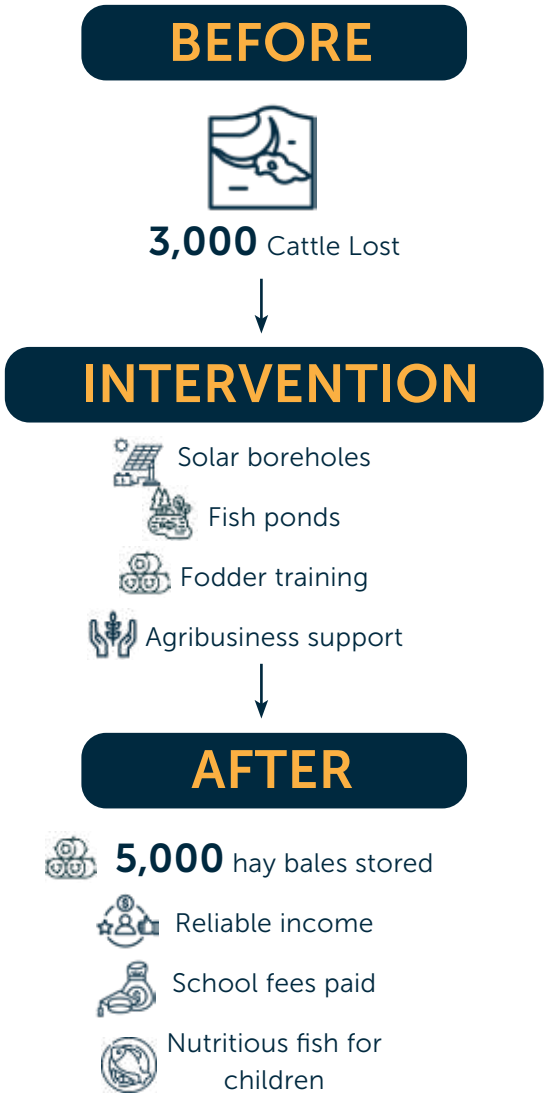
Hay and Tilapia Are Redefining Climate Resilience in Isiolo

"I lost over 3,000 cattle to drought," says Somo Ali Hassan, a herder from Kinna. "My biggest concern was how to feed my children and pay school fees." In Isiolo, where nomadic pastoralism is a way of life, such loss is both economic and cultural. In 2023, after a climate risk assessment, the community was funded to build solar-powered boreholes, constructed a fish pond, and trained communities on fodder and fish farming, as well as agribusiness. Somo joined 24 others to form the Rapsu Fodder Production Group. They now grow drought-tolerant grasses on 20 acres piece of land and store up to 5,000 hay bales sold at Kshs 500 each. "Now, by growing and selling fodder, I have a reliable income. I can feed my family and pay for school without the constant fear of drought."

In Merti, the Deefe Women Farmers Association was inspired by Rapsu's success and they started cultivating tilapia on 800 acres, with plans to expand to 1,200. "Our school children had never tasted fish until we started this," says Amina Guyo Galgalo, secretary of the Association.

"To see our children enjoying nutritious fish that we farmed ourselves is a dream come true. We are not just feeding families; we are building a new, healthy tradition." Collectively, the initiatives directly support 1,800 people across 300 households, and reach 5,000 more people and 20,000 livestock proving resilience can take root in even the driest lands.

Key lessons can be drawn for the FLLOCA impact story from Isiolo county. Both diversification and creating buffer assets/resources in agricultural production can improve a household's welfare, impact positively on both resilience capacity and nutrition. Household's that diversify on-farm better manage climate -related hazard risks like drought.



> "I lost over 3,000 cattle to drought," says Somo Ali Hassan, a herder from Kinna. "My biggest concern was how to feed my children and pay school fees."

Isiolo

Isiolo

4.5.2 Makueni County

Ilima Ward, Makueni County residents used to describe their home as "a desert." Seasonal flash floods would sweep away topsoil and vanish within hours, leaving the ground cracked and dry for months. Farming collapsed, trees withered and women walked for hours in search of water.

However, today, the story has changed. "We fetch clean water just nearby," one resident shares. "And we're growing fruit trees where there used to be dust." At the heart of this transformation is a community-proposed sand dam, solar-powered to pump water into a 100,000 litres reservoir, serving over 8,700 people through three water points. With it, gardens are flourishing, livestock thriving and 5,000 fruit trees now grow where drought once reigned.

Rather than waiting for the rains or fleeing from them, Ilima is now capturing and using them wisely. Women have reclaimed their time, children stay in school, and farmers are proud to return to their land. What was once compared to the Sahara now grows food, restores dignity, and waters a future shaped by the people themselves.

BEFORE

- Drought
- Flash floods
- Tree loss
- Long walks for water

AFTER

- Sand dam
- Solar pump
- **5,000** fruit trees
- Thriving farms

100,000 litre reservoir

8,700 people served

3 water points

> **"Our Land Used to Look Like the Sahara"** — Ilima Residents Reclaim Water and Hope

Figure 12: Productive use of water in Makueni under FLLOCA

4.5.3 Purified Water Brings Relief, Food, and Safety to Mukaange

In Mukaange, Kibwezi East, residents once walked over 7 km under the blazing sun for unsafe water, either bitter saline borehole water or the crocodile-infested River Athi. Crocodile attacks were common, and clean water was a distant dream in the dry Kibwezi villages.

That changed in 2024. After years of hardship, residents voiced their needs during a climate risk assessment forum. The solution was a solar powered reverse osmosis water plant. After all, Kibwezi's scorching sun makes it ideal for powering the plant. Today, over 1,480 people from 8 villages have access to purified safe, reliable water and within reach.

"Life was hard in Kibwezi," recalls Felister Mutavi as she stands in her farm. Felister donated the land for the borehole. "We showered twice a week and only ate ugali. Our children were too hungry and malnourished to go to school."

"Now, with clean water right here, I run a flourishing garden that feeds my family and brings in income. I am proud to train my neighbors so they too can have this new beginning."

> "Life was hard in Kibwezi," recalls Felister Mutavi as she stands in her farm. Felister donated the land for the borehole. "We showered twice a week and only ate ugali. Our children were too hungry and malnourished to go to school."

At the moment, Felister runs a thriving kitchen garden next to the water plant, growing spinach, kale, and indigenous vegetables, trains villagers on kitchen gardens and sells the surplus at the market. Transformation in Kibwezi doesn't stop at water. A 50-hive apiary is generating income and deterring elephants from raiding farms, while a climate-smart demo farm strengthens food resilience. For Mukaange, clean water is no longer a luxury, it's the foundation of a more hopeful, self-reliant future.

Extract lessons from the case studies from Makueni water project shows how FLLOCA interventions are critical to addressing climate change while simultaneously delivering multiple health and livelihoods benefits. For instance, the case studies reveal how climate change is aggravating water scarcity in Makueni. This results to women often bearing the responsibility for its collection, with adverse effects on their wellbeing through long daily time commitments, physical strain and mental distress. The FLLOCA investment has addressed the water scarcity problem enabling women to have time to engage in gainful economic activities.

7 km Distance once walked

1,480 people served

8 Villages reached

50 Beehives generating income

Sun → Solar panels → Reverse osmosis plant → Community taps → Homes & gardens

Figure 13: FLLOCA in Action: Makueni County FLLOCA funded water programme and its productive use in a nearby farm. Photo Credits: Makueni County Director for Climate Change

Makueni

4.5.4 Kisumu County

Kisumu's Flooding Story Changes from Destruction to Abundance Flooding along the Mahenya River once defined life in Kolwa East, Kisumu County. Each rainy season brought displacement, destroyed crops and lost livelihoods. "Many were often forced to migrate," says Jack Nyumba of the Ward Climate Change Planning Committee (WCCPC). "Floods disrupted everything. Today, families are stable and our community is thriving. The river that once forced us to flee now sustains our livelihoods."

After years of devastation, residents identified river training as a top priority through a community-led climate risk assessment. Embankments and desiltation works were carried out for flood management and farmland reclamation.

Farmer Paul Onyango had been displaced on and off for over 20 years. "I last moved back five years ago after the desiltation," he says. "The silt deposited on my land has made it so fertile, I don't even need fertilizer. I've harvested 500 cassava roots, maize, millet, ten sacks of beans, and four varieties of bananas this season."

More than 6,000 people are benefitting from reduced flood risk, better irrigation and revived livelihoods. Families are growing food crops, raising cattle and sending children to school without constant interruption. In Kolwa East, floodwaters no longer displace, they sustain, with around 4000 acres of land reclaimed, 2000 beneficiaries and 3 km desilted, no more cases have been reported so far.

The effective strategies for flood control in Kisumu County lends an important lesson on how to utilize the opportunities that comes with climate change induced risks like flooding to derive multiple co-benefits. Many a time adaptation planner fails to identify opportunities associate with climate adaptation. In the words of the WCCPC member "Floods disrupted everything. Today, families are stable and our community is thriving. The river that once forced us to flee now sustains our livelihoods." Such deepened impacts of adaptation initiatives tends towards what can called resilience investments.

Figure 14: One of the farmer beneficiaries of FLLOCA reclamation harvests his millet in Kisumu County following the flood control. Photo Credits: Kisumu County Kolwa East PMC Members

4,000 acres Land reclaimed
3 km River desilted
6,000+ People benefiting
500 Cassava roots harvested

BEFORE

- Seasonal Displacement
- Crops destroyed
- Migration
- Lost livelihoods

AFTER

- River training
- 3 km desilted
- 4,000 acres reclaimed
- 500 cassava roots harvested
- Maize, millet, beans, bananas
- 6,000+ people benefiting

> "I last moved back five years ago after the desiltation," he says. "The silt deposited on my land has made it so fertile, I don't even need fertilizer. I've harvested 500 cassava roots, maize, millet, ten sacks of beans, and four varieties of bananas this season."

Kisumu

Kisumu

4.6 Analysis of barriers to access climate finance

4.6.1 Key obstacles communities face in accessing FLLOCA funds and utilizing them effectively

Results and discussions presented in this section are based on an analysis of data gathered from different sources in combination. Different data sources provided complementarity in analysis and while developing major arguments. For example, the policy analysis provided what is provisioned and committed for LLA, the programme analysis provided how policy provisions are translated into programming and implementation, and interviews and FGDs provided how major actors and beneficiaries are perceiving it. Likewise, participant observation provided a real-time status of LLA. In addition, the participant observation and FGDs with programme communities provided a real-time scenario and helped to triangulate information received from other sources. The merging themes from the triangulated analysis revealed that the barriers fit into the broad categories as follows: institutional, procedural, socio-cultural, and political.

