

# Climate Change

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## Mainstreaming climate change resilience into development planning in Kenya

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## About the author

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The Ministry of State for Planning, National Development and Vision 2030 plays a key and strategic role in the overall structure of government and administration in Kenya. Its mandate is to facilitate and coordinate the national development planning process and to provide leadership in national economic policy management.

The International Institute for Environment and Development (IIED) is an independent, non-profit organisation promoting sustainable patterns of world development through collaborative research, policy studies, networking and knowledge dissemination. IIED's Climate Change Group works with partners to help secure fair and equitable solutions to climate change by combining appropriate support for adaptation by the poor in low and middle income countries, with ambitious and practical mitigation targets.

# Introduction

Climate change impacts are likely to undermine planned development outcomes in a number of countries, and pose significant challenges for the resilience of many livelihoods and ecosystems. Development planning responses play an important role in addressing these challenges, and integrating climate change resilience into these responses is fast emerging as a major policy agenda item.

Between November 2011 and October 2012, government staff from diverse backgrounds came together at a course facilitated by the International Institute for Environment and Development (IIED) at the International Centre for Climate Change and Development (ICCCAD) to share and reflect on their countries' experience and needs around integrating climate change into development planning. Based on these discussions, they identified three building blocks for successful mainstreaming: an enabling environment, policies and planning, and projects and programmes.

The enabling environment for mainstreaming includes the political will to make climate policy and the information services that guide it. The second block — planning and policy — includes policy frameworks together with institutional arrangements and finance mechanisms. The projects and programmes block takes mainstreaming to the project level. The three blocks are non-hierarchical and non-sequential; in some cases, strategic planning led by technocrats may come before high-level political will, or a country may be pursuing important development goals mainly through individual projects.

This country report reflects experience in Kenya against the building blocks framework.

Climate change and climate variability pose major threats to the environment, to economic growth and to sustainable development in Kenya. Some estimates place the cost to Kenya of droughts and flooding at about 2.4 per cent of GDP. Climate change will affect all sectors of the economy. In the face of new uncertainties, economic diversification from national to local level will be needed to reduce reliance on any one source of income. Agriculture, which accounts for about 20 per cent of GDP, is very sensitive to climate change — meaning that agricultural systems will need to adapt to ensure provision of adequate food for a growing population, and to improve production of export crops. Trade and industry rely on infrastructure and services such as water, energy and transport, and are vulnerable to disruptions caused by droughts and heavy rains. Tourism, an important source of foreign exchange, depends on a wide range of environmental resources, such as the abundance and diversity of wildlife, which will be adversely impacted by climate change.

The evidence of climate change in Kenya is unmistakable. Temperatures have risen throughout the country. Rainfall patterns have become irregular and unpredictable, and when it rains, downpour is more intense, according to the Kenya Meteorological Department (KMD). Extreme and harsh weather is now the norm in Kenya. More specifically, since the early 1960s, both minimum (night) and maximum (day) temperatures have been on a warming trend. The minimum temperature has risen generally by 0.7°C to 2.0°C and the maximum by 0.2°C to 1.3°C, depending on the season and the region, according to the KMD. These changing climatic (rainfall and temperature) patterns have had adverse impacts on Kenya's socioeconomic sectors.

Moreover, current projections indicate that such impacts will only worsen in the future if the world does not implement measures that result in deep cuts in the anthropogenic greenhouse-gas emissions responsible for climate change.

Kenya is a water-scarce country. The natural endowment of renewable freshwater is low, and water resources are unevenly distributed in both time and space. Climate change will worsen this already precarious situation as it affects the main hydrological components of precipitation and run-off. This will alter the spatial and temporal availability of water resources. Serious droughts have occurred in the last four consecutive years. Major rivers show severe reduced volumes during droughts, and many seasonal ones completely dry up. The consequent crop failures in 2009, for instance, placed an estimated 10 million Kenyans, or one fourth of the entire population, at risk of malnutrition, hunger and starvation. Droughts reduce the production of not only staple food crops such as maize but also other major crops such as tea, sugarcane and wheat. This increases imports (maize, wheat and sugar) and reduces exports like tea, weakening the country's balance of payments.

