

THE TURKANA COUNTY INTEGRATED DEVELOPMENT PLAN (CIDP) ANALYSIS

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1 LIST OF ACRONYMS

ASAL	Arid and Semi Arid Lands
CCA	Climate Change Act
CIDP	County Integrated Development Plan
ESIA	Environmental and Social Impact Assessment
GDP	Gross Domestic Product
GHG	Green House Gas
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
NCK	National Council of Churches of Kenya
NCCAP	National Climate Change Action Plan
NEMA	National Environmental Management Authority
SDGs	Sustainable Development Goals

1. INTRODUCTION

The County Integrated Development Plan (CIDP) is the principal policy document at the county government that guides the national government, county government and development partners' engagement in the county in the realization of social economic transformation of the residents. The Turkana CIDP 2013-2017 is the first plan in the devolved government system. It was developed through a series of stakeholder consultative forums across the county. The plan gives the County Vision as "A prosperous, peaceful and just county with an empowered community enjoying equal opportunities", while the mission is "To facilitate socio-economic transformation of Turkana through sustainable use of resources to ensure a high quality of life for the people of Turkana County".

The CIDP is based on ten sectors: Agriculture, Water Services and Irrigation sector; Health and Sanitation Services Sector; Energy, Environment and Natural Resources Sector; Public Service, Decentralized Services and Disaster Management Sector; Tourism, Trade and Industry Sector; Pastoral Economy and Fisheries Sector; Human Resource and Development, Gender, Children and Social Services Sector; Transport, Roads, Housing and Public Works; and Education Sector. The CIDP espouses strategies and interventions in each of the ten sectors that will spur economic growth and development of Turkana County. The plan incorporated Vision 2030 and other national sector linkages, as well as addressing the Millennium Development Goals.

In the CIDP document, Chapter One and Chapter Two give the background information on the socio-economic and infrastructural information that has a bearing on the development of the county. The two chapters provide a description of the county in terms of the location, size, physiographic and natural conditions, demographic profiles and the administrative and political units. Most important to note is the fact that despite its rich natural resource base, the county has poverty index of 94 percent with a contribution of 1.3 percent to the national poverty. Chapter Three provides for the county spatial framework, while chapter four gives the Turkana County development analysis, the linkage of the County Development Profile with Vision 2030, the Medium Term Plans, Millennium Development Goals and the Constitution of Kenya, 2010. It also analyzes the major development challenges and cross-cutting issues that affect the development of the county. Chapter Five outlines the institutional framework and the stakeholders in the Turkana County and the roles that they play, as well as how their functions are accommodated to avoid duplication of efforts. Chapter Six outlines the resource mobilization framework, mechanisms and strategies for revenue raising, asset management, financial management and capital financing. Chapter Seven is the engine of growth of Turkana County because it provides details of their programmes and projects planned for implementation with the strategic priorities, performance indicators and budgets. Chapter Eight outlines the implementation, monitoring and

evaluation framework of the Plan's programmes and projects in compliance with Section 108(1) (c) of the County Government Act.

This is a desk review of the Turkana CIDP 2013-2017 providing a critical analysis of the CIDP with a broad assessment of the climate resilience gaps in the document and other plans in the county. This analysis provides a basis for the county to mainstream climate change in their planning. Mainstreaming climate change will contribute to addressing the increasing vulnerabilities of communities to climate change by strengthening county devolved systems in order to build community and ecosystem resilience to climate change.

1.1 ASSESSMENT OF CLIMATE CHANGE MAINSTREAMING IN THE TURKANA CIDP

The Turkana CIDP recognizes climate change as a deterrent to the development plans and gains. Right from the introduction of the CIDP emphasis is laid on climate change and environment. The CIDP explores the causes of climate change, the adaptation and mitigation measures, albeit in theoretical terms, but does not reflect the situation as is in the county. Moreover, climate change is not domiciled in any of the ten priority sectors, but is left as an add-on issue cutting across the sectors. This minimizes responsibility and leaves it at the mercy of any sector to address the issue. Consequently, climate change needs to be incorporated into policy and planning frameworks of all sectors of the economy. Just like at the national level where the President is the head of the Climate Change Council, the Office of Governor needs to oversee climate change issues. This is provided for under Climate Change Act, 2016.