4.6.2 Progressive policies but lack of commitment and accountability in implementation

Kenya's climate change related policies, legal and strategic documents reflect progressive commitments, stipulating promise to allocate significant funding for climate action at the local level. Additionally, these commitments highlight the implementation of adaptation actions at the local level through existing county and community level institutions. The Climate Change Act, 2016 requires county governments to integrate climate change actions into their plans and policies. In furtherance of this agenda, 47 counties in Kenya have prepared climate change-specific policies and legislations and set up ward climate change committees. The counties have developed strategies and regulations to operationalize the legislation. The CCCF mechanism that aims to enhance access and channel climate finance to the community level has been established in all the 47 counties by 2025, up from 5 in 2018. The scale up was incentivized through FLLOCA programme support. These counties have also fulfilled the commitment to allocate a minimum 1.5% of their development budget to the CCCF.

However, despite the progressive policies, commitment and accountability in implementation is always questionable. Major issues are around disbursement of climate finance from FLLOCA programme to the local level, capacity building of local stakeholders on

> **47 counties in Kenya have prepared climate change-specific policies and legislations and set up ward climate change committees.**

adaptation planning and implementation, and adoption of locally led adaptation process with devolution of authorities. As one of the interviewees from WCCPC said, "...despite the progressive policy provisions and institutional commitments, communities, except donor funded projects, have not received the allocated programme resources nor have technical human resources in their organizational structure to plan and implement climate change adaptation related initiatives. The funds don't trickle down to communities as we expected under locally led climate action. The county governments control the use of programme resources."

Policy Commitment	Implementation Reality
Policy Commitment Implementation Reality 1.5% budget allocation	Funds do not fully reach communities
CCCFs in all counties	Operational capacity weak
Devolved authority	County control centralized
Vulnerability-based planning	Infrastructure-heavy execution

Similarly, the Committee Executive Member in charge of finance of one of the programmes implemented county governments mentioned that, "...all CCCAPs prepared so far by county governments are largely based on both financial and technical support from FLLOCA programme, we don't know how we will continue when the donor support ends". Thus, the direct benefit to local communities from international cooperation depends upon how the national government ensures decentralization of authority, institutional arrangements, and a fund flow through CCCF mechanism to extend resources and technical assistance at the local level. Following the promulgation of the new constitution, 47 county governments were formed. The county governments have a mandate to prepare and implement climate actions based on the localcontext of climate change vulnerability. However, A participant of FGD reported that, "...local community possess limited capacity and resources to prepare and implement climate change adaptation plans unless they have technical support from the county, or national governments, or any donor funded projects".

A Climate Director of county government expressed, "a notable lack of comprehensive understanding regarding the precise impacts of climate change in the future and limited capacity to plan and implement county climate information service (CIS) plans, our CIS plan was prepared by a donor funded project, the projects phased out now and we don't have capacity and resources to continue it". Interview with a leader of PMC in Isiolo County also indicated that, "We don't have capacity and resources to carry out our oversight responsibilities. There is no budget allocation by the County Government to cater for our transport costs to the project sites.''

The situation is against the commitment of the national government and in contradiction of international commitments to support local communities for adaptation (Coger et al., 2022, IPCC (Intergovernmental Panel on Climate Change), 2022, Westoby et al., 2020, Westoby et al., 2021). The success of adaptation depends on how local institutions and communities receive direct access to finance and decision-making power and how adaptation actions are defined, prioritized, designed, implemented (Fallon and Sullivan, 2014, WRI (World Resource Institute), 2022).

4.6.3 FLLOCA programme process, focus and resource allocation

Analysis of FLLOCA programme sub-projects showed that every project design adopted common approaches for climate risk assessment. All projects design were mainly guided by the standard PCRA guideline framework. However, the county government leaders have an impression that the PCRA process across all projects was a long process, facilitated either by external consultants or by PCRA task team. As chairperson of one of the County Climate Change Planning Committee said, "...the PCRA and climate change action planning process is very long and complex, we don't have capacity to carry out this analysis and to implement the plan without external support".

The allocation of resources is mostly according to FLLOCA programme County Climate Resilience Investment (CCRI) sector indicative activities. The CCRI grant analysis shows that major investment is in physical water infrastructure, agriculture and livestock and environment. A further analysis of activity level allocation of resources, participant observation and FGD confirms over two thirds of resources are invested in physical infrastructure development related activities which involves procurement of good s and services by the county governments. Although there are some variations in resource allocation by projects, there is a very low investment on capacity building, gender equality and social inclusion. One of the WCCPC member claimed that, "the project was unique in an analysis of differential impacts of vulnerability and this process is helping us to reduce structural inequalities as well".

However, the participant observation in FLLOCA programme sub-projects implementation site shows that the activities proposed to address differential impacts continue to concentrate on infrastructure development such as construction of water harvesting systems, awareness on climate change, skill-based training, and activities to conserve the environment and mitigate climate disasters targeting communities in general without specific considerations of the socially

excluded groups like people with disabilities (PWD). As one of PWD FGD participants mentioned, "most of the adaptation related activities on water structures are implemented without embedding auxiliary features to facilitate access and use by PWDs''.

A key informant from county-based NGO mentioned that,"the activities under climate change adaptation are the same activities that we were implementing for decades, we don't know how these activities support vulnerable population to reduce their vulnerability, we need adaptation activities to address the vulnerability of the most vulnerable population not only addressing the hazards".

While PCRA analysis indicates differential impacts of climate change, including social and structural causes, the proposed activities did not align with these findings. This mismatch between the results of PCRA analysis and proposed activities for adaptation underscores a misalignment in the approach. The trajectory of planned adaptation efforts from the first cycle sub-projects provides some important lessons and insights. First, the initiation and implementation of adaptation plan process were catalyzed by FLLOCA program rather than originating from a local community initiation.

Second, the adaptation planning cycle in all projects has followed a rigorous vulnerability analysis process using PCRA analysis tools. However, when the analysis was translated into implementation, in terms of activities and plans, it predominantly adhered to the business-as-usual practices akin to those employed in standard development projects. Analysis of FLLOCA programme priorities and reconfirmation with interviewees and FGD participants indicate that the plans were:

(i) Following a sectoral format of thematic areas provided by FLLOCA rather than exploring and supporting local needs and locally initiated adaptation practices;

(ii) Continuation of regular development activities, mainly infrastructure which have high political value;

(iii) Promoting continuation of natural resource management activities such as environmental conservation, soil conservation tree planting and regular agriculture support activities; iv) addressing the impacts of physical hazards such as floods; and

(iv) Investing on climate change awareness related activities than enhancing adaptive capacity of people and their institutions.

Although many proposed activities contributed to strengthening adaptation and resilience to climate change, the precise means through which these activities are aimed to uplift people from vulnerability and bolster adaptation endeavors are unclear. Despite the FLLOCA programme objective to mainstream climate change adaptation into county integrated development plan (CIDP), the implementation of activities occurs in isolation rather than through integration into county development plans. On the other hand, as confirmed by a chairperson of County Climate Change Planning Committee (CCPC),

"The projects have generated many useful practices and learning in vulnerability analysis, adaptation planning and implementation. However, as realised by all interviewees, no mechanisms exist to share and discuss these practices to exchange knowledge."

Understanding and application of the term "vulnerability" was mostly from the lenses of addressing natural hazards rather than analyzing and addressing underlying causes of vulnerability. The adaptation plans lack a thorough understanding of social and contextual determinants such as poor governance, gender and social exclusion, inequality, poverty, and marginalization, and how these factors interact, combine, compound or intersect with climate extremes and external stimuli to accelerate risks and vulnerabilities. Likewise, as also confirmed in the participant observation and FGDs, most of the activities are targeted to address physical hazards of some geographical location rather than putting the most vulnerable population at the center of adaptation planning.

The capacity and commitment of county governments and MDAs in understanding and addressing multi-dimensional aspects of vulnerability remains a challenge. This situation emphasizes a need for an intersectional pivot in climate adaptation practice to understand and apply interconnected forms of social-environmental injustices that drive vulnerabilities.

4.6.4 Contested devolution/interests and institutional conflicts

The National Treasury (TNT) leads the climate change finance portfolio in Kenya and host the FLLOCA PIU. On the other hand Ministry of Environment, Climate Change and Forestry (MoECC&F) Climate Change Directorate has the overall mandate of coordination of climate change actions in the country. Climate change mitigation and adaptation is a multidisciplinary task that demands sectoral expertise and ownership of different government ministries, civil society, private sector, and other stakeholders. An interviewee representing MoECC&F official asserts that, "MoECC&F has the mandate, expertise, and commitment to lead climate change efforts in coordination with all concerned stakeholders and we have different coordination mechanisms those brings major government and other actors together in the policy and planning processes".

However, interviewees from various other MDAs, expressed different opinion than the MoECC&F interviewee expressed. An interviewee representing the Ministry of Agriculture contended that, "Climate change constitutes a common priority and responsibility among all relevant ministries. Addressing climate change is beyond the capacity and expertise of any one Ministry such as MoECC&F".

However, a MoECC&F interviewee explains,
"Climate change is mainly an environmental agenda and a sectoral ministry with technical expertise from other ministries can work on both mitigation and adaptation issues through policy and planning process. However, how to develop a coordination mechanism to invite all stakeholders is a challenge".

Likewise, a county government interviewee said,
"We are not in a policy formulation process on climate finance, the national government is doing it without proper consultation with county governments, we were not consulted while designing the FLLOCA programme even where there is a mandate of the county government to implement".

PCRA Analysis Identifies	Implementation Delivers
Differential vulnerability	Water infrastructure
Social & structural causes	Agriculture/livestock inputs
Intersectional risks	Environmental conservation
Governance and inequality drivers	Hazard-focused activities
	Awareness campaigns
Gap: Structural vulnerability not addressed	

> The projects have generated many useful practices and learning in vulnerability analysis, adaptation planning and implementation. However, as realised by all interviewees, no mechanisms exist to share and discuss these practices to exchange knowledge.

CHAPTER 05
Key Conclusions and Recommendations

This chapter presents a synthesis of the key findings from the survey and Focus Group Discussions (FGDs) conducted across five counties participating in the FLLOCA programme. It draws conclusions on the effectiveness of community engagement, governance structures, and the operationalization of Locally Led Adaptation (LLA) principles. The chapter also outlines strategic recommendations to strengthen the programme's impact, equity, and sustainability, particularly in relation to marginalized groups, climate finance governance, and devolution.

5.1 Summary of Findings

5.1.1 Strengthened Capacity of Community Institutions to Anchor Locally Led Climate Action

Across all five counties, communities are primarily organized through self-help groups and informal networks. While these structures offer a foundation for collective action, they lack the voice and agency required to influence formal governance processes. Many community members expressed frustration with public participation and PCRA exercises, describing them as tokenistic and disconnected from actual decision-making. Despite being consulted, their views were often overlooked, leaving them feeling powerless in the face of climate challenges and governance structures.

