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# ISIOLO COUNTY CAPACITY NEEDS ASSESSMENT REPORT

## LIVESTOCK SECTOR



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## ACRONYMS

|             |   |
|-------------|---|
| AgGDP       | Agriculture Gross Domestic Product                          |
| AHADI       | Agile Harmonized Assistance for Devolved Institutions       |
| ASAL        | Arid and Semi-Arid Lands                                    |
| ASDSP       | Agricultural Sector Development Support Programme           |
| CB          | Capacity Building   |
| CNA         | Capacity Needs Assessment                                   |
| CCNA        | County Capacity Needs Assessment                            |
| CCBF        | County Capacity Building Fund                               |
| CCBP        | County Capacity Building Plan                               |
| CPSB        | County Public Service Board                                 |
| CEC         | County Executive Committee                                  |
| CDVS        | County Director of Veterinary Services                      |
| CO          | Chief Officer   |
| CRS         | Catholic Relief Services                                    |
| DRLSP       | Drought Resilience and Sustainable Livelihoods Programme    |
| DVS         | Director of Veterinary Services                             |
| FAO-UN      | Food and Agriculture Organization of the United Nations     |
| Kenya-RAPID | Resilient Arid Lands Partnership for Integrated Development |
| KVB         | Kenya Veterinary Board                                      |
| ILRI        | International Livestock Research Institute                  |
| MoU         | Memorandum of Understanding                                 |
| MWA         | Millennium Water Alliance                                   |
| NDMA        | National Disaster Management Authority                      |
| NGO         | Non-Governmental Organization                               |
| OIE         | World Organisation for Animal Health                        |
| PSC         | Public Service Commission                                   |
| RPLRP       | Regional Pastoral Livelihoods Resilience Project            |
| SPS         | Sanitary and Phytosanitary Measures                         |
| VSD         | Veterinary Service Delivery                                 |
| VS          | Veterinary Services   |
| USAID       | United States Agency for International Development          |
| WTO         | World Trade Organisation                                    |

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## EXECUTIVE SUMMARY

In August 2017, Bridge Africa was tasked by Millennium Water Alliance (MWA) to conduct a County Capacity Needs Assessment (CCNA) in Turkana, Garissa, Wajir, Marsabit and Isiolo Counties of Kenya. The assessment determined the capacity of the counties to effectively deliver services in three sectors; Livestock, Rangeland management, Water, Sanitation and Health(WASH). The main approach used by Bridge Africa revolved around the understanding that capacity development is an endogenous process of change that must focus on performance and results and be owned by those whose capacity is being developed. The CCNA took a participatory approach that identified capacities at three levels; Level I- Institutional capacity; Level II –organisation capacity; Level III- individual capacity. The assignment determined the capacity of Isiolo county to deliver devolved veterinary services. The specific objectives of the assignment were to;

1. Assess the current individual capacity of veterinary staff from the department of agriculture, livestock and fisheries to deliver devolved services;
2. Identify existing institutional and organisation capacity of the department of agriculture, livestock and fisheries to support veterinary service delivery;
3. Identify, validate and prioritize capacity gaps at the three levels of assessment and develop a capacity building plan.

The CCNA methodology used a participatory mixed method approach that involved literature review, Key informant interviews (KIIs) and administering of structured questionnaires to individual veterinary services staff . The CCNA was conducted in two phases; Phase I established the current county capacity to deliver veterinary services and Phase 2 developed a Capacity Building Plan (CBP) that validated identified capacity gaps and prioritized them. The CCNA exercise in Isiolo established the following existing capacity;

### **Institutional level**

Veterinary Services in the county are regulated by national level livestock and veterinary policies, strategies and acts. However, the national documents have broad statements that do not capture the policy direction needs of the county. This necessitated the county to seek assistance from organisations such as Agile Harmonized Assistance for Devolved Institutions (AHADI) and Frontier Counties Development Council (FCDC) to draft several legal and regulatory documents these included the;

- Isiolo County Agriculture Development Fund bill 2014
- Isiolo Abattoirs Bill, 2104
- Isiolo County Livestock Strategy and Action Plan 2015 – 2020
- Draft Isiolo County Livestock Policy 2016
- Isiolo County livestock sales yard bill 2016

Isiolo County livestock sector is under the department of Agriculture, Livestock and Fisheries. However, in terms of budgetary allocation, the sector is grouped with veterinary services and fisheries. The sector percentage development expenditure allocations for the period 2014 to 2017 were 4, 6 and 7 percent (%) respectively. This is low considering that livestock is the main revenue source for the county with over 80% of Isiolo county livelihoods supported by the livestock sector. In addition to the low budget allocation, the lack of fund decentralization from the county treasury was mentioned by study respondents as one of the key hindrances to service delivery. This was evidenced by that fact that all departments in the county had to keep making request to the county treasury as there were no prior fund disbursement to departments as agreed in the county budget plan. In addition, the fact that the Authority to Incur Expenditure (AIE) forms were only at Chief Officer (CO) and County Director of Veterinary Services (CDVS) level meant that sub-county functions were severely constrained as officers had to make trips to headquarters in Isiolo town to request for any payments. The CO and CDVS expressed their frustration with the staff at the county treasury as they did not prioritize veterinary issues and this greatly hampered the early response to disease outbreaks.