This evidence is drawn from data that has been collected and analysed with the help of the KMD, the Kenya Agricultural Research Institute (KARI), and other research organisations such as the Kenya Institute for Public Policy and Research Analysis (KIPPRA). KARI, a semi-autonomous government agency helps in assessing adaptation in relation to food security.

# 1. Enabling environment

## 1.1 Political will

March 2013 saw the implementation of the new Kenyan constitution and this was celebrated by peaceful democratic elections at national and county levels. At the time of writing, a new national government has yet to be formed, and devolved (county) assemblies are also being established. The information in this report refers mainly to the pre-election circumstances.

Kenya has the political will to mainstream climate change adaptation in its planning processes as reflected in the Kenya Climate Change Action Plan (KCCAP), which also indicates the level of Kenya's commitment to low-carbon development.

The country has a climate change committee at the national level, chaired by the prime minister. The committee does the overall coordination of mainstreaming climate adaptation in the country. The prime minister's round table is undertaken every quarter with stakeholders to discuss climate change adaptation. These include the line ministries, and agencies, non-state actors such as the Kenya Association of Manufacturers (KAM), the Kenya Private Sector Alliance (KEPSA), individual industries and national NGOs such as the Kenya Climate Change Working Group (KCCWG), the Kenya Forest Working Group, Pact-Kenya and Forest Action Network (FAN). There are also international NGOs including the Africa Wildlife Foundation, WWF, the International Union for Conservation of Nature, OXFAM and Care, among others, which undertake environmental conservation and climate change-related activities. The prime minister was allocated one hour in parliament every week to answer queries regarding to climate change adaptation.

The Ministry of Environment and Mineral Resources (MEMR) is the lead agency and has a climate change secretariat tasked with coordinating the implementation of the action plan to operationalise the National Climate Change Response Strategy (NCCRS) and other climate change activities. Other agencies within this ministry include the National Environmental Management Authority (NEMA) – the designated national authority with responsibility for approving Clean Development Mechanism (CDM) projects, and the KMD, whose mandate is research, prediction and dissemination of

climate change information as well as issuing early warning of extreme weather events, and the Department of Resource Survey and Remote Sensing charged with continuous monitoring of natural resources in Kenya.

It should be noted that coordination and governance are spread across different government ministries and agencies. Other government ministries and agencies involved are: the Office of the Prime Minister (OPM),<sup>1</sup> the Ministry of Forest and Wildlife, the Carbon Finance Unit (CFU) under the Ministry of Finance, the Ministry of Planning, National Development and Vision 2030, and the Ministry of Development of Northern Kenya and other Arid Lands. All of this shows the level of commitment technocrats have in pushing up the climate change adaptation agenda. Political will is demonstrable by both politicians and technocrats in the government, the parliament and beyond.

The impact of political will on mainstreaming is that the country has managed to prepare the 2010 NCCRS and the 2012 National Climate Change Action Plan (NCCAP). This has been done under the political leadership of the Minister for Environment and Mineral Resources and the technical support of the Ministry of Environment. There are efforts to embed climate change in 'Vision 2030' – the country's development plan for the next 17 years. This will ensure that climate change adaptation is mainstreamed in the medium-term plans, sectoral plans, ministries' strategic plans and county development plans. Climate change mitigation and adaptation are emphasised in the country's medium-term plan for the period 2013–2017. Kenya is looking at a low-carbon development pathway. Climate change adaptation has been mainstreamed into the county profiles (precursors of development plans) that were prepared under the leadership of District Development officers (economists), charged with the responsibility of coordinating development activities at the district level. The 2010 constitution established 47 counties in the country. At the time of writing, climate change adaptation had been mainstreamed in all of them.

Further demonstration of Kenyan political will is the decision by the Ministry of Planning to introduce use of the 'Threshold 21' (T21) model. This is based on system dynamics and is designed to support national development planning. The model integrates in a single

<sup>1</sup> The OPM will be replaced in the new government arrangements.

framework the economic, social and environmental aspects of development. Customisation of the Kenya T21 is unique as it fully incorporates the impacts of climate change across sectors and selected mitigation and adaptation measures. Economists conduct a series of policy-neutral and policy-intervention forecasts with T21, to show the current and future trajectory of national development in Kenya and assess the implications of climate change under different scenarios and adaptation measures on national development, within the context of Vision 2030.

