

CRITICAL ANALYSIS OF THE BARINGO COUNTY INTEGRATED DEVELOPMENT PLAN (CIDP)

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1 LIST OF ACRONYMS

ASAL	Arid and Semi Arid Lands
CCA	Climate Change Act
CGA	County Government Act
CIDP	County Integrated Development Plan
ESIA	Environmental and Social Impact Assessment
GDP	Gross Domestic Product
GHG	Green House Gas
ICT	Information Communication and Technology
KEFRI	Kenya Forest Research Institute
KFS	Kenya Forest Services
KMD	Kenya Meteorological Department
KWS	Kenya Wildlife Services
MT	Metric Tons
MTRF	Medium Term Review Framework
MTEF	Medium Term Expenditure Framework
NAMAs	Nationally Appropriate Mitigation Actions
NAPs	National Adaptation Plans
NAPAs	National Adaptation Programmes of Action
NCCRS	National Climate Change Response Strategy
NCKK	National Council of Churches of Kenya
NCCAP	National Climate Change Action Plan
NEMA	National Environmental Management Authority
PFMA	Public Finance Management Act
SDGs	Sustainable Development Goals

2 INTRODUCTION

Planning is an integral part of the development process, according to the Public Finance Management Act (PFM 35 and PFM 126), it is the first critical stage of the budget process. The PFM 126 provides that every county shall prepare a development plan in accordance with Article 220(2) of the Constitution of Kenya for approval by the county assembly.

It is the duty of the county executive committee member responsible for planning to submit the development plan before the county assembly by 1 September of the planning year. The development plan informs the budget priorities for the coming year. The County Governments Act, 2012 (CGA),¹⁰⁴ obligates every county to develop an integrated plan, designate planning units' at all county administrative levels and promote public participation and engagement by non state actors in the planning process.

The county plans consist of the following;

- i. The County Integrated Development Plan (CIDP, which is a 5 year plan that informs the county's annual budget;

County Sectoral Plan (10 year plan);

- ii. County Spatial Plan, which is a 10 year plan using the Geospatial Information System (GIS), and is reviewed every 5 years;
- iii. City and municipal plans.

The CIDP reflects the strategic midterm priorities of the county governments. It contains specific goals and objectives, an implementation plan, provisions for monitoring and evaluation and clear reporting mechanisms. The plan generally contains information on investments, projects, development initiatives, maps, statistics, and a resource mobilization framework.

There is a set out CIDP planning guideline by the Ministry of Planning that was issued in May 2013. The first round of CIDP development was completed by the 1st of September 2013. It is important to note that the citizen participation that involves meaning full engagement in the process is mandatory by law, according to the CGA, 106(4) (CGA).

2.1 THE PURPOSE OF THE ANALYSIS

The purpose of this analysis is to bring out the opportunities and gaps that the county development blueprint brings with it in terms of climate change resilience building both for the communities and the ecosystem within which the county is formed. With this analysis we seek to understand the extent of recognition, integration and context of climate change in the CIDP. This report also elaborates the organization of the plan, and the main driver of action and budget, ie, looking at

whether the budget is activity driven, project driven or strategy driven. ie identify where the action is defined clearly in the plan and a budget is allocated.

The report has also Interrogated the implications this proposed action/strategy/project, to bring out the positive and negative impacts that come with it and affect aspects of the thematic areas of focus that are vulnerable to climate change, in this case environment , livelihoods and food security. With this the report has proposed in a general sense counter/control measures to the negative implication of the proposed action in the CIDP, using measurable indicators that correspond to an adaptation and/or mitigation action. An Interrogation of the existing legal and regulatory framework has been done, and a proposal on how it can be reorganized to support a climate resilient development agenda in the county given.