### **Organisation level**

The KII's indicated that the previous county government CO and County Executive Committee (CEC ) did not understand the mandate of the livestock sector and hence did not support the work plan activities. The CCNA findings found that the current acting CO had an agricultural background and the CDVS having being seconded from the national government and trained on strategic management understood the livestock sector mandate and was able to articulate the functions and vision of the sector. With regard to the organisation structure, the veterinary section has 43 staff composed of 20 technical and 23 support staff. Most of the staff are ageing and based at the headquarters with Merti and Garbatulla sub counties having only 3 technical staff to cover the vast areas. Furthermore, specialized functions such as laboratory diagnosis had no staff while hides and skin expertise had only one staff who was retiring. The current staff establishment structure was also lacking a deputy director and assistant directors roles. The CDVS estimated a 50% human capacity gap for the veterinary services section. The effectiveness of the Human Resource (HR) department was rated as poor. This was due to the lack of HR policies and manuals to guide staff recruitment and promotion. The poor performance of HR department was largely attributed to the fact that in the previous county government, the County Public Service Board (CPSB) and the governor had serious disagreements that resulted in a court orders that stopped the CPSB from carrying out its recruitment and promotion mandate.

### **Individual level**

The CCNA interviewed 60% (12 of 20) of veterinary services staff, of those interviewed only one was female. Most staff (n=7) had tertiary training as they were degree or diploma holders and two had postgraduate Master's degree training. The findings indicated that most staff (n=11) were knowledgeable of their mandate and of the veterinary functions that had been devolved. Of the 12 staff interviewed, only 2 felt that their ability to discharge their duties was greatly hampered by the position designated to them. One staff indicated they were not academically qualified to undertake the role given to them and the other staff felt that the role assigned did not match their academic training, skill and experience. The number of veterinary functions performed varied with the individual, on average the staff performed 7 of the 18 Veterinary Service (VS) functions. The most common functions performed were preventive health care services, passive and active disease surveillance and collaborating with other departments and institutions. Vector surveillance, promotion of use of quality drugs and safe feeds and offering breeding services were not performed. The frequency of performance and level of effort varied with the individual staff experience and if there were resources availed to support the staff to carry out the function. All staff indicated they had not been provided with Standard Operating Procedures (SoPs) to guide their service delivery activities. Most staff (n=11) indicated there was a service charter developed but it was never adhered to due to lack of human and financial resources.

During the validation meeting the livestock sector staff identified the following capacity gaps at each level of assessment;

### **Institutional level**

1. Staff lacked training on policy making process with 8 of 12 staff interviewed indicating they had taken part in policy development but found the task difficult due to lack of knowledge on policy cycle development;
2. Lack of decentralised funds to allow quick response to emergencies such as disease outbreak investigation.

### **Organisation level**

1. Lack of adequate numbers of technical staff to carry out scheduled work plan activities given the vastness of the county;
2. Submission of monthly reports by sub-county staff is irregular mainly due to lack of facilitation to carry out scheduled activities hence they have nothing to report;
3. CDVS is unable to submit the county monthly livestock disease status to the national Director of Veterinary Services (DVS) office. This is due to unnecessary bureaucratic procedures. Report has



- to go to CO,CEC and County secretary;
4. Lack of formal agreements with key partners to allow a common visioning of livestock department activities.
  5. Director has no deputy and assistant directors to manage key Veterinary Services ( VS) functions;
  6. Shortage of laboratory technicians, meat inspectors and leather development officers.
  7. Lack of succession plan given that 70% of staff will retire in the next 5 years;
  8. Lack of HR policies to handle staff issues such as recruitment, induction and promotion;
  9. Lack of Information on livestock numbers (census). County lacks an office to coordinate, catalogue and disseminate knowledge generated;
  10. Export abattoir has not been completed, there are no vehicles allocated to veterinary sector and there is only 1 functional diagnostic laboratory at Isiolo town the other 2 at sub county level have not been equipped and have no staff;

### **Individual level**

1. Lack of staff to cover vast county. Key skills lacking are hide and skin experts, laboratory technicians and meat inspectors;
2. Lack of procedures and policies for selecting staff to be trained;
3. Lack of funds to facilitate staff trainings;
4. Lack of a central repository reference office with internet connection;
5. Lack of welfare committee to lobby for staff promotion. Most staff (92%) indicated they would like offices build especially sub county level;
6. Staff have motorcycles to carry out services but they are not facilitated with fuel;
7. Most official communication is not documented.

The outcome of the validation meeting was the development of a Capacity Building Plan (CBP). The overarching areas of intervention suggested included;

1. Immediate decentralization of funds to departments and sub-county offices;
2. Procurement of vehicles to enable timely, efficient and effective service delivery especially in disease outbreaks;
3. Recruitment of more staff using the proposed organogram guideline.
4. Sub-County Veterinary officers are also administrators and will require strategic management and leadership training from Kenya School of Government.
5. All staff should be supported to attend Continuous Professional Development (CPD) courses as this is a legal requirement to ensure they are retained in the Kenya Veterinary Board register.

In conclusion the consultant makes the following recommendations

### **To the client**

1. The Capacity Building Fund (CBF) should be used to organise a training for human resource staff to sensitise them on their role and support them to;
  - Develop human resource manuals that will guide promotion, recruitment, induction and disciplinary processes in the county.
  - Organise consultative meetings with Public Service Commission (PSC), DVS and state department of livestock production, as they adopt the national scheme of service for all cadre of staff in the department of Agriculture, Livestock and Fisheries.
  - Conduct a training needs assessment and use the findings to develop capacity building plan and training projections for the department of Agriculture, Livestock and Fisheries.
2. The CBF should also be used to organise a sensitization workshop for county assembly members and county treasury. The workshop will lobby for decentralization of funds to departments as well as set modalities to increase funding to the livestock sector.
3. The CBF grant can be used to support the department of Agriculture, Livestock and Fisheries to take senior officers for strategic leadership and management training.