The T21 model shows how annual temperature and rainfall patterns will impact on the sectors of agricultural,

energy, water and forestry, among others. The model shows that temperatures will increase steadily from 23°C (2010) to 28.02°C (2050). This represents an increase in temperature by 5.02°C and implies a further increase. The model shows that rainfall patterns have been irregular and will be unpredictable. For example, in 1980 average rainfall was 800mm. It declined to 600mm in 1984, increased to 1,000 (1990), 1,300 (1997), reduced drastically to 600 (2000), and increased to 1,200 in 2008. This evidence helps policymakers plan for the future as it is now evident that the trend will continue in the future without a reduction in greenhouse-gas emissions.

## 2. Policy and planning

### 2.1 Policy frameworks

The NCCRS was the first national policy document to fully acknowledge the reality of climate change in Kenya. The NCCAP is the logical next step to enable the country to reduce its vulnerability to climate change and improve its ability to take advantage of opportunities that work in the area of climate change offers.

The NCCRS has been guiding policy decisions since its launch in 2010 through documented evidence of climate impacts on different economic sectors, and proposed adaptation and mitigation strategies to enhance the country's climate change response. The NCCRS has already led to action in responding to climate change in Kenya. The country's cumulative spending and other commitments between 2005 and 2015 total US\$2.728 billion for projects classified as having a 'significant' climate change component. Since these initiatives represent partly a development and partly a climate focus, the figure does not reflect estimated 'pure' climate finance in Kenya.

The NCCAP takes action to the next stage of implementation, providing the analysis and enabling mechanisms to make a step change in progress. It supports efforts towards the implementation of the 2010 constitution and the attainment of Vision 2030; it also encourages people-centered development, ensuring that climate change actions help the country move towards its long-term development goals.

The preparation of a comprehensive climate change policy commenced in September 2012 as a result of the analysis emerging from the action-plan process. The policy will provide the basis for future legislative frameworks and outline the broad vision and governance for addressing the growing implications of climate change. In order to actualise the recommendations of the action plan, the government recognises the need to anchor it in an appropriate legislative framework.

The multi-sectoral nature of climate issues implies that a broad range of sector policies and regulations – like environmental conservation, energy, manufacturing, natural resources or foreign direct investment – are of relevance. The Energy Act 2006 and the Kenya Forest Policy specifically provide for carbon-finance activities. Several key documents address environmental and

energy concerns. These include the Environmental Management and Coordination Act of 1999 (EMCA), energy policy, the Energy Act 2006, and the Forest Act 2005. The National Environment Action Plan Committee is mandated to produce National Environmental Action Plans inclusive of recommendations for policy and legislative approaches, and providing an opportunity for policy and legislative shifts in favour of adaptation.

The policy documents on climate change in Kenya are the NCCRS and its action plan. Kenya takes climate change and its impact on development seriously, considering it a cross-cutting issue that will be mainstreamed into the planning process both at the national and county levels and in all the sectors of the economy. The 2013–2017 medium-term plan provides a singular opportunity to incorporate climate change concerns into the national development plans. It sets out the five-year national priorities toward Vision 2030 and will build on both the NCCRS and its action plan to incorporate climate change programmes and projects into the next planning cycle.

The NCCRS<sup>2</sup> was launched in June 2010. Efforts are also there to embed the strategy in the Vision 2030, a national blueprint protected from political interference by future governments through a sessional paper that has been prepared by the Ministry of Planning. Once embedded in Vision 2030, the country will be sure of mainstreaming, even under future governments. The strategy supports mainstreaming of climate change.

Chapter 4 of the 2010 constitution implies a rights-based approach to the mainstreaming adaptation. The bill of rights within the constitution addresses the issues of food, health and water security among other security issues that climate change adaptation includes. According to section 43(1) of the constitution, every person has the right to (a) the highest attainable standard of health and healthcare services, including reproductive healthcare; (b) accessible and adequate housing, and reasonable standards of sanitation; (c) freedom from hunger and adequate food of acceptable quality; (d) clean and safe water in adequate quantities; (e) social security; and (f) education.