This reality underscores the urgent need to strengthen the capacity of Ward Climate Change Planning Committees (WCCPCs) and Project Monitoring Committees (PMCs) to serve as effective oversight bodies. In the contested space of devolution, communities often hold less power than other actors involved in FLLOCA implementation, which undermines the core LLA principles that emphasize community agency over participation. Structured capacity-building initiatives; grounded in identified gaps and supported by adequate budgets; are essential to translate LLA principles into practice. This includes training on governance engagement, climate finance literacy, and participatory monitoring.

Moreover, capacity strengthening should extend beyond WCCPCs and PMCs to include other community institutions relevant to climate action, such as Community Forest Associations and Water Users' Associations. Facilitating inter-county knowledge exchange and peer learning on best practices can further enhance institutional resilience and foster a culture of locally driven adaptation.

5.1.2 Review of PCRA Reports and First Cycle CCRI Projects to Scale Inclusion of Marginalized Groups.

The PCRA reports provide a rich analysis of the differential impacts of climate change, highlighting both environmental and structural vulnerabilities. However, a review of the first cycle of County Climate Resilience Investment (CCRI) projects reveals a misalignment between these findings and the actual investments made. While the PCRAs identified specific needs of marginalized groups including persons with disabilities, Indigenous peoples, and women these insights were not consistently reflected in the funded projects.

A systematic review of PCRA reports and CCRI implementation is therefore necessary to identify gaps and recalibrate future investments. This process should aim to deepen the quality of engagement with marginalized groups, ensuring that inclusive participatory planning translates into inclusive resource allocation. Strengthening the link between vulnerability assessments and investment decisions will be critical to uphold equity and effectiveness in FLLOCA's next funding cycles.

5.1.3 Community-Prioritized Investment in CCRI after First Cycle Funding

There are clear opportunities within county planning and budgeting processes to institutionalize community-prioritized investments. To ensure that CCRI grants reflect local priorities, it is essential that these investments are embedded within Annual Development Plans (ADPs) and fiscal frameworks. This requires early and sustained engagement with WCCPCs during the planning cycle, followed by strategic lobbying of relevant County Assembly committees to secure budgetary allocations. Community-driven planning must be matched by political advocacy to ensure that adaptation priorities are not sidelined during budget negotiations. Leveraging existing funding mechanisms at both ward and county levels such as climate funds, development grants, and sectoral budgets, can help unlock resources for locally defined solutions. This approach reinforces the principle that communities should not only identify their needs but also influence how those needs are financed and implemented.

5.1.4 Deepening Devolution through Climate Governance

Kenya's climate governance system remains largely top-down, despite the presence of vertical and horizontal coordination mechanisms. While these structures are functional, they have not effectively catalyzed community-driven climate action. FLLOCA, by design, offers a unique opportunity to reverse this trend and embed devolution at the heart of climate resilience.

To deepen devolution, FLLOCA must support decentralization beyond the county level, reaching wards, villages, and community institutions. This includes sustained support for ward-level consultations, strengthening of PMCs, operationalization of GRMs, and active engagement with civil society and Indigenous Peoples Organizations (IPOs). By anchoring climate governance in community realities, FLLOCA can enhance planning, budgeting, and citizen-led prioritization. Ultimately, the success of FLLOCA depends on its ability to shift power, not just resources, to communities. This requires a deliberate effort to build institutional capacity, foster inclusive governance, and ensure that adaptation is not only locally informed but locally led.

5.2 Conclusion

The assessment of the FLLOCA programme provides a layered and contextually grounded understanding of climate finance including its evolving definitions, practical applications, and the realities of implementation within Kenya's devolved governance framework. While climate finance remains a cornerstone of global climate action, its definition continues to be contested, particularly within the UNFCCC negotiation space. The absence of a universally agreed definition has led to multiple interpretations, shaped by political interests, historical responsibilities, and justice-based perspectives. Developed countries often advocate for a broader framing that includes public, private, and alternative sources of financing for mitigation and adaptation. In contrast, climate justice movements and many developing countries argue for a narrower definition that emphasizes grant-based, cross-border flows that are new, additional, and climate- specific.

This study aligns with the UNFCCC's inclusive framing of climate finance, recognizing it as "local, national or transnational financing, which may be drawn from public, private and alternative sources of financing." However, it also acknowledges the importance of justice-oriented definitions that seek to ensure accountability and equity in climate finance flows, especially for communities on the frontlines of climate impacts. These definitional tensions are not merely academic; they shape how resources are mobilized, tracked, and delivered, and ultimately determine who benefits from climate finance and under what terms.

Case studies from Kenya and other global contexts demonstrate that devolved climate finance offers a promising pathway toward more just, effective, and locally relevant climate action. By channeling resources to lower administrative levels and enabling decision-making closer to affected populations, devolved governance enhances responsiveness,

accountability, and sustainability. The FLLOCA programme exemplifies this approach through its County Climate Change Fund (CCCF) mechanism, which integrates ward-level adaptation planning, investment selection, and financing into formal county government systems. This mainstreaming of climate finance into existing devolution structures, rather than parallel delivery mechanisms, has the potential to institutionalize climate resilience and ensure predictable, long-term funding for locally prioritized interventions.

However, integrating climate planning and financing into Kenya's devolved governance system is a relatively recent development, and the scaling of FLLOCA has not been without challenges. While there is strong evidence of community engagement in the design and early implementation phases, deeper analysis reveals that this engagement is often limited to consultative roles. Communities were primarily involved in PCRA processes and oversight through Project Monitoring Committees (PMCs), but lacked meaningful agency in implementation and financial decision-making. This undermines the Locally Led Adaptation (LLA) principles that underpin FLLOCA's design; principles that emphasize community control over adaptation efforts and access to adequate resources and support.

An examination of FLLOCA-supported County Climate Resilience Investment (CCRI) projects revealed tangible improvements in adaptation outcomes, including enhanced water access, ecosystem restoration, and climate-smart livelihoods. These interventions were more sustainable and cost-effective because they reflected local priorities and were implemented through existing governance structures. However, barriers to accessing FLLOCA funds persist. Devolution, while essential, does not automatically guarantee improved outcomes. It must be accompanied by a clear understanding of the political and economic dynamics that shape programme delivery – particularly the incentives, relationships, and power asymmetries between different actors.

The assessment of sampled County Climate Change Action Plans (CCCAPs) revealed a lack of thorough analysis of social and contextual determinants of vulnerability. Factors such as poor governance, gender and social exclusion, inequality, poverty, and marginalization were insufficiently addressed, despite their critical role in shaping climate risks and resilience. These structural issues often intersect with climate extremes and external shocks, compounding vulnerabilities and undermining the effectiveness of adaptation efforts.

In conclusion, FLLOCA represents a bold and necessary shift toward locally led climate governance in Kenya.It has demonstrated the potential of devolved finance to empower communities, improve accountability, and deliver context-specific solutions. Yet, to fully realize

"Case studies from Kenya and other global contexts demonstrate that devolved climate finance offers a promising pathway toward more just, effective, and locally relevant climate action"

this promise, future iterations of the programme must move beyond participation to embed sustained agency, equity, and systemic reform. Climate finance must not only reach the grassroots; it must be shaped, governed, and owned by those who live there.

5.3 Recommendations

The findings of this study reveal both the promise and the complexity of implementing locally led climate action through the FLLOCA programme. While Kenya has made significant strides in devolving climate finance and embedding participatory planning structures, the assessment highlights persistent gaps in community agency, governance transparency, and the alignment of investments with locally defined priorities. These challenges are not unique to Kenya, they echo broader tensions in climate finance delivery across the Global South, where structural inequalities, contested definitions, and power asymmetries continue to shape adaptation outcomes.

To ensure that FLLOCA delivers on its transformative potential, a set of targeted recommendations is proposed. These are clustered according to the core objectives of the study: strengthening community engagement and LLA, enhancing governance and climate finance awareness, aligning CCRI investments with community priorities, and addressing barriers to access while scaling devolved climate governance. Each cluster offers actionable pathways to deepen equity, accountability, and sustainability; anchoring climate finance in the lived realities and leadership of frontline communities.

5.3.1 Strengthening Community Engagement and Locally Led Adaptation (LLA)

To move beyond symbolic participation, FLLOCA must institutionalize community agencies across the entire programme cycle. While tools like PCR have enabled grassroots involvement in planning, communities must also be empowered to influence budgeting, implementation, and monitoring. This requires formalizing the roles of community institutions; particularly Ward Climate Change Planning Committees (WCCPCs) and Project Monitoring Committees (PMCs); in oversight, procurement tracking, and adaptive decision-making. Their contributions should be recognized not as auxiliary but as central to programme governance.

Capacity strengthening is essential to translate LLA principles into practice. Structured assessments should be conducted to identify gaps in governance engagement, climate finance literacy, and participatory monitoring. Tailored training programmes must be rolled out, supported by dedicated budgets that allow communities to lead and sustain their oversight roles. Importantly, this effort should extend beyond WCCPCs to include other grassroots institutions such as Community Forest Associations and Water Users' Associations, which play vital roles in climate resilience. Facilitating inter-county learning exchanges and peer-to-peer knowledge sharing will further enhance institutional capacity and foster innovation.

Inclusion of marginalized groups must be deepened and sustained. While the study found encouraging levels of representation, particularly during planning phases, this inclusion often fades during implementation. FLLOCA should develop inclusive facilitation guidelines and leadership development programmes to ensure that women, youth, persons with disabilities, and Indigenous Peoples are not only present but influential in shaping climate action. Their lived experiences and knowledge systems are critical to designing equitable and effective adaptation strategies.

5.3.2 Enhancing Governance Structures and Climate Finance Awareness

Improving climate finance literacy is fundamental to strengthening accountability and trust. Many communities lack clarity on how funds are mobilized, disbursed, and monitored. FLLOCA should invest in simplified, community-friendly materials that explain climate finance flows, budgeting cycles, and fund sources. These materials should be translated into local languages and disseminated through trusted institutions such as elders, youth networks, and religious leaders.

Integrating climate finance education into civic platforms and county outreach strategies will help demystify the process and empower communities to engage more meaningfully.

Feedback loops between county governments and communities must be institutionalized. Regular forums should be established to report on fund utilization, project progress, and challenges. These forums should be linked to Annual Performance Assessments (APA) and county scorecards to ensure that community feedback informs programme learning and reform. Digitizing and publicly disclosing ward-level investment plans and budgets will further promote transparency and enable citizen-led monitoring.