**To the County Government**

1. Increase annual budget allocation to the department of Agriculture, Livestock and Fisheries to a minimum of 10% of the total budget and honour budget lines set aside for staff training.
2. Decentralize funds to the department of Agriculture, Livestock and Fisheries using guidelines set in the Public Finance Management (PFM) act of 2016.
3. Adopt the proposed organogram and promote or recruit staff based on the scheme of service and suggested positions in the organogram.
4. Urgently recruit hides and skin experts and laboratory technicians.

## 1.0 BACKGROUND

Livestock keeping is the backbone of Isiolo County's economy, approximately 80 percent (%) of the county's inhabitants derive their livelihoods from livestock enterprises. The county is endowed with a substantial livestock resource base that includes 198,424 cattle, 398,903 goats, 361,836 sheep and 39,084 camels<sup>1</sup>. However, despite the significant role played by livestock in the socioeconomic development of the county, the agriculture sector in the fiscal year 2015-2016 only received 9.3% (278 million Kshs. ) of the total county budget. Out of this allocation, Livestock and Fisheries Department received Kshs. 209 million that went into development activities (Kshs. 126 million) and Kshs. 83 million on recurrent expenditure. The lack of adequate funding means that there is a serious service delivery constraint as the department cannot procure for equipment, vehicles and recruit staff. This has also been one of the main reasons that has prevented the county from completing flagship projects such as the Isiolo abattoir, setting up livestock feedlots and constructing sale yards and creating disease-free zones as envisioned in the Vision 2030<sup>2</sup>.

Bridge Africa ADC hereinafter "the consultant" was tasked by Millennium Water Alliance (MWA) 'the client' to conduct a County Capacity Needs Assessment in Turkana, Garissa, Wajir, Marsabit and Isiolo Counties of Kenya. The assessment determined the capacity of the counties to effectively deliver services in three sectors, livestock, rangeland management, Water Sanitation and Health(WASH). The client (MWA) is part of a coalition of America's charities working to bring clean and safe drinking water as well as sanitation to millions of the world's poorest people in Africa, Asia and Latin America. The Kenya Resilient Arid Lands Partnership for Integrated Development (Kenya RAPID) is one of MWA's flagship programmes in Kenya. The Kenya RAPID programme aims at mobilising financial and technical resources from development partners, national and county government as well as private sector to support sustainable and resilient livelihoods through improvement of water availability and water service delivery to people and livestock. The programme is also promoting sustainable rangeland management in Kenya's Arid and Semi-Arid Lands (ASALs) and will build on the successes and lessons from USAID's Kenya Arid Lands Water, Sanitation and Hygiene Programme (KALDRR-WASH) and the Swiss Development Corporation's (SDC) Water for Livestock (W4L) programme that were implemented in Northern Kenya from 2012 to 2014<sup>3</sup>. Kenya RAPID is building on four key lessons that have defined its strategic direction these are:

1. Strong county institutions are a necessary pre-condition to long-term sustainability of project outcomes;
2. Enhanced coordination and integration of development programmes across sectors results

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<sup>1</sup> The 2009 Kenya Population and Housing Census (KPHC).

<sup>2</sup> Isiolo County Livestock Strategy and Action Plan 2015 – 2020

<sup>3</sup> KALDRR-WASH was implemented in 5 counties: Marsabit, Garissa, Isiolo, Wajir, and Turkana. W4L was implemented in Garissa and Isiolo Counties of Kenya.

in wider impacts and efficient use of resources;

3. Encouraging private sector participation in WASH and livestock sectors leads to increased investment and more options for improved and financially viable water service delivery; and
4. Sustainability is assured when you empower communities with knowledge and ability to exercise rights and responsibilities for water and rangeland resources.

The overall goal of KENYA RAPID is to contribute to sustainable and resilient livelihoods for communities in the ASALs through three strategic objectives (SOs):

- SO 1: Support the set-up of a responsive and accountable county governance framework that is operational and ensures sustainable provision of water and pasture;
- SO 2: Replicate and operationalize scalable business models that offer sustainable WASH and livestock services; and
- SO 3: Ensure communities have increased access to sustainable WASH services and improved management of rangeland resources.

As part of the implementation of SO1, Kenya RAPID is setting up a County Capacity Building Fund (CCBF) that aims at supporting the implementation of a strong, responsive and accountable governance framework. The fund will go towards building the capacity of staff in the three target sectors thus improving their overall performance in delivering WASH, livestock and rangeland management services. The Kenya RAPID programme defines capacity as the “*sustainable creation, retention, and utilization of abilities and skills in order to reduce poverty, enhance self-reliance and improve people’s lives*”. The programme is cognizant of the fact that in the last five years county governments have made laudable progress in setting up governance and human resource structures. However, most of the county government structures are still at a nascent stage with challenges being experienced in delivery of services. To mitigate these challenges, counties have been receiving support from external sources which has inadvertently resulted in the promotion of dependency.