2.2 BRIEF SUMMARY OF RELEVANT CHAPTERS

The Baringo CIDP vision is to realize Baringo County as the most attractive, competitive and resilient county that affords the highest standard of living and security for all its residents. The county is also dedicated to transform the livelihoods of Baringo residents by creating a conducive framework that offers quality services to all citizens in a fair, equitable and transparent manner by embracing community managed development initiatives for environmental sustainability, adaptable technologies, innovation and entrepreneurship in all spheres of life. This vision and mission respectively in many ways implies the intention and good will the government has in resilience and sustainable development. These two cannot be achieved if the county is not deliberate in dealing with climate change and its impact on the community and ecosystems of Baringo.

The first chapter provides general information, background description of the county in terms of its area, administrative divisions, main physical features, settlement patterns, as well as a summary of data essential for making informed choices while planning. The county covers an area of 11,015.3 sq km of which 165 sq km is covered by surface water- Lake Baringo, Lake Bogoria and Lake Kamnarok. These are climate sensitive ecosystems and important livelihoods natural resource base. The rainfall varies from 1,000mm to 1,500mm in the highlands to 600mm per annum in the lowlands. The temperatures range from a minimum of 10°C to a maximum of 35°C in different parts of the county. Average wind speed is 2m/s and the humidity is low. The climate of Baringo varies from humid highlands to arid lowlands while some regions are between these extremes. Exotic forests exist in the county but the known indigenous forests are found in Kabarnet, Kabartonjo, Tenges, Lembus, Saimo, Sacho and Eldama Ravine. The population according to the population and housing census conducted in 2009 was 555,561, consisting of 279,081 males and 276,480 females, as at the time of development of this plan with an estimated inter censual growth rate of 3.3%. The population dynamics of a region is a big factor in determining the vulnerability of the community, thus these data sets and information on the background of the county are crucial in designing strategies for climate change resilience in the county.

In chapter two, the plan outlines major development challenges facing the county. In addition, it gives a SWOT analysis on crosscutting issues being experienced in the county. An analysis of sub-

sector's issues as identified in the medium term expenditure framework (MTEF) process is also discussed in the chapter, showing the policy thrusts, causes and strategies needed to solve them. Under this chapter, climate change is categorized under cross cutting issues, and therein the plan only mentions the effects of climate change in two sentences, but highly emphasizes on the issues of environmental degradation and pollution. Among other issues discussed in this chapter include, disaster management, poverty, gender inequality, and high population growth. All these issues discussed as cross cutting are very critical in determining the vulnerability level to climate change of the county, but they have not been appreciated in that light as they have been interrogated in isolation.

Chapter three of the maps out the development strategy and identifies the overall, social, economic, environmental and infrastructural goals that need to be incorporated in the development plan. The chapter also presents some strategic considerations for the formulation of the development plan. There is no mention of the interrelatedness of climate changes in achieving these goals, even under the environmental goals where climate change would be expected to feature.

Chapter four introduces the spatial framework for the development of the county. It establishes a context for the development of a spatial plan, which will be developed as per the requirements of the County Government Act. Even though according to the CIDP, the development of the spatial plan was proposed to be given immediate priority, as it is the basis of all economic industrial development in the county, the plan did not recognize that climate change has a big impact on ecosystems and development, and thus the thinking around the spatial planning would have included the elements of the county's space and its vulnerability to extreme weather conditions as caused by climate change. This section also identifies the major urban areas and how they are related to each other. It also briefly addresses the issue of housing policy and urbanization within the county but with no consideration on how this will be achieved hand in hand with building resilience both of the infrastructure, ecosystem and the community.

Chapter five has provided a framework for Baringo County Government to leverage ICT to increase public sector productivity by enabling the delivery of services for the people, communities and businesses. The adoption of ICT will also ensure open engagement and better-informed decisions as well as improving operations. There is also an opportunity for this infrastructure development to be used in improving early warning systems and climate information that informs development and response to extreme weather events in the county. One of the bottlenecks in early response to climate related disasters is lack of a reliable and accessible information infrastructure; the county would take this opportunity to enhance implementation of climate change adaptation and mitigation actions in the county.