Grievance Redress Mechanisms (GRMs) require urgent reform. The study revealed widespread concerns about their impartiality, responsiveness, and capacity to handle sensitive cases. FLLOCA should train GRM committees on confidentiality, gender sensitivity, and conflict resolution. Committee composition must be diversified to include women, youth, and independent actors. GRMs should be integrated with county-level complaint systems and

linked to programme accountability structures to ensure timely resolution and systemic learning.

5.3.3 Aligning CCRI Investments with Community Priorities

A review of the first cycle of County Climate Resilience Investment (CCRI) projects revealed misalignments between PCRA findings and actual investments. To address this, FLLOCA should conduct a systematic review of CCRI implementation to assess whether funded projects reflect the vulnerabilities and priorities identified during participatory assessments. Future investment criteria must be designed to ensure that social and structural determinants of climate risk such as gender, disability, and Indigenous identity are adequately considered.

Community-prioritized investments must be embedded within formal county planning and budgeting processes. This requires aligning CCRI priorities with Annual Development Plans (ADPs) and Medium-Term Expenditure Frameworks (MTEFs). WCCPCs should be supported to engage in budget advocacy, including lobbying County Assembly committees to secure allocations. Mapping and leveraging existing funding mechanisms such as climate funds, development grants, and sectoral budgets can help unlock resources for locally defined solutions and ensure sustainability beyond donor cycles.

5.3.4 Addressing Barriers to Access and Scaling Devolved Climate Governance

Structural barriers to accessing FLLOCA funds must be addressed through a political economy lens. Power asymmetries, elite capture, and institutional incentives shape who benefits from climate finance and how decisions are made. FLLOCA should commission political economy analyses to understand these dynamics and develop safeguards that promote equity and inclusion. Social inclusion audits should be integrated into CCCAP reviews to ensure that governance structures reflect the diversity of affected communities.

Scaling devolved climate governance requires decentralization beyond the county level. FLLOCA should support ward and village-level consultations, strengthen PMCs, and actively engage Indigenous Peoples Organizations (IPOs) and civil society actors. Institutionalizing these mechanisms will enhance planning, budgeting, and citizen-led prioritization. Inter-county learning platforms should be established to share best practices and innovations in locally led adaptation, fostering a culture of collaboration and continuous improvement.

Finally, climate planning must be fully integrated into Kenya's devolution architecture. CCCAPs should be aligned with county development plans and sectoral strategies to ensure coherence and long-term impact. The National Treasury should institutionalize fiscal transfers for climate finance through county systems, enabling predictable and sustainable funding. Counties should be encouraged to allocate own-source revenue for climate resilience, complementing donor support and reinforcing local ownership.

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ANNEX 1: Validation Workshop Report

Validation of Study Findings on Community Engagement with Climate Finance under the FLLoCA Programme.

1. Workshop Overview

Date:	22-Oct-25
Venue:	Pride Inn Azure Hotel, Nairobi
Organizer:	Natural Justice
Programme:	Financing Locally Led Climate Action (FLLoCA)
Participants:	County officials, CSOs, IPOs, OPDs, youth representatives, and development partners

2. Purpose of the Workshop

The workshop was convened to validate findings from a study examining community engagement with climate finance under the FLLoCA Programme. The objectives were to:

- Confirm the accuracy and credibility of the findings
- Identify gaps and priority areas for improvement
- Strengthen recommendations
- Enhance stakeholder ownership of the study outcomes

3. Summary of Key Findings

The study, conducted in Isiolo, Makueni, Kisumu, Nyandarua, and Kilifi counties, applied mixed research methods including desk review, key informant interviews, focus group discussions, and surveys.

Major Findings:

- Limited Awareness: Community understanding of FLLoCA funding structures remains uneven.
- Access Barriers: Bureaucratic procedures and technical capacity gaps restrict access to funds.
- Participation Gaps: While PCRA processes improved engagement, participation was sometimes tokenistic.
- Inclusion Challenges: Youth, women, IPOs, and OPDs are not consistently represented in governance structures.
- Transparency & Accountability: PMCs enhanced oversight, but grievance redress mechanisms remain underutilized.
- Coordination: Vertical coordination has improved, though horizontal coordination requires strengthening.

4. Key Recommendations

- Strengthen institutional capacity of community-level structures.
- Simplify access procedures and review eligibility criteria.
- Standardize inclusive ward-level consultation processes.
- Enhance outreach to marginalized and underrepresented groups.
- Strengthen CCCUs and CCCPC governance mechanisms.
- Promote cross-county knowledge exchange and learning.
- Integrate Indigenous governance systems into climate finance frameworks.

5. Conclusion

The validation workshop affirmed the relevance of the study findings and strengthened the proposed recommendations. Participants emphasized the need for inclusive governance, simplified access mechanisms, and stronger institutional capacity to ensure that FLLoCA effectively delivers locally led, equitable climate resilience outcomes.

6. Photo Documentation

Photo 1: Opening session of the FLLoCA Validation Workshop, Nairobi, 22 October 2025.

Figure 1: Elizabeth Kariuki, the Hub Director for Natural Justice giving her welcoming remarks during the validation workshop.
Photo Credits: Natural Justice

Figure 2: Dr. David Busienei, Chair of the Civil Society Organizations (CSO) Coordinating Body for the Financing Locally Led Climate Action (FLLoCA) programme giving his welcoming remarks during the validation workshop.
Photo Credits: Natural Justice

Photo 2: Presentation of key findings during the validation plenary session.

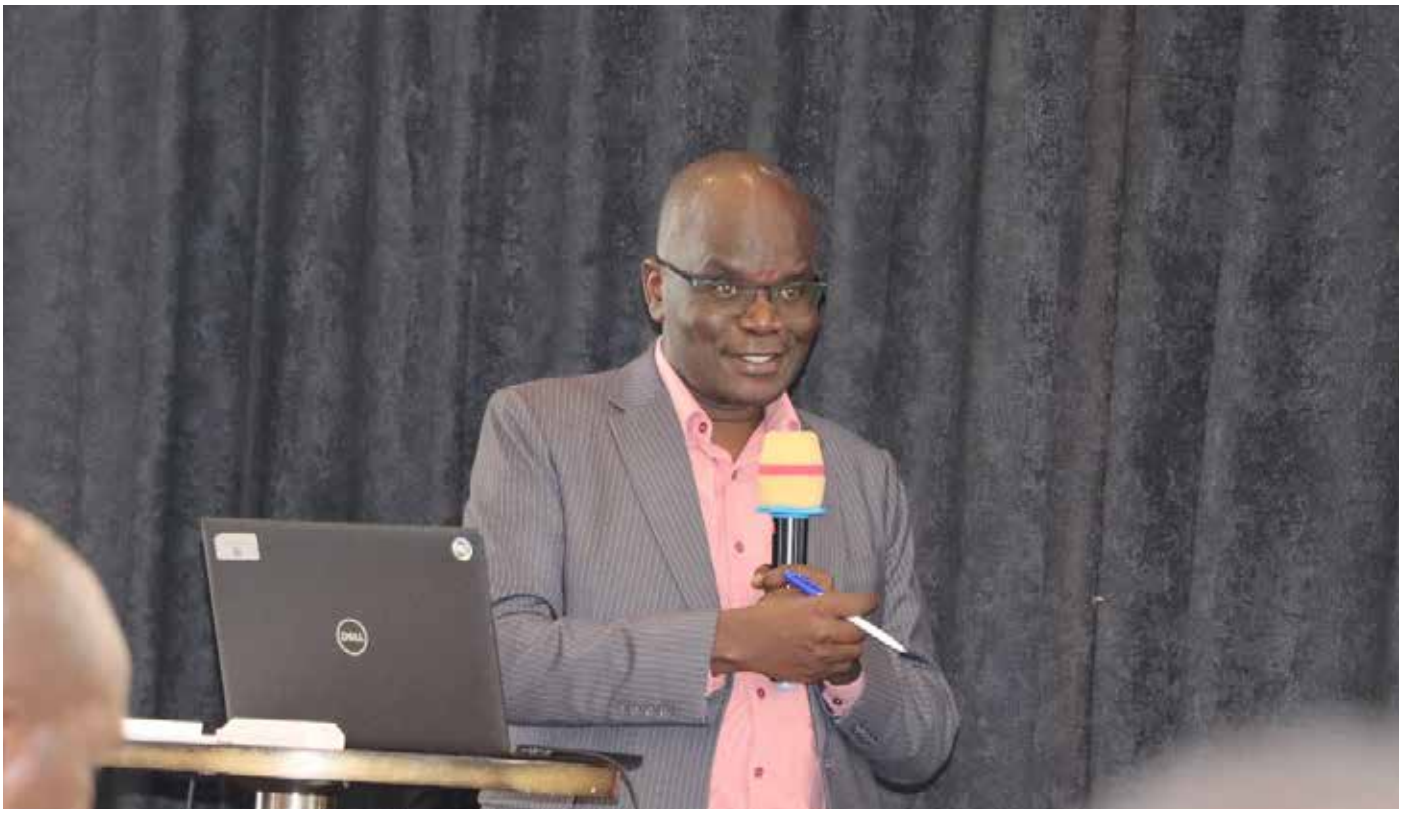

Figure 3: Nicholas Abuya, a consultant for the assignment presenting the findings and recommendations of the study.
Photo Credits: Natural Justice

Photo 3: Participants engaging in group discussions on strengthening locally led climate finance mechanisms.

Figure 4: A section of the participants providing feedback onto the study findings and recommendations.
Photo Credits: Natural Justice.