## **I.1 RATIONALE**

Capacity building has differing interpretations within organisations, however, all interpretations have a common conceptual thinking that recognizes that capacity building is a perpetually evolving process of growth and positive change that is central to determining the outcome of development endeavors. The world Bank defines capacity as the ability to access and use knowledge to perform a task. This means that capacity is specific to the task to be performed, the focus therefor becomes which task is being performed, by whom and for what. UNDP on the other hand defines capacity building as the process through which individuals, organizations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over time. In this definition, UNDP recognizes that capacity building is not a one-off intervention but an iterative process of design-application-learning-and adjustment. Additionally, the European Commission defines capacity as the ability of people, organizations and society as a whole to manage their affairs successfully. We can therefore infer that capacity building needs to be addressed at three levels for it to be successfully grown and nurtured: (i) Institutional level also known as enabling environment (ii) Organization level and (iii) individual level. These three levels influence each other in a fluid way and the strength of one

depends on and is determined by the strength of the others.<sup>4</sup> At the heart of the driving force to achieve capacity is a set of two skills known as *functional and technical capacities*. Functional capacities are essentially management and inter-personal skills that allow for stakeholder negotiations, effective work plan development, efficient budget planning and allocation, timely implementation, monitoring and evaluation of staff, projects, programmes and service delivery. Technical capacities are skills related to a given area of expertise and require specialized training to acquire. As a way of differentiating the two capacities, the consultants considered functional capacities as all-purpose skills while technical capacities as skills acquired through specific professional training in a particular discipline for example in the livestock sector animal health or livestock production training<sup>5</sup>. The 2010 constitution paved way for a devolved system of governance comprising of the central government and 47 county governments. The main objective of devolving power and resources is clearly articulated under Article 174 of the Constitution. In summary, devolution aims at tackling the deeply entrenched disparities between regions by shifting governance and resources from a highly centralized 'top-down' government to a more responsive 'bottom-up' form of government.

The ultimate goal of devolution is to reduce the unequal access of the population to basic services and address key drivers of conflict. Kenya's devolved governance systems is one of the most ambitious in the world, this is because it involves the simultaneous transfer of power and finances to an entirely new level of government<sup>6</sup>. Although the Constitution envisaged a three-year incremental transition and transfer of functions and resources. Most devolved functions were transferred to the new counties within the first six months following the March 2013 general elections. The 47 county governments quickly assumed responsibilities for delivering devolved services that included water services, health, agriculture and local infrastructure development. The central government was left mainly with a regulatory and supervisory role that involves policy development, standards setting and enforcement as well as capacity building and offering technical assistance to counties. This unintended quick transition led to a number of challenges in services delivery at county level. During the first year of its implementation, the Kenya RAPID programme in partnership with USAID AHADI worked with the five target counties to formulate and develop bills and policies in the livestock and water sectors. Through the same AHADI partnership, counties are now developing Natural Resource Management (NRM) bills and policies. However, the client noted that there was a human resource capacity gap that needs to be addressed so as to ensure counties are able to implement the developed policies and deliver effective, efficient and sustainable services to the community. It is under this background that the client tasked the consultant to carry out a County Capacity Needs Assessment (CCNA) of the livestock, WASH and rangeland management sectors in the five target counties of Turkana, Marsabit, Isiolo, Garissa and Wajir. The overall goal of the assignment was to participatory develop a county capacity building plan that the counties can use to access the CCBF. The CCBF funding will enable the counties enhance the technical skills of their staff and build effective and efficient institutions and organisation structures in the three target sectors.

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<sup>4</sup> Source: [www.capacity4dev.eu](http://www.capacity4dev.eu)

<sup>5</sup> Capacity Development: A United Nations Development Programme Advocacy Primer report (2009).

<sup>6</sup> Devolution without disruption : Pathways to a successful new Kenya November 2012. A world bank report funded by Australian Aid.

## **I.2 PURPOSE OF THE ASSIGNMENT**

The assessment determined the capacity of Isiolo county ministry of agriculture, livestock and fisheries development to deliver devolved veterinary services. The CCNA findings informed the participatory development of the capacity building plan and identified operational guidelines that will be used to set up and disburse the CCBF.

## **I.3 SPECIFIC OBJECTIVES**

1. Assess the current individual capacity of veterinary staff in the department of agriculture, livestock and fisheries development to deliver services;
2. Identify existing institutional and organisation capacity in the department of agriculture, livestock and fisheries development to support veterinary service delivery;
3. Identify, validate and prioritize capacity gaps at the three levels of assessment and develop a capacity building plan.

## **I.4 EXPECTED DELIVERABLES**

A comprehensive Capacity Needs Assessment livestock sector report for Isiolo County that includes;

1. Approach used to collect data;
2. Current individual, institutional and organisation capacity of the Veterinary Services Department to deliver on its mandate;
3. Capacity building plan that has prioritized capacity gaps and possible intervention strategies to address the gaps.

## 2.0 APPROACH AND DATA COLLECTION METHODS

### 2.1 APPROACH

The Capacity Needs Assessment (CNA) used a participatory mixed method approach that involved literature review, Key informant interviews (KIIs) and administering of structured questionnaires to individual staff in the department of veterinary services. The CNA was conducted in two phases; **Phase I established the current capacity of the county to deliver veterinary services** at individual, institutional and organisation levels while phase 2 was a validation of findings meeting. Catholic Relief Services (CRS), the implementing partner for the Kenya RAPID programme, was in charge of logistics and mobilisation of county veterinary services staff. At the onset of assignment, the consultants and county staff from the ministry of agriculture, livestock and fisheries development attended an orientation meeting. The one and a half day orientation meeting aimed at; 1. Training enumerators on the interoperability of Tool 1; 2. Informing the county government staff on the task at hand and getting their buy in to participate in the CNA exercise. Table I below is a framework matrix that was used to guide data collection.