The plan gives the County Vision as "A prosperous, peaceful and just county with an empowered community enjoying equal opportunities", while the mission is "To facilitate socio-economic transformation of Turkana through sustainable use of resources to ensure a high quality of life for the people of Turkana County". The vision and mission of the CIDP bears an inference to sustainability, equality and socio-economic transformation - aspects that cannot be realized if climate change matters are not addressed in the county. Climate change is real and its impacts in the county are evident.

In Chapter One of the CIDP, a detailed background of the county is given; in terms of the location, size, physiographic and natural conditions, demographic profiles and the administrative and political units. In addition, it provides information on infrastructure and access; land and land use; community organizations/non-state actors; crop, livestock and fish production; forestry, environment and climate change; mining; tourism; employment and other sources of income; water and sanitation; health

access and nutrition, education and literacy, trade, energy, housing, transport and communication, community development and social welfare. This chapter identifies climate change as an impediment to achieving the development plans laid out in the CIDP. It expounds on the effect of environmental degradation, impacts of climate change and proposes mitigation and adaptation strategies. The intentions to address climate change, as captured in this chapter, do not translate to any development plan/strategy/ project to address the matter in the rest of the document. The economy of Turkana is dependant on a natural resource base, livestock, fishing, and irrigated agriculture; however these sectors are climate sensitive. With the newly discovered oil and water aquifers, it is likely that there will be all sorts of businesses and investments into the county. However the county needs to ensure its development is climate resilient and does not exacerbate the current situation. The county needs to provide the requisite frameworks to combat climate change and minimize its disruptions to sustainable development.

Chapter Two captures the county's socio-economic development, challenges and strategies. It gives a broad array of development challenges experienced in the county and some counter-measure strategies to alleviate these challenges. Most important to note is the fact that despite its rich natural resource base, the county has poverty index of 94 percent with a contribution of 1.3 percent to the national poverty. Environment and climate change is one of the cross-cutting issues identified as a deterrent to development in the county. It is identified alongside other issues such as HIV&AIDS, gender inequality, poverty and disaster management among others. When it comes to proposing strategies to address the matter, many of the strategies adopted are to address environmental degradation, not climate change adaptation or mitigation measures.

The spatial framework for Turkana County is captured in Chapter Three where the framework from which the ten year Spatial Plan for Turkana County will be developed, as per the requirements of the County Government Act. Subsequent sections describe the overview of Turkana County on land use and settlement patterns, while the last section analyses the emerging issues that need to be addressed within the framework of the County Integrated Spatial Plan. Turkana County is the largest county of the 47 counties in the Republic of Kenya, covering an area of 77,000 square kilometers and accounting for 13.5% of the total land area in Kenya. The physiographic features in the county include low-lying open plains, mountain ranges and river drainage patterns. The county is endowed with a lake, which is a world heritage; it also has a number of rivers that flow into the lake. These include Rivers Turkwel and Kerio among others that are seasonal. The forest cover in the county is held in trust by the local government, where communities utilize all natural resources without many restrictions. There is no gazetted or surveyed forest in the county. According to the

Kenya Population and Housing Census (KPHC) 2009 results, the county population stood at 855,399. It was projected to have a total population of 1,036,586 in 2012 and 1,427,797 in 2017. These projections are based on a population growth rate of 6.4 percent assuming constant mortality and fertility rates. The increase in the overall population will call for more investment in economic and social facilities, such as health services, educational facilities and agriculture and livestock sectors, to provide food and employment opportunities. Settlement patterns in Turkana County correspond with natural resource endowment. Low population densities in the rural areas and high population densities in towns and market centers exhibit this where economic opportunities prevail. As a resource, Lake Turkana has influenced a high settlement pattern in the areas along it.

The population growth statistics and the unrestricted natural resource use and lack of ownership of land by the citizens are big threats to any climate change adaptation and mitigation measures to be proposed.