ANNEX 2: Stakeholder Overview

Table 1: Ward Climate Change Planning Committees (WCCPCs) Engaged – Kisumu County

KISUMU CENTRAL		
S/N	Ward	Name of Chairperson
1	Market–Milimani	Yvonne Ogolla
2	Railways	Steve Wonder
3	Kondele	Calvince Ogolla
4	Migosi	Peter Ochido
5	Kaloleni–Shaurimoyo	John Chweya
6	Nyalenda B	Zeddy Tunya
KISUMU EAST		
S/N	Ward	Name of Chairperson
7	Kajulu	Kennedy Anjejo
8	Kolwa Central	Judith Anyango
9	Kolwa East	David Okinda
10	Manyatta B	Evans Maisiba
11	Nyalenda A	Erick Onyango
KISUMU WEST		
S/N	Ward	Name of Chairperson
12	Central Kisumu	Zacchaeus Otieno
13	North Kisumu	Kennedy Otieno
14	North West Kisumu	Caleb Were
15	South West Kisumu	Stephen Omondi
16	West Kisumu	Ombewa
SEME		
S/N	Ward	Name of Chairperson
17	Central Seme	Hezekiah Obudho
18	East Seme	Michael Owiti
19	North Seme	George Asewe
20	West Seme	Michael Otieno
NYANDO & KADIBO		
S/N	Ward	Name of Chairperson
21	Ahero	Danish Odie
22	Awasi–Onjiko	Paul Abuto
23	East Kano Wawidhi	Charles Ngeso
24	Kabonyo–Kanyagwal	Zadock Omondi
25	Kobura	Elisha Nyamwaya
Nyakach		
S/N	Ward	Name of Chairperson
26	Central Nyakach	Jane Apiyo
27	North Nyakach	Evans Ondiek
28	South-East Nyakach	Ishmael Odawo
29	South-West Nyakach	David Adwar
30	West Nyakach	Zachary Onditi

MUHORONI		
S/N	Ward	Name of Chairperson
31	Chemeli–Tamu	George Alango
32	Masogo–Nyangoma	Bareto Okello
33	Miwani	Emmanuel Nyariro
34	Muhoroni–Koru	Ezekiel Okeyo
35	Ombeyi	Enocka Odengo

Table 2: Ward Climate Change Planning Committees (WCCPCs) – Isiolo County

Ward	Committee Member
Sericho	Boru Jarso
	Hawai Gufu
	Yussuf M. Mohammed
	Ibrahim Halake
	Ali Duba
	Abdi Sama
	Mohammed Kikuyu
	Hawo Madera
	Idris Sora Abagira
	Adan Kunno
	Ward Administrator
Charri	Guyo Tache Halkano
	Mohamed Dida
	Halima Isacko Huka
	Galgalo Roba Halkano
	Adan Maran Ali
	Abdi Jattani Huka
	Asna Ali Boru
	Hawo Ali Abduba
	Halkano Ali Wako
	Ahmed Ibrahim Kuno
	Ward Administrator
Cherab	Osman Mohamed Wako
	Nuria Buke Boji
	Mumina Hussein Jattani
Ward	**Committee Member**
	Hawo Diba Boru
	Ayub Abkula Liban
	Abdi Amkiya Roba
	Wario William Wato
	Ali Boru Aya
	Hassan Golicha Galgalo
	Mbura Sime Kumbi
	Ward Administrator
Garbatulla	Hussein Gine
	Aisha Jattani
	Ali Dabaso Ali
	Abdiwahab Abdi
	Nasiri Shariff
	Adan Gine
	Yussuf Dokata
	Mohammed Abass
	Yussuf Warabo
	Abdullahi Molu
	Ward Administrator

Ward	Committee Member
Kinna	Abdulkareem Salesa
	Said Gira Huka
	Alkano Galgalo Bokao
	Halima Guyo Kampare
	Garbole Dima
	Ibrahim Wako
Ward	**Committee Member**
	Ibrahim Derow
	Halima Ahmed
	Hassan Galgalo
	Ali Abdi Kaki
	Ward Administrator
Wabera	Marcella Ngui
	Antony Mwenda
	Elizabeth Kinya
	Abdi Hassan
	Abdikadir Adan
	Abdi Duba
	Nasibo Osman
	Diko Okotu
	Hussein Golicha
	Abdia Abdi
	Ward Administrator
Oldonyiro	James Lempatu
	Dominica Lekodei
	Zaki Lenawualbene
	David Lesibia
	Lucy Lokorukoru
	Asirima Leinayasa
	Labau Lengoisigi
	Kanampio Lenakae
	Lejat Lemantile
	Loiboku Lemeriwas
	Ward Administrator
Ngaremara	Francis L. Lomkuny
	Felicity Lokoro
	Stella Lochodo
	Gregory Leisan
	Dominic Nkoyan Lokatu
	Phillip Lenana Kuya
	Christine Ichokole
	Nangolai Ikomoli
	Hadija Hussein
	Ekal Kirion Lorinyok
	Ward Administrator

Ward	Committee Member
Burat	Lochumari Lessei
	Jackson Alanya
	Hassan Ali
	Celina Absitar
	Juma Lawrence
	David Elimlim
	Jmal Hassan
	Amina Halake
	John Bosso Ekai
	Hussein Mohammed
	Ward Administrator
Ward	**Committee Member**
Bulapesa	Modesta Abei
	Patrick Muniaru
	Lydia Ntinyari
	Godfrey Gitonga
	Abdi Wako
	Funny Mohammed
	Mumina Hiyesa
	Mohammed Abkul
	Hassan Daud
	Edwin Muriuki Wanjohi
	Ward Administrator

Table 3: Ward Climate Change Planning Committee (WCCPC) Members – Kilifi County

S/N	Ward	Name	Category / Position
1.	Bamba	Dorothy Mbeyu	Female Elder
2.	Bamba	Rashid Ali Jefa	Muslim Leader
3.	Bamba	Daniel Mwagandi Ngonyo	Male PWD
4.	Bamba	Claris Kalama	Female Youth
5.	Bamba	Gideon Charo	CBO Representative (Chairperson)
6.	Bamba	Donald Mulewa	Ward Administrator (Secretary)
7.	Bamba	Kivuno Katana Ngombo	Male Elder
8.	Bamba	Jackson Karisa	Male Youth
9.	Ganze	Sabina Karembo	Female Youth (Vice Chairperson)
10.	Ganze	Benson Simba	Male PWD
11.	Ganze	Edward Kingi	Male Elder
12.	Ganze	Enock Jewfa	CBO Representative (Chairperson)
13.	Ganze	Nahshon Baya	Male Youth
14.	Ganze	Linah Mapenzi	Female Elder
15.	Ganze	Florence Santa Mapenzi	Member
16.	Ganze	Boniface Nganga	Ward Administrator (Secretary)
17.	Jaribuni	Betty Sulubu	Female Elder
18.	Jaribuni	Janet Kahindi	Female Youth
19.	Jaribuni	Francis Charo	CBO Representative (Chairperson)
20.	Jaribuni	Davis Gongo	Male Youth
21.	Jaribuni	Caxton Chivatsi	Male Elder
22.	Jaribuni	Kelvin Chiriba	Male PWD
23.	Jaribuni	Doreen Chivatsi	Female PWD
24.	Jaribuni	Masha H. Habbakuk	Member
25.	Sokoke	Daniel Kazungu	Male PWD
26.	Sokoke	Susan Zawadi	Female PWD
27.	Sokoke	Fred Khonde	CBO Representative
28.	Sokoke	Jane Mwatebwe	Female Elder (Chairperson)
29.	Sokoke	Cyri Kadhengi	Male Elder
30.	Sokoke	Benson Mwanguo	Male Youth
31.	Sokoke	Kafedha Shida	Female Youth

Table 4:Ward Climate Change Planning Committee (WCCPC) Members – Nyandarua County

S/N	Ward	Name	Category / Position
1.	Geta	Jacob Wanyeki Maina	CBO Representative
2.	Geta	Daniel Kimenju Mugo	Male Youth
3.	Geta	Ann Wambui Rwara	Female Youth
4.	Geta	Samuel Ndegwa	Male Elder
5.	Geta	Ann Wanjiku Mburu	Female Elder
6.	Geta	Mary Wanjiku Mungai	PWD Representative
7.	Geta	Edward Gathondu	Ward Administrator Nominee
8.	Geta	Naomi Wanjiku Nyambura	MCA Nominee
9.	Kanjuiri	Nancy Njeri Kinyanjui	Female Elder
10.	Kanjuiri	Peter Njoroge	Male Youth
11.	Kanjuiri	Bernard Kang'ethe K.	CBO Representative
12.	Kanjuiri	Justus G. Gichuhi	Male Elder
13.	Kanjuiri	Beth Wanjiku K.	PWD Representative
14.	Kanjuiri	Grace Kariuki	Female Youth
15.	Kanjuiri	Teresiah Wanjiku Kamau	Ward Administrator Nominee
16.	Kanjuiri	Stephen Nguyo	MCA Nominee
17.	Rurii	Christine W. Gitau	Female Elder
18.	Rurii	Danson Ndwekia Njambi	Male Youth
19.	Rurii	Charles Maina K.	CBO Representative
20.	Rurii	Dominic Chege	Male Elder
21.	Rurii	James Wanjohi Muchiri	PWD Representative
22.	Rurii	Tabitha Wanjiru	Female Youth
23.	Rurii	Charles Gichuki Irungu	Ward Administrator Nominee
24.	Rurii	Charles Mutahi Mwangi	MCA Nominee

Table 5 :Ward Climate Change Planning Committee (WCCPC) Members – Makueni County

KITISE KITHUKI CLIMATE CHANGE COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Mathias Muthoka Mbindyo	Chairperson	M	N	_
Judith M. Mutuku	Secretary	F	N	_
Benson Wambua Muange	Vice Secretary	M	N	Y
Joyce Mwende Musyoka	Treasurer	F	N	_
Purity Mumbua Mutuku	Youth Rep	F	N	Y
Samuel Muoki Mbithi	Member	M	N	_
Joseph Muindi Mwololo	PWD Rep	M	Y	Y
Esther Mulee King'ola	Member	F	N	_
Theresia Mbithe Kithya	Member	F	N	_
MBITINI WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Daniel Kimaili	Chairperson	M	N	_
Peter King'ola	Elderly Member	M	N	_
Jackson Nyamai	Member	M	N	_
Esther Muli	PWD Rep	F	Y	_
Keren Wambua	Treasurer	F	N	_
Benard Ndetei	Vice Secretary	M	N	_
Evans N. King'ola	Member	M	N	_
Ndetei	Secretary	M	N	_
Fransisca Sola	Youth Rep	F	N	Y
KATHONZWENI WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Daniel Mwenga	PWD Rep	M	Y	_
Purity Nzioki	Female Youth	F	N	Y
Catherine Mbili	Member	F	N	_
Julius Sanya	Member	M	N	_
Anna Kimuli	CBO Rep	F	N	_
Magaret Ngelu	Female Elderly	F	N	_
Bonventure Kioko	Vice Secretary	M	N	Y
Philip Mutisya Katunga	Chairperson	M	N	_
Andrew Mulwa	Secretary	M	N	_
MUVAU/KIKUUMINI WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Janet Soi	Treasurer	F	N	_
Dorcas Mwende	Youth Rep	F	N	Y
Fredrick Muasya	Chairperson	M	N	_
Elizabeth Maweu	Secretary	F	N	_
Jacob Musilu	PWD Rep	M	Y	_
Elizabeth Musau	Vice Chairperson	F	N	_
Ambrose Mutiso	Member	M	N	_
Benjamin Sila Kiilu	Member	M	N	_