**Table I: Capacity Needs Assessment Framework**

| Dimensions of Capacity Institutional Level I   | Existing capacity | Estimated capacity gap | Recommendation strategies |
|--|-------------------|------------------------|---------------------------|
| Policy and regulatory framework  |                   |                        |                           |
| Financing of sector framework  |                   |                        |                           |
| Dimensions of Capacity Organisation Level II   | Existing capacity | Estimated capacity gap | Recommendation strategies |
| Strategic management/leadership  |                   |                        |                           |
| Organogram and staff establishment   |                   |                        |                           |
| Human resources policy and processes-recruitment, promotion, succession and capacity development |                   |                        |                           |
| Information flow processes   |                   |                        |                           |
| Infrastructure   |                   |                        |                           |
| Inter-relationships  |                   |                        |                           |
| Dimensions of Capacity Individual Level III  | Existing capacity | Estimated capacity gap | Recommendation strategies |
| Job skills   |                   |                        |                           |
| Devolved function- frequency of performance and level of effort                                  |                   |                        |                           |
| Professional development   |                   |                        |                           |
| Performance/incentives   |                   |                        |                           |
| Relationships/interdependence  |                   |                        |                           |

## Phase 2 Development of the capacity building plan

In phase 2 , a one day validation meeting with staff from the ministry of agriculture, livestock and fisheries development was held. The CNA findings were presented to staff who then validated the capacity gaps identified and prioritized them. The validation meeting discussions were guided by the following capacity building plan matrix (Table 2).

**Table 2: County Capacity Building Plan (CCBP) Matrix**

|                                  | Capacity Level  | Existing Capacity Situation | Estimated capacity Gap | Capacity Gap Priority ranking |
|----------------------------------|---|-----------------------------|------------------------|-------------------------------|
| <b>(A): INSTITUTIONAL LEVEL</b>  |   |                             |                        |                               |
| 1.                               | Policy and Regulatory framework   |                             |                        |                               |
| 2.                               | Financing of sector   |                             |                        |                               |
| <b>(B): ORGANIZATIONAL LEVEL</b> |   |                             |                        |                               |
| 3.                               | Strategic Management  |                             |                        |                               |
| 4.                               | Organisation structure and staff establishment  |                             |                        |                               |
| 5.                               | Human Resource (HR) Functional process  |                             |                        |                               |
| 6.                               | Information flow processes<br>- Communication channels<br>- Clarity of reporting lines, disciplinary and grievance handling process |                             |                        |                               |
| 7.                               | Existing Infrastructure supporting service delivery   |                             |                        |                               |
| 8.                               | Inter-relationships   |                             |                        |                               |
| <b>(C) INDIVIDUAL LEVEL</b>      |   |                             |                        |                               |
| 9.                               | Job skill and experience  |                             |                        |                               |
| 10.                              | Devolved function performance   |                             |                        |                               |
| 11.                              | Professional development opportunities  |                             |                        |                               |
| 12.                              | Job performance incentives  |                             |                        |                               |

## 2.2 DATA COLLECTION AND ANALYSIS METHODS

A desk review of relevant literature informed the development of data collection tools that were presented to the client before commencing the field data collection. Three (3) data collection tools were



used in the assessment. Individual capacity assessment data was collected using Tool 1 which was a structured questionnaire that was digitalized and uploaded into an android mobile based application called AKVO-FLOW™. Institutional and organizational capacity assessment was assessed as KIs using Tool 2 and 3 respectively. Tool 2 and 3 were a set of guiding questions that were grouped into the thematic indicators shown in table 1 above. A number of techniques were used to analyse the data they included;

- Quantitative analysis- Tool 1 data was downloaded from the server, coded and exported into SPSS<sup>7</sup> for analysis.
- Open ended questions of Tool 2 and 3 were recorded and analysed using basic thematic sorting and frequencies where applicable.
- Data presentation was in form of charts and tables.
- Primary data findings were triangulated through review of literature.

### 2.3 ETHICAL POLICY

The study ensured all participants rights to anonymity was protected. This was achieved by providing the respondents with clear and sufficient background information about the study so that they could make an independent decision to participate or not to participate in the exercise.

### 2.4 STUDY LIMITATION AND MITIGATION STRATEGIES

**Table 3: Study limitation and mitigation strategies**

| <u>Limitation</u>  | <u>Mitigation Strategies</u>   |
|--|--|
| <p><b>Logistical</b></p> <ol style="list-style-type: none"> <li>1. Prior mobilisation was only done for livestock production staff not veterinary services</li> <li>2. Majority of staff were on vaccination and treatment activities in remote location with no mobile connectivity. Field exercise only managed to sample 45% of staff (9 out of 20) from the three sub-counties.</li> </ol> | <ol style="list-style-type: none"> <li>1. Consultant made personal phone calls to key staff (County Director of Veterinary Services (CDVS) and Sub-County Veterinary Officers) to mobilise staff.</li> <li>2. Consultant agreed with CRS to extend the enumerator contract to allow an extra 3 days for data collection. This did not bear fruit as the staff did not return to Isiolo town offices.</li> <li>3. Consultant was able to conduct phone interviews with 4 more staff to attain a sample size of 60% (12 out of 20).</li> </ol> |
| <p><b>Technical</b></p> <ol style="list-style-type: none"> <li>3. During enumerator training and pretesting of tool 1, it was noted that the questionnaire was too long.</li> <li>4. Operability of tool 1 had a restrictive functionality with regard to moving between the different sections of the questionnaire.</li> </ol>   | <ol style="list-style-type: none"> <li>4. Consultant team re-designed the questions before commencement of the 3 day data collection exercise.</li> <li>5. The ICT consultant from MWA was able to rectify the issue as well as address all issues arising from errors made during data entry.</li> </ol>  |

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<sup>7</sup> IBM Statistical Package for Social Sciences

## 3.0 FINDINGS AND DISCUSSIONS

### 3.1 LITERATURE REVIEW FINDINGS

The following documents were reviewed and used to triangulate the primary data collected from the KILs and individual interviews.