This chapter also captures emerging issues that need attention. One of the emerging issues is that farming alongside Lake Turkana has been identified as a major contributor to environmental degradation. The chapter is silent on climate change yet provides for a policy on environment to be developed in the county. The policy is to eliminate or reduce to the maximum practical extent the release of contaminants into the environment through Pollution Prevention (material substitution and source reduction) and Recycling.

Chapter Four provides the Turkana County development analysis. The chapter provides the linkage of the County Development Profile with the Kenya Vision 2030, the Medium Term Plans, Millennium Development Goals and the Constitution of Kenya, 2010. It also analyzes the major development challenges and cross-cutting issues that affect the development of the county. The chapter concludes with a highlight of the issues, their causes, the development objectives and strategies mapped to MTEF sectors and county functions as given in schedule four of the Constitution, 2010. This CIDP needs to align itself to the Climate Change Act, 2016; National Climate Change Response Strategy; National Climate Change Action Plan; National Adaptation Plan; and Nationally Determined Contribution. There is a need for the county to mirror this national response into their county planning structures. In addition, the county needs to change the section on Millennium Development Goals to align to the Sustainable Development Goals (SDGs). The SDGs calls for urgent action to combat climate change and its impacts by regulating emissions and promoting developments in renewable energy.

Chapter Five sets out the implementation matrix and identifies the institutional framework and organizational flow required for implementing the County Integrated

Development Plan, and outlines the stakeholders from each sector and the roles they are expected to play. Climate change requires goodwill from the top leadership of the county, without which the likelihood is low of it being prioritized as a core element in development design and rollout in the county. In the current structure, climate change is not anchored in any of the sectors prioritized in the county, but remains a cross-cutting issue. It is advised that climate change coordination sits on the highest office of the county for effective mainstreaming to be achieved. The chapter identifies various stakeholders and their activities in the county, and there is need to have concerted efforts to address climate change from all by all due to the global nature and trans-disciplinary nature of climate change. This will assure cooperation in building resilience and adaptive capacity to the adverse effects, developing sustainable low-carbon pathways to the future, and accelerating the reduction of global greenhouse gas emissions.

Chapter Six outlines the resource mobilization framework, mechanisms and strategies for revenue raising, asset management, financial management and capital financing. This chapter does not provide for deliberate action to raise funds for climate change mainstreaming, adaptation or mitigation actions. Therefore if any funds accrue for such activities, reporting may not be anchored on the CIDP. The county can take after the Climate Change Act of Kenya, which establishes the Climate Change Fund for Kenya.

In Chapter Seven, the CIDP offers detailed analysis and proposal of priority project and programmes that the County of Turkana would like to achieve in the next five years. The projects/programmes have been presented to align with the county sector focus alongside the Medium Term Expenditure Framework(MTEF). The programs do not have climate change resilience indicators attached to them, therefore making it impossible to measure the extent to which the CIDP will contribute to both community and ecosystem resilience to climate shocks, despite the fact that climate change is referred to as a cross-cutting issue. This needs to be put down in the CIDP in clear and distinct terms, for the county to show its commitment in delivering a low carbon and resilient development pathway.

Chapter Eight outlines the implementation, monitoring and evaluation framework of the Plan's programmes and projects in compliance with Section 108(1)(c) of the County Government Act. The projects/programmes have been aligned to the priority sector focus for the county government in correspondence with the National Medium Term Review Framework (MTRF). The matrices provided indicate the projects, monitoring tools and indicators, time frames, implementing agencies and stakeholder responsibilities. However, the implementation and monitoring frameworks need to capture specific climate change and resilience building indicators that are measurable,

and are monitored over time. The climate change indicators should be scored highly by the county when determining the success of projects and program delivery.

2 THE PROPOSED PROJECTS, STRATEGIES AND PROGRAMS IN TURKANA CIDP

This section seeks to evaluate the projects/programmes in various sectors as presented in the CIDP. The sector projects are interrogated using a climate resilience lens that analyses the climate change impact to the environment, the community, the adaptive capacity, the vulnerability and the resilience aspects of the projects. This section explores the sectors that affect food security, livelihoods and environment in Turkana.