Jackson Mutunga Nzioka	Youth Rep	M	N	Y
MAVINDINI WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	**DESIGNATION**	**GENDER**	**PWD**	**YOUTH**
James Munyambu Wasua	Chairperson/PWD	M	Y	Y
Mirriam Mutinda Mutuku	Vice Chairperson/Youth	F	N	Y
Victoria Matuo	Secretary	F	N	_
Felister Muthiani	Vice Secretary	F	N	_
Damaris Maithya	Treasurer	F	N	_
Solomon Makau	Religious Leader	M	N	_
Joseph M. Ngeke	Member	M	N	_
David M. Munyao	Member	M	N	_
Benjamin Mwisa	Member	M	N	_
NZAUI/KILILI/KALAMBAWARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	**DESIGNATION**	**GENDER**	**PWD**	**YOUTH**
Sylvester Muia	Chairperson	M	N	_
Joshua Munyambala Kitulu	PWD Rep	M	Y	_
Peter Muia Muteti	Vice Secretary	M	N	_
Elizabeth Musilu	Member	F	N	_
Paul Munyao	Member	M	N	Y
Onesmus King'ola	Member	M	N	_
Daniel Musembi	Member	M	N	Y
Eunice Mumbe	Secretary	F	N	Y
WOTE /NZIU WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	**DESIGNATION**	**GENDER**	**PWD**	**YOUTH**
Richard M. Kyule	Chairperson	M	N	_
Magdaline Muthini	Treasurer	F	N	_
Felix Mbithi	Youth Rep	M	N	Y
Richard Mithanga	Member	M	N	_
Naomi K. Mwau	Women Rep	F	N	_
Christine N. Kivuva	Youth Rep	F	N	Y
Leonard Mukanda	Vice Chairperson	M	N	_
Eunice Nthanze	PWD Rep	F	Y	_
Henry Matheka	Secretary	M	N	_

Table 6 :Ward Climate Change Planning Committee (WCCPC) Members – Mbooni

KISAU KITETA CLIMATE CHANGE COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Patrick Muema	Youth	M	N	Y
Salome K. Maweu	Treasurer	F	N	_
Angellar Muema	Vice Secretary	F	N	_
Simon Mutua Mwangangi	Chairperson	M	N	_
Jacinta N. Muteti	Member	F	N	_
Janet Mutheu Musau	Vice Chairperson	F	N	_
Monicah Mutunga	PWD Rep	F	Y	Y
Benjamin Nziwi	Religious Leader	M	N	_
Dominic Masesi	Secretary	M	N	_
KALAWA WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Jonathan W. Munyao	Member	M	N	_
Mirriam M. Mutune	Member	F	N	Y
Japheth W. Makau	Vice Chairperson	M	N	Y
Fredrick M. Munyao	Vice Secretary	M	N	Y
Reinhard M. Kilatya	Chairperson	M	N	_
Damaris M. Mutua	Treasurer	F	N	_
Kevin K. Kiamba	Member	M	N	_
Patricia Kisavi	PWD Rep	F	Y	_
Joseph M. Muindi	Secretary	M	N	_
KAKO/WAIA WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Angeline Kimau	Treasurer	F	N	_
Stephen Masika	Chairperson	M	N	_
John Mutinda Kimwele	Member	M	N	_
Hollings M. Shani	Youth Rep	M	N	Y
Benjamin Mutuku	Member	M	N	_
Paul M. Nduti	PWD Rep	M	Y	_
Petronillah N. Maweu	Member	F	N	_
Catherine Makusa	Member	F	N	_
Hidaya Yusuf	Secretary	F	N	_
KITHUNGO KITUNDU WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Justus Katu	Chairperson	M	N	_
Jeremiah Mwimanya	Member	M	N	_
Jane M. Nzyoki	Member	F	N	_
Mercy Mutheu Mwanzia	Treasurer	F	N	Y
Winfred M. Wambua	Vice Secretary	F	N	Y
Benson Mutua Paul	Vice chairperson	M	N	Y
Leonard Kitenye	PWD Rep	M	Y	_
Mary Mukula	PWD Rep	F	Y	_

Benson Wambua Mutiso	Secretary	M	N	Y
TULIMANI WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Joseph M. Ndolo	Chairperson	M	N	_
Pauline M. Musyoka	Member	F	N	_
Joseph M. Kingoo	Member	M	N	_
Philip K. Mulili	Member	M	N	_
Rose Nthenya Mutisya	Member	F	N	_
Victoria Mwende Ndolo	Treasurer	F	N	_
Francis Kisinga	V.Secretary	M	N	Y
Irene N. Maingi	Member	F	Y	Y
Isaac Kiseve	Secretary	M	N	_
MBOONI WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Ronard Munyao Mutua	Chairperson	M	N	_
Penninah Muendo	Vicechairperson	F	N	_
Benard Muendo Mutua	vicesecretary	M	N	_
Mary mbebi	PWD REP	F	Y	_
Ernest Nzyoki Francis	Male Youth Rep	M	N	Y
Mary Muinde	Faith Based	F	N	_
Eunice N. David	Female Youth Rep	F	N	Y
Felistus N. Maundu	Member	F	N	_
Ali-Wa-King'oo	Secretary	M	N	_

Table 7 : Ward Climate Change Planning Committee (WCCPC) Members – Kaiti

KILUNGU WARD CLIMATE CHANGE COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
James Muema	Chairperson	M	N	_
Felix Mule Masani	Vice chairperson	M	N	Y
James W. Kimole	Secretary	M	N	_
Anna M. Kioko	Member	F	N	_
Bonface Mbithi	Vice Secretary	M	N	_
Faith Mutinda Mutuku	Member	F	N	Y
Ngovo Joshua Mwalili	Member	M	N	Y
Benard Makula	PWD Rep	M	Y	_
Bilha M. Mukeku	Member	F	N	_
ILIMA CLIMATE CHANGE COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Kennedy Kioko Wambua	Chairman	M	N	_
Eunice Mwongela Kiilu	Vice Chairman	F	N	_
Dinah Matheka	Secretary	F	N	_
Elizabeth N. Mwaiwa	Treasurer	F	N	_
Samuel K. Masai	Vice Secretary	M	N	_
Paul Maingi David	Member	M	N	_
Catherine king'ola	Member	F	N	Y
John M. Masaku	PWD Rep	M	Y	_
Justus Munyao	Religious Leader	M	N	_
KEE WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Erickson M. Kimuyu	Chairperson	M	N	_
Dominic Mwangangi	Vice Chairperson	M	N	_
Zacharius Makuna	Secretary	M	N	_
Redempter Masila	Vice Secretary	F	N	Y
Penina Munyiva Mutie	Treasurer	F	Y	_
Kelvin Kyalo	Member	M	Y	Y
John Kimanthi Mwangu	Member	M	N	_
Gabriel Kilonzo	Member	M	N	_
Felistus Vavu	Member	F	N	_
UKIA WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Douglus Kisilu	Chairperson	M	N	_
Stephen Kasimu	Faith Based	M	N	_
Dorothy M. Nyole	Vice Chairperson	F	N	_
Esther K. Kilonzo	Treasurer	F	N	_
Francis Mumo Kinyae	PWD Rep	M	Y	Y
Harrison Kyalo	Youth Rep/VS	M	N	Y
Charity Mwanza	Member	F	N	Y
Joseph K. Mutie	Secretary	M	N	_
Moses Kitenye	V/Sec	M	N	_

Table 8 : Ward Climate Change Planning Committee (WCCPC) Members – Kilome

MUKAA WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Michael Mutua Kiio	Member	M	N	_
Loice M.Manyi	Treasurer	F	N	_
Salome M. Musau	Member	F	N	_
Zipporah Mbithe	Member	F	N	_
Joseph K. Maundu	Member	M	N	_
Kanini Andrew	Member	F	N	Y
Annah Ndunda	Secretary	F	N	_
William N. Matheka	Vice Secretary	M	N	_
Mackenzie Muindi	Chairperson	M	N	_
Samson Musyoka	PWD Rep	M	Y	_
KIIMAKIU/KALANZONI WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Rabons Obadiah Kyunguti	Chairperson	M	N	_
Titus Mutua Maweu	Secretary	M	N	Y
Mirriam M. Muthembwa	Treasurer	F	N	_
Josiah Mutuku Ngunza	Vice Chairperson	M	N	_
Shadrack Nthiani Paul	Vice Secretary	M	Y	_
Damaris Nthambi Muoki	Member	F	N	_
Elizabeth Christopher	Member	F	N	_
Pastor Shadrack M. Mwikya	PWD Rep	M	Y	_
Winfred Ngene Ndivo	Member	F	N	Y
KASIKEU WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Samuel Kathyaka	Chairperson	M	N	_
Joseph M. Ndambuki	Vice Chairperson	M	N	_
Festus K. Mulyoki	PWD Rep	M	Y	Y
Philomena Kilonzo	Youth	F	N	Y
Ester Mbithi	Member	F	N	_
Gilson Mbilali	Vice Secretary	M	N	_
Justus Ndonye	Member	M	N	Y
Rev.Dorcus Kisyula	Treasurer	F	N	_
Everline Mulwa	Secretary	F	N	_

Table 9 : Ward Climate Change Planning Committee (WCCPC) Members – K. EAST

IVINGONI NZAMBANI CLIMATE CHANGE PLANNING COMMITTE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Fredrick Musau	Secretary	M	N	_
Harrison King'oo	Vice Secretary	M	N	_
Gideon Ngutu	Chairperson	M	N	_
Emmaculate N. Mutule	Youth Rep	F	N	Y
Dominic Maweu	PWD Rep	Deceased	Y	_
Fransiscah Maweu	Women Rep	F	N	_
Maithya Muthoka	Youth Rep	M	N	Y
Rose Mbuvi	Treasurer	F	N	_
Priscillah Ngomi	Vice Chairperson	F	N	_
MASONGALENI WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Alfred Mutuku Maitha	Chairperson- youth	M	N	Y
Catherine Kakui	Vice Chairperson	F	N	_
Magdalene N. Michael	Secretary	F	N	_
Boniface Muendo	Vice Secretary	M	N	_
Faith Mwikali Peter	Treasurer	F	N	_
Titus Kyalo Muema	Member	M	N	_
Johnson Mulinge	PWD Rep	M	Y	_
Eunice Mulinge	Member	F	N	_
Damaris Ivunda	Member	F	N	_
THANGE WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Carolyne M. Musyoka	Chairperson	F	N	_
David M. Maundu	Vice Chairperson	M	N	_
Leornard Kitumu	Secretary	M	N	_
Virginia Mutuku	Vice Secretary	F	N	_
Mary Daniel	Treasurer	F	N	_
Christine Ivuti	Member	F	N	_
Lucy Joseph	Member	F	N	_
Fredrick Kaliti Nthiw'a	Youth Rep	M	N	Y
Shadrack Mutuku	Youth Rep	M	N	Y
MTITO ANDEI WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Fernard Mwita	Vice Secretary	M	N	Y
Jane M. Mwangangi	Treasurer	F	N	_
Asha Willy Kituku	Secretary	F	N	_
Dominic Mutua Muia	Chairperson	M	N	_
Dorothy K. John	Member	F	N	_
Martin M. Ndavi	PWD Rep	M	Y	_
Catherine Mutile	PWD Rep	F	Y	_
Obadiah Muumbi	Member	M	N	_
Kanini Kimanthi	Youth Rep	F	N	Y