- Constitution of Kenya 2010
- Vision 2030 (2013)
- National Policy for Sustainable Development of Northern Kenya and other Arid Lands (2015)
- Public Service Commission: Human Resource Development Policy for the Public Service (2015)
- Revised Scheme of Service for Veterinary Services Personnel (2011)
- Revised Scheme of Service Leather Development Personnel (2015)
- Revised Scheme of Service Laboratory for Laboratory Services Personnel (2013)
- Draft Livestock Policy (2008) Revised in 2014
- Draft Kenya Veterinary Policy (2015)
- Veterinary Surgeons and Veterinary Paraprofessionals (VSVP) Act (CAP 366)
- Guidelines for delivery of Veterinary Services in Kenya (2014)
- Isiolo County Agriculture Development Fund bill 2014
- Isiolo Abattoirs Bill, 2104
- Isiolo County Livestock Strategy and Action Plan 2015 – 2020
- Draft Isiolo County Livestock Policy 2016
- Isiolo County livestock sales yard bill 2016

Below is a summary of the desk review findings:

#### **National Context**

The 2010 constitution assures Kenyans of the right to be free from hunger and to have adequate food of acceptable quality and safety so as to promote human health. It also assures consumers of goods and services of reasonable quality and access to information that will enable them gain the full benefit for the necessary protection of their health, safety and economic interests. The constitution devolved specified functions in the animal resource industry from the national government to the county governments and stipulates that the two levels of government would carry out their mandate in mutual consultation and cooperation. The constitution also recognizes that Kenya is a member of the international community and is therefore obliged to uphold the principles of international laws, treaties, conventions, protocols and agreements ratified by Kenya. The East African Community, the Constitutive Act of the African Union, the United Nations Charter and the World Trade Organization (WTO) agreements are some of the key international obligations that govern the livestock sector. The livestock sector contributes 12 percent (%) to Kenya's Gross Domestic Product (GDP), 40% to the agricultural GDP and employs 50% of agricultural labour force. It is estimated that 60% of Kenya's livestock herd is found in the Arid and Semi-Arid Lands (ASALs). The ASALs occupy approximately 80% of the country's landmass and are unsuitable for rain-fed crop agriculture but can support many species of domestic animals and wildlife. Approximately 10 million Kenyans living in the ASALs derive their livelihood directly from livestock. The important role played by livestock in reducing poverty levels and contributing to the nation's economic growth is emphasized in the twenty six (26) acts of parliament and in various government policy documents that cut across the agriculture, human health and environmental sectors. Key policy documents include the ninth National Development Plan – 2002 -2008, Poverty Reduction Strategy Paper (PRSP), Economic Recovery Strategy

for Wealth and Employment Creation (ERSWEC) 2003 - 2007, Strategy for Revitalizing Agriculture (SRA) 2004 – 2014, Kenya Vision 2030 and Agricultural sector Development Strategy ASDSP (2010-2020).

Over the past 5 years discussions on capacity building in the livestock sector have focused on;

- Supporting private sector through entrepreneur training and providing access to low interest loan facilities to deliver livestock services mainly extension and clinical services in ASALs;
- Reforming public sector livestock delivery services through drafting or review of policies and acts;
- Defining role of paraprofessionals in the delivery of livestock services;
- Securing reliable, low cost supply of quality health and production inputs;
- Broadening the scope of animal production research and increasing opportunities to transfer research technologies to farmers;
- Promoting livestock products value addition and Improving market access and linkages for livestock keepers<sup>8</sup>.

Veterinary Services (VS) are classified as a global public good for which the veterinary authority (Directorate of Veterinary Services) takes primary responsibility with regard to good governance and service delivery in accordance with national and international standards as well as public expectations. Veterinary governance must be within an effective, structured national legislative framework supported by appropriate financial and human resources. Kenya's veterinary service practitioners include government veterinarians who are assisted by animal health practitioners in the private sector and non-governmental organisations (NGOs). Veterinary practitioners are at the forefront of ensuring animal health, animal welfare, food security and safeguarding public health through promotion of good animal husbandry and food safety practices. The World Organisation for Animal Health(OIE), through a consensus process developed, adopted and published the Performance of Veterinary Services (PVS) pathway. The PVS pathway is the veterinary service governance standard that ensures OIE member countries progressively align their Veterinary Service Delivery (VSD) to internationally-recognized standards. These standards are aligned to the World Trade Organisation (WTO) Sanitary and Phytosanitary (SPS) agreement that allows countries that have attained quality standards access to regional and international markets. Kenya continues to build its capacity to adhere and implement OIE standards and guidelines while also ensuring that VSD functions are devolved to the county governments as outlined in the fourth schedule of the 2010 Constitution. Despite these efforts, VSD systems in the ASALs region of Kenya face numerous challenges, the main one being the lack of basic infrastructure. A study in eight African countries found a ratio of one animal health provider to 10,000 Tropical livestock Units (TLU), the recommended ratio is 1 to 3,500 TLU<sup>9</sup>. The KVB together with the Director of Veterinary Services (DVS) recently took steps to address the ASAL human resource gap through launching of a one year veterinary Internship Programme. It is hoped that once the young graduates work in the ASALs they will be able to be absorbed by the county