2.1 Water services, Irrigation and Agriculture Sector

Water is a limiting factor for agricultural production in Turkana County. However, there are a number of potentials to develop water sources, for example, water aquifers, boreholes and surface water harvesting. For increased agricultural production there is a need to intensify irrigated agriculture for improved food security and increased household incomes. The projects in this sector focus on increasing agricultural productivity and outputs, and there is a need to promote sustainable land use practices and environmental conservation. If the projects were to be implemented as they are, the impact would be reduced water tables, increased water resource conflict, reduced tree cover and spread of livestock/human diseases. The projects propose intensified use of agricultural tools, seeds and inputs, as well as promoting alternative livelihoods to pastoralism.

For the county to be climate sensitive, conducting an Environmental and Social Impact Assessment (ESIA) to identify and assess the existing water facilities and rehabilitate the current ones before commissioning for new ones would be key. The county government needs to introduce legal land ownership to the farmers so that the farmers can have a sense of responsibility and can invest in land. The communities' capacity needs to be built on sustainable agriculture as alternative livelihoods to deter them from charcoal burning and unsustainable pastoralism practices such as overgrazing.

2.2 Energy, environment and Natural resources management Sector

The sector encompasses six sub-sectors, namely Kenya Wildlife Service (KWS), National Environmental Management Authority (NEMA), Kenya Forest Research Institute (KEFRI), Kenya Meteorological Department (KMD), Kenya Forest Service (KFS) and Energy Department. The core aim of this sector is to outline vividly the integrated plan to salvage the degrading environment and utilize the same with its natural resources sustainably. The range of proposed projects cover controlling invasive *Prosopis sp*,

Greening Turkana Programme to meet the 10% forest cover requirement, oil exploration and establishing a meteorological station in the county.

While this sector is key to climate change action, this has not been captured in the sector. There is a need to give zoning for *Prosopis* because as it were it plays a role of providing tree cover and has many other benefits on value addition. Greening Turkana County provides for tree planting and beautification of towns, a positive action as it plays multiple roles in climate change actions. It provides for carbon sinks-mitigation action, and some tree species provide fodder, food and furniture, among others.

The project to improve capacity of staff to disseminate weather information to a wider population within a short time is ideal and needs to deliberately cite climate change as one of the requisite subjects. Whilst dissemination of weather information is important, incorporation of ICT in the dissemination and using appropriate language is vital. This sector also advocates for exploration of renewable energy, such as solar and wind energy, which is a step in the right direction and is in line with SDG 13. Whereas the Oil and Gas Exploration and Exploitation as a project will boost the economy of Turkana, there is need to conduct through ESIA and Climate change proofing for the project to be sustainable.

2.3 Pastoral economy and fisheries Sector

In this sector, Turkana CIDP recognizes that a vibrant livestock industry can play a significant role to reverse the poverty levels and contribute to the county's economic growth. Lake Turkana has the potential of producing about 30,000 MT of fish annually, but the current annual production is about 9,000 MT. Therefore the projects proposed in this sector are meant to increase livestock and fishery productivity. The projects need take into consideration actions such as conduction Environmental Social Impact Assessment to be done on the proposed livestock terminal markets and livestock disease laboratories. There is a need to ensure proper waste management in the abattoirs and livestock yards, as well as give considerations on carrying capacity of the holding grounds so as to regulate pressure on resources. Grassland regions need to be earmarked and sustainable strategies of harvesting grass put in place.

2.4 Transport and Infrastructure Sector

This sector is charged with the responsibility of planning, designing, construction, maintenance and management of government assets in the field of built environment and infrastructure development. The assets in the built environment include government housing and offices, hospitals, learning institutions, prisons, courts and markets. Assets in infrastructure development include roads, storm-water and sewerage works, airports, footbridges and jetties. While the county is in dire need of this development, there is a need to ensure the construction projects are climate resilient, hence sustainable. In climate change matters, the transport and