Chapter six of the plan has brought to the front the eminent climate related disasters that the county faces perennially. The plan recognizes that there is also a great challenge that Baringo faces, in as far as disaster management is concerned and provides a framework for its management. It establishes a context for PDRA and work plan development. The plan has given prominence to the outcome of climate change related disasters and how to overcome them, but low visibility on how it

is going to deal with adaptation and mitigation issues, as a way of improving the resilience of the community and the ecosystem.

In chapter seven of the CIDP, the linkages between the County Integrated Development Plan, the Kenya Vision 2030 and the Constitution of Kenya is elaborated. A brief status of MDGs at the county level is also provided. The gap here is the glaring loss in the plan to align itself with the National Climate Change Response Strategy (NCCRS), and the National Climate Change Action Plan. These are great instrument that would benefit the county climate change response agenda to be in line with the national agenda, thus the county can easily draw support from the national government on matters of climate change response.

Chapter Eight: Contains a resource mobilization strategy for the county government. It indicates the resources available for capital projects development. It outlines strategies for raising revenue and their projections for the plan period. Strategies for asset management, financial management and capital financing are also outlined. These include strategies to expand the revenue generation, resource sharing with the central government and means of attracting external funding. There is opportunity for county governments to access climate financing for adaptation and mitigation, however the county of Baringo has not set out mechanisms to explore these options

In chapter nine the plan describes a framework for the management of investment in the county. It provides a mechanism for selection of projects and allocation of resources to devolve public resources beyond the county level. The missing link in this chapter is the consideration of climate change either as a factor of project prioritization or as a criteria for resource allocation to key sectors for example energy and agriculture, in which the rule of thumb and Maputu declaration were adopted as the ultimate basis for the allocations. It would shed more light if the county had a sense of the impact of climate change to the county's economy and the level of vulnerability of the county, so as to make rational decisions on resource allocation.

Chapter ten outlines the institutional framework and organizational flow to be followed in implementing the plan. It also outlines the stakeholders in the county, their roles and how their functions are accommodated to avoid duplication of efforts. This section also identifies the sectorial plans that will need to be developed. Climate change adaptation and mitigation should be a responsibility appreciated across ministries and sectors and an inter ministerial approach in combating climate change impacts is the recommended approach

Chapter eleven involves a programmatic identification of development priorities, projects and programmes also looks at the strategies to be put in place to realize the agreed upon programmes. Public participation in ward and sub-county fora held throughout the county were used in identification of the projects. There are also on-going priority projects and programmes in the respective MTEF sectors that had been identified and proposed for implementation in the plan period 2008-2012. Flagship projects relevant to the county have also been identified. The MTEF sectors are agriculture and rural development; energy; infrastructure and ICT; general economic, commercial and labour affairs; health; social protection, culture and recreation; justice; law and

order water and housing; public administration an internal relations; environmental protection, education and; governance.

Chapter Twelve: Elaborates on the implementation, monitoring and evaluation framework for all the projects. The proposed system is expected to boost efficiency and ensure projects/programmes are implemented according to approved proposals so as to realize targeted outputs and outcomes. Climate change adaptation and mitigation indicators should be developed and incorporated across the projects and programs and should be used as primary indicators of success in implementing these projects and /or programs.

3 PROJECTS, PROGRAMS AND STRATEGIES

The CIDP generally recognizes climate change as a cross cutting issue. The plan is organized in terms of projects , programs and strategies which then inform what the county has planned to do and the resource implications. These projects, programs and strategies are appreciated sector by sector in the CIDP. The sectors of priority captured in the CIDP include; Agriculture and Rural Development; General Economic Commercial and Labor Affairs; Energy, Infrastructure and ICT; Environmental Protection, Water and Housing; Education; Health; Governance, Justice, Law and Order; Public Administration and Internal Relations; Social Protection Culture and Recreation.