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<sup>8</sup> Kenya Veterinary Policy 2015

<sup>9</sup> Tropical Livestock Unit (TLU) are livestock numbers converted to a common unit. TLU is commonly taken to be an animal of 250 kg live weight. Conversion factors are: camel= 1.0, cattle = 0.7, sheep = 0.1, goats = 0.1, pigs = 0.2, chicken = 0.01.. See also [http://en.wikipedia.org/wiki/Livestock\\_grazing\\_comparison](http://en.wikipedia.org/wiki/Livestock_grazing_comparison).

government or recognize opportunities to set up private practices or input supply enterprises<sup>10</sup>. Another key limiting factor to private sector investment in ASALs is the frequent drought and shocks emergency response system in place that provides free drugs and vaccination to livestock keepers creating a dependency and unwillingness to pay for private veterinary services. The emergency response model needs to be reviewed, so as to involve local private practitioners to supply drugs and other inputs such as feed supplements during the emergency response. Their inclusion will incentivize them to remain in the region to offer services after the emergency.<sup>11</sup> Other policy documents guiding the governance of the ASAL livestock sector include the;

- Agricultural Sector Development Strategy ASDSP (2010-2020),
- Vision 2030;
- National Policy for the Sustainable development of Northern Kenya and other Arid Lands (ASAL policy);
- National Agricultural Sector Extension Policy (NASEP)
- Draft National livestock policy and related acts;
- Draft Kenya veterinary policy and related acts

**Agricultural Sector Development Strategy ASDSP (2010-2020)**- aims at ensuring food and nutritional security and transforming agriculture into a modern and commercially viable sector. The key strategy focus areas include reforming and streamlining agriculture research, extension and supporting regulatory agricultural bodies to increase their efficiency.

**Kenya Vision 2030 (2013)**- recognizes the importance of livestock production in the ASALs and seeks to exploit the potential for the benefit of the region and the national economy. The policy outlines three pillars that have direct relevance to the ASALs. The economic pillar seeks to achieve and sustain an average economic growth rate of 10% per annum. The social pillar strives to create a just, cohesive and equitable social development in a clean and secure environment and the political pillar seeks to build an issue-based, people-centered, result-oriented and accountable democratic system. The policy recognises that the ASALs represent over 80% of the total land mass of the country and have a land capacity of over 24 million hectares that can be used for livestock production. However, only 50% of this land is currently being exploited. With regard to the livestock sector the policy had two flagship projects. The first was the agricultural reform bill that paved the way for consolidation of agricultural policies and laws, streamlining and merging institutions so as to ensure a more efficient sector that can effectively deliver its mandate. The second was the setting up of five Disease-Free Zones (DFZ) in the ASAL regions with a mid-term target of setting up 2 DFZ, one at the coast region and the other at the Isiolo - Laikipia Complex. The DFZ project was also tasked with developing contingency plan for eleven trade sensitive diseases and supporting construction of a Bio Safety Level 3 (BSL 3) laboratory at the Central Veterinary Laboratory (CVL) in Kabete. However, the DFZ project has not begun, but the agriculture sector reform bill has been

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<sup>10</sup> Stakeholders' Workshop on Veterinary Service Delivery (VSD) in Underserved ASAL Counties of Kenya: Transition from VSD by CBAHWs to VSD by KVB Registered Practitioners. Held on 4<sup>th</sup> -5<sup>th</sup> October 2017. Organised by KVB,DVS, ICPALD and GALVmed.

<sup>11</sup> LEGS (2014) Livestock Emergency Guidelines and Standards, 2<sup>nd</sup> edition. Rugby, UK: Practical Action Publishing

drafted and has formed the basis for review of the agricultural Act Cap 318 which has paved way for signing into law of the Crop development bill; Agriculture and livestock research bill and the Agriculture fisheries and food authority bill.

**ASAL policy (2015)**- gives a road map that aims at strengthening the integration of Northern Kenya and other arid lands with the rest of the country. The ASAL Policy is cognizant of the need to strike a delicate balance between the quest for rapid development and the need to maintain and support the unique livelihoods system that best utilizes the variable and fragile ecosystem of the region. The justification of the policy is underpinned by the fact that poverty levels are highest in ASAL Counties. The policy advocates for 3 key areas relevant to the livestock sector

1. Use of alternative approaches to service delivery, governance and public administration that takes into consideration the nature of settlement and social organization. With this regard the policy reiterates the need to take into consideration the role of traditional systems of governance and administration in pastoral societies given their abiding relevance and influence.
2. The policy also recognizes and recommends the urgent need for development of infrastructure and human capital.
3. The policy seeks to strengthen the resilience of ASAL communities to drought and other climate related disasters. Interventions for this purpose target drought management and climate change, land and natural resource management, livestock production and marketing, dryland farming, livelihood diversification, and poverty and inequality.

The ASAL policy lays emphasis on strengthening the livestock sector. The policy has eleven (11) interventions geared towards improvement of livestock health, production and marketing. Some of these interventions include suggestions of veterinary legislation to allow Community-Based Animal Health Workers to treat livestock; develop more pragmatic measures for veterinary quarantine; strengthen disease control and surveillance; rehabilitate livestock marketing infrastructure; facilitate establishment of public-private partnerships between communities and local authorities; develop policy to recognize and facilitate cross-border livestock trade and movement; establish the Kenya Livestock Marketing Board; establish measures to extend finance to livestock producers, especially women; ensure that livestock-based food products enter the national food reserves; strengthen research and extension systems which are relevant to the livelihoods of ASAL livestock-keepers, including women and introduce livestock insurance schemes, particularly for pastoralist communities.