infrastructure sector is both a victim and a perpetrator. On the one hand, transport infrastructure is particularly vulnerable to the effects of climate change such as higher temperatures, increased precipitations, and flooding. At the same time, transport is responsible for a good proportion of energy-related greenhouse gas (GHG) emissions, and is one of the sectors where emissions are rising the fastest. On the other hand, the county plans major road works, an airport, speed boats hence it is important to note that the county needs to institute measures that will prioritize a greener and more sustainable mobility. The choices made in building and expanding transport networks will irreversibly shape development in the county for a long period of time. That is why urgent steps are needed to ensure that transport development avoids locking in carbon-intensive or high-risk patterns. While investments in urban planning and public transportation pay off over the long term, they also entail high up-front costs, making it essential to scale up support from the willing 'climate smart' organizations. With the county being in planning transport infrastructure, this is the ideal time to ensure that transport planning incorporates climate-smart and low-carbon priorities.

2.5 Lands, Physical Planning and Urban areas Management Sector

Land is the most fundamental resource in any society because it is the basis of human survival. In Turkana County land has since time immemorial been held under the communal land ownership system, all land is vested in the county Government to manage on behalf of the citizens. There is minimal physical planning and unstreamlined management of urban areas. However, under the devolved Turkana County Government the sector of Lands, Physical Planning and Urban Areas Management is charged in ensuring proper land planning and management. With the upcoming projects, which intend to bring in land policies and regulations, there is a need to factor in climate smart land use and land use change taking into consideration that human activities related to land use influence the exchange of greenhouse gases between terrestrial ecosystems and the atmosphere, hence having an impact on climate change.

Spatial planning and modernization of Lodwar, Kakuma, Lokichoggio and other upcoming towns within the county as a project proposed in the CIDP may exacerbate the impacts of climate change or even be vulnerable to the impacts of climate change. The county needs to put in place policies and frameworks that guide this development with practical tools for addressing climate change through different urban planning processes while incorporating adaptation as well as mitigation strategies.

3 GOVERNANCE AND INSTITUTIONAL CAPACITY FOR CLIMATE CHANGE MAINSTREAMING

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 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 conditions. The county government needs to ensure integrity and transparency, as well as participation and consultation with stakeholders in accordance with spirit of the Constitution of Kenya.

3.1 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.

3.2 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 need to be brought together to mainstream climate change action in all interventions and avoid duplication of efforts.

3.3 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-ordinated by the County Development Office to ensure that the indicators are

measured. This may be through quarterly inter-ministerial and stakeholder review meetings.

4 Conclusions on Climate Change Mainstreaming in Turkana CIDP

- i. The Turkana CIDP (2013-2017) recognizes climate change as a deterrent to the development plans and gains. Therefore right from the introduction of the CIDP emphasis has been laid on Climate change and Environment.
- ii. The CIDP explores the causes of climate change, the adaptation and mitigation measures. However, climate change is not domiciled in any of the ten priority sectors, but is left as an add-on issue cutting across the sectors. This minimizes responsibility and leaves it at the mercy of any sector to address the issue. Consequently, environmental considerations need to be incorporated into policy and planning frameworks of all sectors of the economy.
- iii. Within the Turkana CIDP there is no direct budgetary allocation to climate change issues hence the office of the governor needs to deliberately allocate funds to climate change. Climate change adaptation and mitigation can be one of the criteria the governor can use for budget approvals for any projects.
- iv. There is need to replicate an enabling policy at the county level, similar to the Climate Change Act that can provide for legal, institutional and regulatory framework for climate change issues. The office of the governor can mainstream climate change by ensuring that all plans/projects have climate change component and or budget approvals to be based on climate change criteria such that each County Executive committee have to show climate resilience indicators in plans
- v. The Turkana CIDP 2013-2017 was mainly developed by consultants who involved the local stakeholders in validation and provision of data. 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.

4.1 General Recommendations on Climate Change Mainstreaming in Turkana CIDP

- a. 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.
- b. 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

- c. 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
- d. 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 to ensure 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.
- e. The current climate proofing exercise has made its gains by equipping the participants with tools, knowledge, information and perspectives of climate proofing CIDPs, however the real success would be to have this knowledge transferred and applied in the development of the new CIDP of 2017. PACJA using its influence and network on the ground should invest in lobbying for this approach as a best planning practice.

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