The report observes that every sector development has a paragraph on mainstreaming cross cutting issues; however, the mainstreaming of climate change has not been emphasized, despite the fact that this is a complex and sensitive issue, which requires concerted efforts across the ministries and sectors. There is also a missing link on how climate change adaptation and/or mitigation has been mainstreamed within the budget, it is generally assumed that a development project makes people more resilient, but from experience it has been proven that it is not always so. Resilience building is a deliberate process and needs rigor right from planning to financing. The CIDP ideally should commit to meet the cost of resilience building measures explicitly under the various strategies/projects. Another major observation is that the legal and regulatory framework towards a climate resilient county has also not been well captured within the plan.

3.1 COUNTY FLAGSHIP PROJECTS/PROGRAMMES

The county did prioritise flagships projects for the county which ranged from general economy sector were the county planned to undertake baselines, resource mapping and CIDP implementing environment. This would have been the opportunity for the county to undertake vulnerability and impact assessment of the county population, eco system and infrastructure. Other projects under flagship cut across the different sectors including land and urban development, water and irrigation, transport, health, tourism, education, agriculture livestock and fisheries, energy and youth. All these flagship projects have not been premised from a climate sensitive lens, though in their sense would be very effective in building the resilience of the county to climate change impact. It is therefore likely for the county to miss the climate change adaptation and mitigation premium on these projects since no baseline on vulnerability to climate change was done to inform development

3.2 ENERGY, INFRASTRUCTURE and ICT;

Energy basically focuses on Increase the matching grant approach to electricity with the Rural Electrification Authority (REA); Increase the length of all-weather roads, the county envisioned to initiate alternative sources of energy such as biogas, solar and wind energy source. The county also has planned to explore other sources of renewable energy and hold demos on alternative energy to schools, hotels and families. Proper vulnerability assessments must be done to avoid mal-adaptation. This generally involves massive improvements and new construction of roads in the county. The county also plans to improve drainage systems and bridges. There are a number of concerns that come with such an ambition, especially when it is noticeable in the plan that there was no provision for an environmental and social impact assessment, and a vulnerability assessment base to for the big infrastructure projects. Part of resilience building in this report we recommend that all huge infrastructure projects be preceded by an ESIA as a stop gap measure to increasing community or environmental vulnerability as a consequence of development projects. The county is determined to construct an ICT resort city, which would bring opportunities to more people especially those in the town in terms of business and employment, however they need to put in place measure of ensuring the town has the carrying capacity in terms of amenities to hold the growing population and the influx that is anticipated from the development, without which the communities and environment remain largely vulnerable.

3.3 HEALTH AND PUBLIC ADMINISTRATION

In the health sector the county has focused on building access to healthcare for children and equally on improving maternal care. Access to basic health services is a major indicator of vulnerability especially for women and children who are more often exposed. A strong emphasis has also been given to sanitation especially for children. This indicated that the county is sensitive to the reality that children are more vulnerable than adults. In line with this, the county proposed child friendly latrines are in primary schools for both boys and girls, and a rapid hygiene awareness on hand washing and community led total sanitation Programme.

Issues like pollution and waste disposal must be considered in connection with the given interventions, the student population ratio with the provided latrines and mechanisms to monitor access to and utilization of these resources by the targeted populations must be in place. The county has also embraced use of technology to provide quick health services to the community through mobile phones. It is also notable that the county planned to address the vector borne disease issues, which we all know that most vector are weather dependent and thrive in certain specific weather conditions. It would be more effective to also consider having sustainable ways of controlling the vectors even as the county is responding to the diseases. This would better reduce the exposure.

3.4 ENVIRONMENTAL PROTECTION, WATER AND HOUSING

This sector has emphasized more on ensuring access to safe drinking water across the county, thus resulting to massive building of water resource infrastructures including, dams, water pans, and wells, rightfully responding to the water need of the community. Scarcity of water at the downstream is a potential threat to the community if the projects are not well planned. There are several environmental protection initiatives including; tree planting, desilting of dams and water pans and improving irrigation schemes. The report observes that no vulnerability or environmental and social impact assessment is recommended, despite the fact that water, housing and environmental protection programs cause allot of disturbance to livelihoods and ecosystems.