Climate change has been integrated in past planning cycles, if at a very low scale. Previous development plans at the district, sectoral and national levels do not have much to do with integrating CCA. Planners have

<sup>2</sup> Officially launched on 27 March 2013, just as this paper went to press.

concentrated more on environmental mainstreaming at the expense of climate integration. This might be as a result of the misconception that environmental integration leads to climate mainstreaming. But unpredictable climate patterns have given the country a wake-up call and will focus attention on climate change adaptation in the 2013–2017 planning cycle.

## 2.2 Institutional arrangements

Development of the NCCAP facilitated consideration of an appropriate institutional framework for climate governance in the country. At the highest level, the National Climate Change Council (NCCC) oversees and guides the integration of climate into the national development and policymaking processes. The council ensures that climate change is treated as a cross-cutting developmental and environmental issue. A National Climate Change Secretariat within the coordinating ministry offers the day-to-day technical coordination for all matters on climate change and will be responsible for the national reporting obligations.

Although Kenya has made remarkable strides in prioritising environment and climate change in its development agenda, it is important to note that coordination and governance are spread across different government ministries and agencies. Before the recent election, the government ministries involved were:

- The OPM which houses the NCCC and is charged with the overall climate change coordination and provision of guidance on climate change activities to the implementing sectors and the stakeholders;
- The Ministry of Environment and Mineral Resources where the NCCRS secretariat sits with the wider mandate of implementing the strategy and coordinating sectoral climate change activities. Other agencies within this ministry include NEMA, with the responsibility of approving carbon mitigation projects; and the KMD, whose mandate is research, prediction and dissemination of climate change information as well as issuing early warning of extreme weather events;
- The Ministry of Forest and Wildlife under which the Kenya Forest Service (KFS) falls, in charge of the 'REDD Plus Readiness Plan';

- The CFU under the Ministry of Finance, tasked with climate change policy financing and investment and enhancing public-private participation in carbon projects;
- The Ministry of Planning, National Development and Vision 2030 whose planning division is mandated to mainstream climate change in development plans, while district development officers coordinate mainstreaming at the local level;
- The Ministry of Development of Northern Kenya and Other Arid Areas within which the Arid and Semi-Arid Lands (ASAL) secretariat sits – focal point for all agencies interested in building resilience particularly to drought in arid and semi-arid lands, working in close partnership with the National Drought Management Authority (NDMA).

The NDMA has a more specialist focus on the technicalities of sound drought management (for example, to operate an effective early warning, contingency planning and response system). Climate change affairs are clearly spelt out in the functions of the Ministry of Environment and Mineral Resources.

The National Climate Change Focal Point (NCCFP) undertakes coordination of climate change activities, located in the Ministry of Environment and Mineral Resources. The role of the NCCFP is to coordinate national climate change activities, liaise with the UNFCCC secretariat, and assist the National Climate Change Activities Coordination Committee (NCCACC) and technical working groups.

The NCCACC, a technical, multi-sectoral, multi-stakeholder group, coordinates the activities of the government on climate change. It has some 25 members drawn from ministries, local authorities, the private sector and universities. The NCCFP is the convener and secretary of the NCCACC.

The NCCACC has two co-chairs, one of whom is currently vice-chair of the Intergovernmental Panel on Climate Change (IPCC) while the other is the KMD deputy director. It operates under terms of reference that include advising the government on the implications of commitments under the UNFCCC and other UN agencies on issues related to climate change. It has technical working groups established along the thematic

lines of the convention: greenhouse gas inventory; vulnerability and adaptation; mitigation options; training, education and public awareness; and sustainable development including research and systematic observations.

These arrangements are effective in mainstreaming climate change adaptation in government planning. Climate change is a multi-sectoral phenomenon that requires concerted and coordinated efforts. With a well-defined chain of command, the coordination exercise becomes simple. There are desk officers in all ministries, charged with sensitising government officials to adaptation and coordinating their climate change activities.