Table 10 : Ward Climate Change Planning Committee (WCCPC) Members – K. WEST

KIKUMBULYU SOUTH WARD CLIMATE CHANGE AND PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Nicholus Luku	Chairperson-PWD	M	Y	_
Gamari Mjahid	Vice Chairperson	M	N	Y
Benard Nzomo	Secretary	M	N	_
Ngina Muthami	Vice Secretary	F	N	Y
Jacinta M. Mulatya	Treasurer	F	N	_
Katuva Mutua	Member	M	N	_
Stephen Mutuku Willy	Member	M	N	_
Redempter N. Mutua	Member-ederly	F	N	_
Edward Mila	Member	M	N	_
KIKUMBULYU NORTH WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Lazarus M. Munyasya	Chairperson	M	N	_
Timothy Malii	PWD Rep	M	Y	Y
Laureen Mumbua	Vice Secretary	F	N	Y
Musyoki Mwangangi	Member	M	N	_
Josephat Mutua	Member	M	N	_
Benson Kioko	Youth Rep	M	N	Y
Samson Mbiu	Secretary	M	N	_
Priscamaris M. Nduku	Member	F	N	_
Nicholas Maweu	Vice Chairperson	M	N	_
EMALI/MULALA WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
George Mutiso	Chairperson	M	N	Y
Stacy W. Musembi	Vice Chairperson	F	N	Y
Aaron Mativo	Secretary	M	N	Y
Theresia Mutavuta	Treasurer	F	N	Y
Nicholus K. Ndolo	PWD Rep	M	Y	_
Nashon Muendo	Member	M	N	_
Rosalia N. Kitili	Member	F	N	_
Antony Kilonga	Member	M	N	_
Aggarwal Kiilu Ndivo	Vice Secretary	M	N	_
MAKINDU WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
John Ndambuki Nzioka	Chairperson	M	N	_
Benson Wambua	Vice Secretary	M	N	Y
Joyce M. Kathyoli	Treasurer	F	N	_
Catherine M. Kivungi	Female Rep	F	N	_
Elizabeth M. Mwania	Youth	F	N	Y
Mark Mwaluko	PWD Rep	M	Y	_
Yahya Khamis Kiio	Youth Rep	F	N	Y
John M. Ndeti	Male Elder	M	N	_
Maxwell Ndambuki .R	Secretary	M	N	_

NGUU/MASUMBA WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Patrick M. Musyoki	Chairperson	M	N	_
Francis Mutiso	Secretary	M	N	_
Magdalena Mutua	Treasurer	F	N	_
Anna K. Musyoki	Vice Chairperson	F	N	_
Miriam W. Ndetei	Vice Secretary	F	N	_
David Kikumu	Member	M	N	_
Haston Musyoki	Member	M	N	Y
Felix Muindi.M	Member	M	N	_
Ann Ndambuki	Member	F	Y	Y
NGUUMO WARD CLIMATE CHANGE PLANNING COMMITTEE				
NAME	DESIGNATION	GENDER	PWD	YOUTH
Jackson Ndunda	Chairperson	M	N	_
Monica M. Maithya	Vice Chairperson	F	N	_
Agatta Ndinda	Vice Secretary	F	N	Y
Shadrack Ndetei	Youth	M	N	Y
Benedict Mulwa	Member	M	N	_
Beatrice Mbuni	Women Rep	F	N	_
Rhoda Mutava	Religious Leader	F	N	_
Richard Nthuva	PWD	M	Y	_
Stephen Matenge	Secretary	M	N	_

Table 11 : PMC Members for the 12 FLLoCA Projects

Mukaa	Masongaleni
1. Alexander Kyengo Matu	1. James Mwaluko Ndambuki
2. Rose Daud Ndambuki	2. Everline Ndunge Philip
3. Salome Mutindi Musau	3. Felister Mukulu Mwanthi
4. Michael Mutua Kiio	4. Stellamaris Ndalana
5. Tracy Mwongeli Mutisya	5. Jackson Mutuku Maswili
6. Joseph Masila Josiah	6. Patrick Ndambuki
7. Samson Musyoka Muindi	7. Titus Kyalo
8. Gladys Kiende Mitwamwari	8. Johnson Mulinge
9. Cyrus Mwendwa Mutungwa	9. Faith Peter
Kisau – Kitetka	**Kithungo – Kitundu**
1. George Makau	1. John Kasyuki
2. Regina Nzioki	2. Dorcas Ngina
3. Mueni Daudi	3. Benson Mutua Paul
4. Salome Maweu	4. Bonface Mutuku
5. Monica Mutunga	5. Leornard Kitenye
6. Simon Mutua Mwangangi	6. Mercy Mutheu
7. Albanus Kioko Kyanya	7. Magdalene Kyule
8. Mukolya Maingi	8. Titus Munywoki
9. Cosmas Ndatu	9. Thomas Mukiti
Wote – Nziu	**Ilima**
1. Athanus Mutena	1. Ignatius Mutule Matata
2. Naomi Kioko	2. Paul Maingi David
3. John Ndambuki	3. Christine Mwikali Mbithi
4. Leonard Mukanda	4. Michael Mutia Kaio
5. Christine Kalima	5. George K. Mutevu
6. Felix Mbithi	6. Patrick Ndivo Kioko
7. Esther Muia	7. Serah N. Musyoka
8. Juliah Mwanzia	8. John Muthiani Masaku
9. Juliana Mutua	9. Catherine Mueni King'ola
10. James M. Nyingi	
Kathonzweni	**Kilungu**
1. Stephen M. Wambua	1. Felix Mule Masani
2. Bernice Kyalo	2. Joshua Mwalili Ngovo
3. Mbithi Mbaluka	3. Christine Nthamba Musyoka
4. Catherine Wambua	4. Bilha Mumbua Mukeku
5. Paul Wambua Kisilu	5. Daniel Kikuvi Mutua
6. Catherine Kimeu	6. Theresia M. Mutuku
7. Bonventure Kioko	7. Maurice Muthoka Kitila
8. Margret Ngelu	8. Faith Mwende Kimuyu
9. Elizabeth Kikuvi	9. Caroline Mulee Makau
Kwa Nzoongo	**Yandia**
1. Joseph Mulwa	1. Kyalo Thomas
2. Harrison King'oo	2. Richard Kyalo
3. Sarah Kiio	3. Esther Nzunguli
4. Simon Nthiani	4. Esther Musyoka
5. Maithya Muthoka	5. Antony Kilonga
6. Priscillah Ngomi	6. Nicodemus Nzyoki
7. Catherine Muindi	7. Simon Makau
8. Debora Kasyoka	8. Kambua Sammy

9. Boniface Musau	
Athi-Mavindini	**Kaiti 2**
1. Mary John	1. Athanus Mutena
2. Sarah Matuku	2. Naomi Kioko
3. David Munyao	3. John Ndambuki
4. Richard Nthiwa	4. Leonard Mukanda
5. Munyoki Ndambuki	5. Christine Kalima
6. Mwikali Samuel	6. Felix Mbithi
7. Paul Nyumu	7. Esther Muia
8. Nicholas Nzioka	8. Juliah Mwanzia
9. Benjamin Mwisa	9. Juliana Mutua
	10. James M. Nyingi

ANNEX 3: Synthesized Key Informant Interview (KII) Notes

Overview

Key Informant Interviews were conducted across Makueni, Kisumu, Isiolo, Kilifi, and Nyandarua counties to assess institutional functionality, community engagement, governance effectiveness, and alignment with FLLoCA and Locally Led Adaptation (LLA) principles.

Key Cross-County Findings

1. Institutional Readiness

Counties demonstrate varying levels of institutional consolidation:

- Makueni and Isiolo exhibit strong institutional grounding, with operational CCCUs, enacted CCCF legislation, and active WCCPCs.
- Kisumu shows partial functionality across wards.
- Kilifi faces institutional continuity challenges.
- Nyandarua has functional structures but requires stronger documentation systems.
- Counties with legislative anchoring and dedicated budget allocations demonstrate more coherent implementation.

2. Community Engagement

Participatory Climate Risk Assessments (PCRAs) remain the primary platform for engagement across all counties.

- Isiolo and Makueni reflect strong community ownership and inclusive participation.
- Nyandarua shows structured engagement, particularly around ecosystem resilience.
- Kisumu and Kilifi reported high engagement during planning but reduced involvement during implementation.
- Strengthening sustained participation beyond consultation phases remains a key priority.

3. Transparency and Oversight

Across counties, informants highlighted:

- Limited technical capacity at ward level
- Restricted access to project documentation
- Need for stronger transparency in fund allocation
- Project Management Committees (PMCs) are active but require enhanced technical support to strengthen oversight.

4. Grievance Redress Mechanisms

GRM functionality varies:

- Makueni and Nyandarua demonstrate operational systems with room for procedural strengthening.
- Isiolo requires improved follow-up and documentation.
- Kisumu and Kilifi require further operationalization to enhance accessibility and credibility.
- Strengthening decentralized, gender-sensitive grievance pathways would enhance accountability.

Overall Reflection
The KII findings indicate strong foundational governance structures and high community interest across counties. However, strengthening institutional continuity, transparency, technical capacity, grievance mechanisms, and sustained inclusive engagement will be critical to enhancing the effectiveness and equity of FLLoCA implementation in future CCRI cycles.

ANNEX 4: Survey Instrument

PARTICIPATORY FGD MEETING GUIDE

To be administered during the County Participatory FGD Workshop (Community members (segregated by gender, age, ability), CSO groups, Ward Climate Planning Committees, Project Management Committees, etc.,)

Introduction and Consent from the respondents:

We/I_____, are/is a representatives of Natural Justice. We/I are/is undertaking an assessment of community engagement and access to climate finance under the FLLoCA program in Kenya with the aim of establishing the efficacy of FLLoCA as far as community access to climate finance is concerned with specific objectives as follows:

- Assess Community Engagement: Evaluate the extent to which FLLoCA has enabled community participation in climate governance, particularly among marginalized groups.
- Identify Best Practices: Document effective approaches for community-level climate financing that enhances climate action.
- Analyse Barriers to Access: Identify key obstacles communities face in accessing FLLoCA funds and utilizing them effectively.
- Provide Actionable Recommendations: Develop concrete recommendations to strengthen the effectiveness, accessibility, and sustainability of climate financing initiatives in Kenya.