3.5 AGRICULTURE AND RURAL DEVELOPMENT

The plan has captured how to improve the state of water resource provision, and both livestock and crop farming under this sector. Interventions around value addition of both animal and crop products is empowering, and also the plan to improve post harvest handling of farmers produce is a unique way of making farmers resilient because storage challenges especially under extreme weather conditions is a big deterrent to food security. Disease surveillance and control being one of the main interventions proposed in the plan. This is forward looking as one of the greatest livelihood impact of climate change is on mortality of animals as a result of infestation of weather related diseases, drought or flooding. The surveillance and control mechanism for both crop and animal diseases should not be ignorant of the variations that may occur in disease incidence and spread as a result of climate change and climate variability. Generally what is observed under the interventions is allot of building of enabling infrastructure both for crops and animal husbandry. The county under this sector has shown positive interventions around building adaptive capacity of the people themselves. Measures to enable the people of Baringo to make their own decisions on how to respond to climate shocks is a more sustainable approach in dealing with their vulnerability, the county has outlined many projects that are geared towards building the capacity of the communities to grow traditional/indigenous crops, value add and store food. On the other hand, there is also a lot of infrastructural development under this sector; however no provision for an environmental and social impact assessment made. These ESIA assessments should also be accompanied by a vulnerability assessment of both the community and the ecosystem, and these tools be used as critical baseline data for planning and decision making even as we pursue development

4 GOVERNANCE AND INSTITUTIONAL CAPACITY

4.1 COUNTY LEVEL Climate change POLICY

Climate change is a shared responsibility between the national and county governments as stipulated in the climate Change Act 2016. The County governments have the primary role of mainstreaming climate change into their functions, and prioritize where impact is felt the most. The law seeks to utilize CIDP's as a tool through which the NCCAP can be mainstreamed within the county context. Baringo does not have a County Climate Change Fund Bill; which is an opportunity that has been explored in various counties to enhance climate change interventions. The Baringo County government would need a steering committee with the mandate to establish mechanisms in preparation to accessing climate finance. This is the same case as four other counties in Kenya - Makueni, Garissa, Kitui and Wajir.

The county adaptation fund (CAF) approach, will consists of a pot of money from which communities through elected Ward Adaptation Planning Committees shall draw down from, to finance public good investments prioritized by local communities.¹ This move can be transformational, as it draws the county governments closer to accessing global climate finance, which is set to go up to US\$100 billion a year by 2020. Such funds, combined with the county's allocated annual development budgets, will mean an expanded financial resource base to invest in low carbon and climate resilient development programs and projects.

4.2 LEGAL AND REGULATORY FRAMEWORK

The Climate Change Act 2016 gives provisions for mainstreaming climate change in the counties. The law calls upon county governments to integrate and mainstream climate change actions, interventions and duties set out in the Act, and the National Climate Change Action Plan into various sectors within the county. The Act directs that the Governor of a county shall designate a County Executive Committee Member to coordinate climate change affairs. The act allow as a county government to enact legislation that further defines implementation of its obligations under the Act, or other climate change functions relevant to the county or such other related purposes.

The act provides for the county government at the end of every financial year, through the designated County Executive Committee Member to submit a report on progress of implementation of climate change actions to the County Assembly for review and debate, and a

¹ <http://www.adaconsortium.org/index.php/media-centre/press-release/273-Baringo-county-government-preparing-to-access-climate-finance.html>

copy of this report shall be forwarded to the Directorate for information purposes.

The county government will have to uphold the national values and principles of governance in Article 10 of the Constitution and the values and principles of public service in Article 232 of the Constitution; and be guided by the provisions of Articles 42 and 69 of the Constitution to ensure promotion of sustainable development under changing climatic condition. The county government needs to ensure integrity and transparency; participation and consultation with stakeholders in accordance with spirit of the Constitution of Kenya.