The MEMR has been understaffed; a number of districts do not have officers to coordinate climate adaptation issues. The lead agency does not have enough officers qualified in the area of climate change. This is because climate change adaptation is a relatively new arena. There is a need to train MEMR on adaptation, as climate change is an emerging dynamic field. The ministry has the relevant information on climate change adaptation as can be seen in the NCCRS.

### 2.3 Financial frameworks

The NCCAP is an ambitious programme, requiring substantial funding. The total estimated investment costs required to adapt to climate change impacts and to implement the low carbon development options it contains is estimated to be 1 trillion Kenyan shillings (US\$12.76 billion) from 2013 to 2017.

The NCCRS was costed, if only in a broad-brush study, and estimates are being refined through the development of the NCCAP that has eight sub-components. The T21 model will help the country come up with indicative costs of climate change, which have been entered in the national budget with implementation through

line ministries, including energy, environment, water, agriculture, roads and forestry.

The local-level resource mobilisation is performing well. For example, 2.5 per cent of national revenue goes to constituencies every year via the Constituency Development Fund (CDF). Three per cent of the CDF is used to implement climate change adaptation projects. The Community Development Trust Fund (CDTF) is also used to fund adaptation.

The NDMA was gazetted on 24 December 2011, and as such has a legal basis. A new agency under the Ministry of Development of Northern Kenya and Other Arid Lands, it will coordinate all activities within the drought cycle. The National Drought Contingency Fund (NDCF) and the Drought and Disaster Contingency Fund (DDCF) will also be established. The NDCF is meant for early drought response and the DDCF for rapid-onset disasters. The overall coordination of drought response in the country lies with the ASAL secretariat. It works across all sectors to ensure that the full range of ASAL interests is adequately addressed within all sector policies, strategies, and programmes. In the devolved levels (counties and sub-counties), District Steering Groups coordinate disaster management under the technical assistance of drought management officers.

However, just like many developing economies, Kenya relies heavily on donors to fund its climate adaptation programmes and projects – either through bilateral agreements or global funds. The funding is highly unpredictable and volatile depending on international commitments and priorities of donors. In many cases the funds are not adequate. For instance, the Kenya REDD programme requires US\$13 million to be implemented fully, yet the World Bank has provided only US\$3.4 million.

The largest three development partners are AFD, AfDB, and the World Bank, followed by DFID, Danida, the IFC and KfW.



### 3. Programmes and projects

Projects are an entry block for mainstreaming. They allow government to make projects climate proof. They also build capacity in terms of information required for mainstreaming planning.

The government is currently implementing a number of climate adaptation programmes. Table 1 shows some adaptation programmes/projects currently being implemented by the government.

**Table 1. Climate adaptation programmes and projects in Kenya.**

| Title   | Donor        | Channel   | Financing type | Amount           |
|---|--------------|-----------|----------------|------------------|
| Fast Start Climate Change Programme 1 and 2   | Denmark      | Bilateral | Grant          | US\$10.7 million |
| Adaptation Learning Programme for Africa  | Finland/DFID | Bilateral | Grant          |                  |
| Risk Management Strategies for Adaptation to the Impacts of Climate Change in the Kenyan Highlands  | Germany      | Bilateral | Grant          | US\$3 million    |
| Agriculture: Pilot program on optimising resources in climate-resilient food production   | Danida       |           | Grant          | US\$0.36 million |
| Disaster management: Improve the resilience of vulnerable people through disaster risk reduction for climate change and climate change adaptation | Netherlands  |           | Grant          |                  |
| Agriculture: strengthen the capacity of poor households to adapt to climate variability and change  | Finland      | Bilateral | Grant          |                  |
| Energy generation   | AfDB         |           | Loan           | €39 million      |
| Energy generation   | AfDB         |           | Loan           | €25 million      |
| Energy Efficiency   | AfDB         |           | Loan           | €30 million      |
| Energy distribution and enhancing connectivity  | AfDB         |           | Loan           | €47 million      |
| Energy transmission   | AfDB         |           | Loan           | €27 million      |
| Energy generation   | AfDB         |           | Loan           | €25 million      |
| Promoting renewable energy  | AfDB         |           | Loan           | €20 million      |
| Promoting renewable energy  | AfDB         |           | Loan           | €150 million     |
| Promoting renewable energy and geothermal energy  | AfDB         |           | Loan           | €56 million      |
| Renewable energy and energy efficiency  | AfDB         |           | Loan           | €30 million      |