Given your experience and proximity to the program, you are invited to participate in this Focus Group Discussion in line with the study objectives. Your insights will be invaluable in helping us understand the realities on the ground and inform future improvements to the program.

Participation is voluntary, and the information you provide will be treated with strict confidentiality. Please note that your participation is completely voluntary, you may choose to skip any question or withdraw at any time without any consequences and all information you share will be treated with strict confidentiality. We will not record your name or any identifying information unless you give us explicit permission.

Do you consent to participate in this FGD? **YES** _____or, **NO**_____

If yes, please provide the name of the county, ward, location, sub location, and village
_____
_____
_____

General Questions:

1. What changes in weather or climate have occurred in recent years (e.g., rainfall, drought, floods)?
2. How have these changes specifically affected your daily lives, livelihoods, and natural resources?

Awareness & Participation in FLLoCA

3. Are you aware of FLLoCA? How did you learn about it?
4. What do you understand as the purpose of FLLoCA?
5. Have you or your community participated in any FLLoCA-related activities? Please name the activities?
6. How were different social/livelihood groups involved in the activities?

Accountability and ownership

7. How was the community involved in Participatory Climate Risk Assessment (PCRA) and county climate action planning process?
8. What was the contribution of the community to the PCRA and climate action planning process?
9. What is the community contribution to implementation of the FLLOCA projects?
10. What are strategies for accountability, ownership and managing issues to do with handover of completed projects to communities and ensuring sustainable governance and mechanisms for operations and maintenance?
11. Who are the community representatives in the FLLOCA/climate governance structures in the county and how were they selected?

Access to Funds

12. Have you or your group accessed any climate finance? What processes were involved in applying or receiving the funds?
13. How about FLLoCA? Have you or your group accessed it? What processes were involved in applying or receiving the funds?
14. What successes and or barriers exist in accessing these funds (FLLoCA and any other funds)?

Inclusion & Equity

15. How were women, youth, PWDs, and Indigenous groups involved in consultations?
16. Do these groups have meaningful decision-making roles or were they just informed?
17. Are there any groups that feel excluded? Why?
18. What could be done to improve inclusion?

Recommendations

19. What aspects of FLLoCA have worked well in your community?
20. What changes would make the program more responsive, transparent and inclusive?

Natural Justice

ASSESSMENT OF COMMUNITY ENGAGEMENT AND ACCESS TO CLIMATE FINANCE UNDER THE FLLOCA PROGRAM

This questionnaire is part of a study conducted by Natural Justice to assess community engagement and access to climate finance under the FLLoCA program in Kenya. Your responses will help identify best practices, barriers, and opportunities to improve climate finance accessibility and governance. Participation is voluntary and all responses will be kept confidential.

Section I: Demographics

1. Gender: [ ] Male [ ] Female [ ] Other
2. Disability Status: [ ] Yes [ ] No
3. County: _____
4. Sub-county/Ward: _____
5. Occupation: _____
6. Education Level: _____
7. Are you affiliated to any of the following? Women's group [ ] Yes Youth Group [ ] Yes Cooperative [ ] Yes Indigenous people [Yes] Others [Name]

Section 2: Climate Change Awareness

1. How would you rate your level of awareness about climate change on a scale of 1 to 5? (1 being the least and 5 being highest awareness levels)
2. What climate-related changes have you observed in your area? (Open-ended)
3. In what ways, if any, have these climate-related changes influenced your day-to-day activities or sources of livelihood? (Open-ended)

Section 3: Community Engagement in FLLoCA

1. How would you rate your level of awareness about the FLLoCA program on a scale of 1 to 5? (1 being the least and 5 being highest awareness levels)
2. How did you learn about FLLoCA? (Open-ended)
3. Have you participated in any FLLoCA activities? [ ] Yes [ ] No
4. If yes, what kind of activities? (Open-ended)
5. How are community priorities identified in FLLoCA projects? (Open-ended)
6. Please briefly describe how the programme's objective and how works to achieve this objective (open ended)

Section 4: Access to Climate Finance

1. Have you or your group received any climate-related funding? [ ] Yes [ ] No
2. If yes, what was the source of the funding? (Open-ended)
3. How was the funding used? What successes did you register? (Open-ended)
4. To what extent on a scale of 1 to 5 was the funding received useful for your needs? (1 being least and 5 being highest)
5. What challenges did you face in accessing or using the funds? (Open-ended)

Section 5: Barriers to Access

1. What challenges have you faced in accessing climate finance? (Select all that apply)
   [ ] Lack of information
   [ ] Bureaucracy
   [ ] Discrimination
   [ ] Lack of capacity
   [ ] Others (specify): _____

Section 6: Inclusion and Equity

1. Do you feel your voice is heard in climate decision-making? [ ] Yes [ ] No
2. If yes or no, please explain (Open ended)
3. Are women, youth, persons with disabilities and Indigenous populations adequately represented in climate planning and decision making? [ ] Yes [ ] No
4. If yes or no, please explain (Open ended)
5. What can be done to improve inclusion and equity? (Open-ended)

Section 7: Governance and Accountability

1. Are you aware of a climate finance committee in your area? [ ] Yes [ ] No
2. If yes, which one? [Name]
3. Have you ever participated in a decision about climate projects? [ ] Yes [ ] No
4. If yes or no, please explain (Open ended)
5. Do you receive any updates or financial reports on climate projects? [ ] Yes [ ] No
6. If yes, have you raised any concern with the reports and or the projects? Was it addressed? [ ] Yes [ ] No
7. Are you aware of any committees or bodies responsible for managing FLLoCA funds in your area?
8. How are decisions made regarding which climate projects to fund?
9. Are community members involved in the decision-making process? If yes, how?
10. Is there transparency in how FLLoCA funds are allocated and spent? Please explain.
11. Are financial reports, information or updates shared with the community? If yes, how frequently?
12. Are there any mechanisms for the community to monitor or oversee the use of FLLoCA funds?
13. Have you ever raised a concern or complaint regarding FLLoCA implementation?
14. If yes, was there a formal grievance mechanism to address your concern?
15. How effective do you think the grievance redress mechanisms are?
16. What improvements would you suggest to enhance governance and accountability in FLLoCA?

Section 8: Recommendations

1. How much trust do you have in local leaders to manage climate funds?
2. Do you use a mobile phone or online platforms to access climate information?
3. What is the best way to receive updates on climate projects? (Radio, barazas, WhatsApp, etc.)
4. What would improve your access to climate finance? (Open-ended)
5. What recommendations do you have for improving the FLLoCA program? (Open-ended

KEY INFORMANT INTERVIEW (KII)

To be administered to government officials (Ministries, Departments, Agencies & Counties), CSO representatives, PMC, community leaders, national-level stakeholders, etc

Introduction and Consent from the respondents:

My name is_____, I am a representative of Natural Justice. We are undertaking an assessment of community engagement and access to climate finance under the FLLoCA program in Kenya with the aim of establishing the efficacy of FLLoCA as far as community access to climate finance is concerned with specific objectives as follows:

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- Provide Actionable Recommendations: Develop concrete recommendations to strengthen the effectiveness, accessibility, and sustainability of climate financing initiatives in Kenya.

Given your experience and proximity to the program, we would like to invite you to participate in a key informant interview. Your insights will be invaluable in helping us understand the realities on the ground and inform future improvements to the program.

Participation is voluntary, and the information you provide will be treated with strict confidentiality. You are free to decline to answer any question or withdraw from the interview at any time without any consequences.

Do you consent to participate in this interview? **YES** _____or, **NO**_____

KI1 #: _____Respondent Name: _____Agency Name: _____
Position _____ Location _____Phone Number _____ Interviewed by: _____ Gender of the Key Informant_____
Does the Key Informant Identify as a Person with Disability? _____

KEY REVIEW QUESTIONS:

Background & Role

1. What is your role in the FLLoCA program? Please provide context of your institution and its role in the broader FLLoCA programme including the geographic scope.
2. How long have you been involved in climate finance or governance in Kenya?

Community Engagement in FLLoCA

3. Who initiates the consultation process? At what stage are communities consulted (planning, budgeting, implementation)?
4. How are communities involved in identifying and prioritizing climate projects?
5. Are marginalized groups (e.g., women, youth, PWDs, Indigenous populations) adequately represented in the actual decision-making processes and finance administration?

6. How are marginalized groups represented in decision-making processes?
7. How are you involved in the administration or oversight of climate finance?

Access to Climate Finance

8. What mechanisms or structures exist for communities to access FLLoCA funds?
9. What challenges have you observed in fund disbursement and/or utilization?
10. What are some of the success cases of community access to climate finance under FLLoCA?

Governance & Accountability

11. Please describe the governance structure of FLLoCA and the roles these structures play in the administration of the programme. How are they identified and how do they interface with the communities?
12. How is transparency ensured in fund allocation and project implementation? Does the programme employ public disclosure policy when funds are disbursed to the counties or wards? How is this done and how frequent?
13. Are there any grievance redress mechanisms? If yes, please provide examples and how they have worked for the benefit of the communities.

Financial Management

Does your organizations/ministry/department/agency have a mandate over the management of FLLOCA funds at the county level or with donors? Yes/No.

If yes, please share your experience including the emerging issues and how they have been addressed/resolved or otherwise?

Screening and review of sub-projects

14. Please share with us how projects are developed and pipelined for funding under the programme. (Is it in consultation with the community members, who makes up the 'review committee', how long does it take?)
15. What does the review of the first round of FLLOCA sub-projects reveal about the projects flow from community participation and technical sustainability? (community-driven vs. top-down initiatives)

Deepening devolution

16. FLLoCA aims to enhance devolution by encouraging decentralization from county to village level. To what extent has this been realised/achieved in your opinion? What are the challenges encountered? What opportunities/innovative approaches could be applied to overcome the challenges?
17. FLLoCA supports ward consultations, community Project Monitoring Committees, Grievance Mechanisms, engagement with civil society and Indigenous Peoples Organizations (IPOs), and preferential access to government procurement. In your opinion to what extent has FLLoCA's participatory aspects have improved planning, budgeting, and citizen-led prioritization?

Recommendations

18. What improvements would you suggest to enhance community access and engagement? Are there any success cases? If yes, please share the projects, counties, wards and the changes these projects have made in the community.

Other comments

19. Do you have any other comments?

For the Full Report Scan this Code.

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