4.3 REQUISITE CAPACITY BUILDING

The county government needs to prioritize capacity building of its staff and stakeholders on climate change at all levels. The members of the county assemblies need to be enlightened on Climate change and the policy debates around it at National and global levels. The youth in schools and colleges will receive training on climate change as espoused by the CCA, 2016 where there climate change will be incorporated into various subjects and disciplines of the national educational curricular.

4.4 COORDINATION AND ACCOUNTABILITY

The office of the governor shall be the accounting office for climate change actions. The County government needs to establish a climate change council in the county where the Governor is the chair and county secretary will be the secretary to the council. Through a partnership policy, all the stakeholders addressing climate change in the county needs to be brought together to mainstream climate change actions in all interventions and avoid duplication of efforts.

4.5 TRACKING PROGRESS

The County Planning Unit (CPU) needs to institute climate resilience indicators in the planning processes. The County Monitoring Evaluation Committee (CMEC) shall be co-coordinated by the County Development Office to ensure that the climate change resilience building indicators are measured and followed through. This may be through quarterly inter-ministerial and stakeholder review meetings.

5 CONCLUSION AND RECOMMENDATIONS

5.1 GENERAL CONCLUSIONS ON CLIMATE CHANGE MAINSTREAMING IN BARINGO CIDP

- i. The CIDP recognizes climate change as a cross cutting issue, however it does not explicitly demonstrate how to deal with the impacts thereof. The projects and programs proposed are devoid of strategies towards making them respond to the shocks apprising from climate change.
- ii. Every sector development chapter has a paragraph on mainstreaming cross cutting issues to the projects, but this is only captured to the extent of describing other cross cutting issues and environmental protection but not climate change challenge and its impacts, it also does not describe the initiatives to reverse or mitigate the same.
- iii. Mainstreaming climate change is delegated to specific government office mostly NDMA. Climate change is a multi sectoral complex issue that requires concerted efforts; NDMA has a specific mandate which does not necessarily cover the entire array of issues arising for climate change. This is a major weakness in driving resilience development
- iv. The budgetary allocations in the CIDP are not cognizant of specific elements that are core in driving resilience, for example, all infrastructure development projects do not have a budgetary allocation for and environmental and social impact assessment, this already puts the ecosystem and communities at a risk of potential damage that may be caused in pre, during and post project implementation. Mainstreaming climate change in the budget though an intensive process is integral in sustainable development. The CIDP should commit to meet the cost of CC mainstreaming strategies under the various projects/programs
- v. A clear understanding of the legal and regulatory framework towards a climate resilient in the county missing. There is one officer in the county responsible for climate change, however from insights; the officer is strategically placed to pursue access to climate finance. Delinking climate projects with development projects is counterproductive and may cause resource duplication and wastages, though the idea of having dedicated fund for climate change is welcome. The success of administration of this fund entirely depends on the governance structure under which climate change adaptation and mitigation falls under.

5.2 GENERAL RECOMMENDATIONS ON THE CIDP CC MAINSTREAMING PROCESS;

- i. There is need for core policy and decision makers and implementers to appreciate the importance of climate proofing the CIDP, this is the sure way to realize good will and committed implementation and resource allocation towards the proposed, resilience building actions across all proposed county projects. Therefore allot more capacity strengthening on climate change is required especially for county officials.

- ii. As part of strengthening of mainstreaming climate change in development planning and implementation, there is need for a robust climate change legal and regulatory framework at the county level. Together with this should be an extensive capacity development , information and knowledge sharing to the county government technical team and the county assembly members
- iii. The impacts of climate change are likely to undermine planned development outcomes of the CIDP, posing significant challenges to the resilience of livelihoods and ecosystems. Mainstreaming climate change into the CIDP plays an important role in addressing such challenges. This concept needs to be well packaged and communicated across the stakeholders
- iv. Mainstreaming Climate Change Resilience into the CIDP is a major policy agenda that requires a properly constructed lobby and advocacy strategy with a major bias towards consultation and negotiation as opposed to confrontation. This is majorly ensuring active non state actor participation in the CIDP development process across the steps, and ensuring there is enough data /evidence base for the propositions given to government for adoption.

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