## Conclusion

Kenya has developed an ambitious programme of work and investments to address climate change through a series of linked initiatives as set out in the NCCAP. Many of these are related to climate adaptation. The government sees adaptation as a means through which to sustainably lift the climate-vulnerable poor out of poverty, despite the vagaries of climate change. The political will of the new government to address climate change has yet to be demonstrated – but the implementation of the NCCAP will be ample evidence of it.

To be effective the policy framework requires a legislative backbone. A climate change bill was debated

inconclusively in the last parliament; the new one now has the opportunity to ignite this debate and push for legislation.

The NCCAP provides an outline of an institutional framework for national and devolved agencies to tackle issues of climate adaptation and low-carbon development. Meanwhile, the Ministry of Planning has gone about the difficult task of mainstreaming climate change into development planning. County governors and their assemblies will be able to play a prominent role in implementing climate adaptation planning and investments.

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**Table 2. Summary of experience in Kenya against the building block framework**

| <b>Enabling environment</b>  |  |  |
|--|--|--|
| <b>Political will</b>  | <b>Information</b>   |  |
| Political will responsive to UNFCCC, parliament debates, local demands.<br><br>It is for both politicians and technocrats.   | Sources of information include historical data from Kenya Meteorological Department, Kenya Agricultural Research Institute, Department of Survey & Remote sensing.<br><br>Kenya Institute for Public Policy Research and analysis, Institute for Policy Analysis and Research, Kenya National Bureau of Statistics analyses the data.<br><br>Kenya National Bureau of Statistics generates the data, though at a low scale. Climate change is a relatively new science, and still dynamic. |  |
| <b>Policy and planning</b>   |  |  |
| <b>Policy framework</b>  | <b>Institutional framework</b>   | <b>Financial framework</b>   |
| NCCRS (2010)<br><br>Process going on since 2011 to develop an Action Plan to operationalise the strategy<br><br>Most ministries have established climate change desk officers or units to coordinate activities<br><br>Efforts to amend existing climate-related policies and legislations to make them climate smart<br><br>Ways to integrate climate change into the County Development Plans, Sectoral Plans, and Medium-Term Plan are being explored<br><br>There are efforts to embed climate change in 'Vision 2030'   | OPM<br><br>NCCC<br><br>MEMR (the climate change secretariat, and NEMA)<br><br>Ministry of Forestry & Wildlife (REDD PLUS Programme)<br><br>Ministry of Finance (Carbon Finance Unit)<br><br>ASAL Secretariat, National Drought Management Authority (NDMA), District Steering Groups   | NCCRS costed<br><br>Threshold T21 model developed to help factor in climate impacts on development<br><br>The country is in the process of developing an action plan to operationalise the strategy, though a few things like greening schools/Kenya programme are ongoing<br><br>Financing mechanism: design part of KCCAP<br><br>Local level mobilisation (CDF, CDTF, NDCF, DDCF)<br><br>Over 90% of climate finance came from external sources in terms of loans (62%) and grants (38%) in 2012 |
| <b>Programmes</b>  |  |  |
| Fast Start Climate Change Programme 1 and 2<br><br>Adaptation Learning Programme for Africa<br><br>Risk Management Strategies for Adaptation to the Impacts of Climate Change in the Kenyan Highlands<br><br>Partners for Resilience Programme<br><br>Agriculture: pilot program on optimising resources in climate resilient food production<br><br>Disaster management: improve the resilience of vulnerable people through DRR for climate change and climate change adaptation, strengthen the capacity of poor households to adapt to climate variability and change<br><br>Energy generation Promoting Renewable energy, like wind in Lake Turkana<br><br>Promoting geothermal energy like Olkaria III, etc<br><br>Energy efficiency<br><br>Energy distribution, enhance connectivity<br><br>Energy transmission |  |  |

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