**National Agricultural Sector Extension Policy (NASEP),2012**- the policy recognizes that the performance of the agriculture sector over the last two decades has been steadily declining with an average growth rate of 3.5% per annum in the 1980s and 1.3% per annum in the late 1990s and early 2000s. The policy aims at reversing this trend through providing a road map to revamp extension services. This will only be achieved if there are deliberate efforts to increase funding to the agricultural sector to a minimum of 10% of the national budget as per the New Partnership for Africa's Development (NEPAD) Maputo Declaration (2003) and more recently the Malabo declaration 2013. Agricultural research and extension in Kenya have historically been considered public goods by virtue of the inability of subsistence farmers to pay for them individually. Extension service approach has evolved from more persuasive and educational approaches that saw extension officers visit farms every week and set up farmer and pastoralist demonstration plot/farms. This approach was top-down and lacked farmers participation as well as being highly demanding for manpower, time and financial resources. Based on review of best practices the government in collaboration with other stakeholders have now adopted a participatory and demand-driven extension approach. These are intended to tap farmer participation and private sector contribution in providing extension services. Some of these approaches include the Farmer Field Schools (FFS). The NASEP policy gives guidelines on the code of ethics and working standards for extension workers. It also offers models of extension services that can be used while being cognizant of;

1. Importance of partnering with all stakeholders key being NGOs and private sector;
2. Building the human capacity;
3. Using Information and Communication Technology (ICT) to reach clients or provide real time information for markets.

The two main policy documents directly involved in the governance of the Kenyan livestock sector are the **draft national livestock policy** also referred to as the sessional paper number 2 of 2008 (revised in 2014) and the **draft Kenya Veterinary Policy** (2015). The National Livestock Policy addresses challenges in the livestock sub-sector with emphasis on livestock breeding, nutrition and feeding, disease control, marketing, research and extension. The veterinary policy covers the governance of the country's animal genetic resource with particular bearing on sanitary considerations on a wide-range of animals beyond the farm-food animals. Both policies recognize that delivery of livestock health and production services whether in the form of preventive, curative or extension requires a skilled and adequately funded human resource. The policies recognize that the most sustainable use of ASALs is through pastoral production. They define pastoral production systems as systems in which at least 50% of the household gross revenue comes from livestock or livestock related activities. The policies tasks the two levels of government to partner with other stakeholders to support pastoralism and agro-pastoralism as viable production systems while encouraging diversification of the pastoral economy to hedge pastoral livelihoods against vulnerability to drought, floods and civil conflicts. Two regulatory institutions are recognized by the policies to secure the animal genetic resource base which is estimated to be 17.5 million cattle, 27.7 million goats, 17 million sheep, 3 million camels, 31.8 million domestic birds, 1.8 million donkeys and an undetermined number of companion, game and aquatic animals. The two institutes are the;

1. State Department of Livestock Production which is mandated to develop standards and policies on animal production, animal genetic resource conservation, rangeland resource management and promotion of internal and external market for livestock and livestock products. The department is also mandated with capacity building of counties and maintaining a national database for livestock resources. The main livestock production mandate for the counties is provision of extension services with regard to improved livestock husbandry practices to increase production, improved breeding management, livestock product value addition, improved local, regional and international market information and linkages. The county livestock departments are also mandated to promote sustainable rangeland resource management.
2. State Department of Veterinary Services is charged with the responsibility of formulating the Veterinary Policy in line with the constitution so as to guide the National and County veterinary mandates on disease surveillance, control and eradication of major livestock diseases in order to create an enabling environment for improved livestock production and support domestic and international trade.

The policies recognizes the following as the key challenges facing the livestock sector in the country;

- Low capacity of animal disease management due to underfunding and understaffing,
- Underdeveloped infrastructure for animal health and production,
- Limited value addition of livestock products before marketing,
- Weak marketing systems and products that lack compliance with sanitary measures,
- Low productivity of animals due to lack of good genetic potential and breeding practices,
- Constant drought shocks due to effects of climate change that result in pasture and feed shortages.
- Lack of Information on livestock population size, trends and distribution as there has been no comprehensive census done since 1988.

The veterinary policy also anchors the 26 acts of Parliament that currently constitute the legal framework of the animal resource industry. However, the policy is cognizant of the fact that some of the acts contain obsolete provisions and require alignment with the constitution as well as review to align with current trends in Veterinary Services.

The list below categorises parliamentary acts that currently govern veterinary services:

**Category 1: Acts applied wholly by the Veterinary Services Sector**

1. Animal Diseases Act, Chapter 364;
2. Meat Control Act, Chapter 356;
3. Rabies Act, Chapter 365;
4. Veterinary Surgeons and Veterinary Para-professionals Act, Chapter 366;
5. Branding of Stock Act, Chapter 357;
6. Prevention of Cruelty to Animals Act, Chapter 360;
7. Cattle Cleansing Act, Cap 358;
8. Hides, Skins and Leather Industry Act, Chapter 359.
9. Draft Veterinary Medicine Directorate (2017)

**Category 2: Acts applied by Veterinary Services and other sectors**

1. Public Health Act, Chapter 242, in collaboration with the Ministry responsible for human health;
2. Food, Drugs and Chemical Substances Act, Chapter 254 , in collaboration with the Ministry responsible for human health;
3. Pharmacy and Poisons Act, Chapter 244, in collaboration with the Ministry responsible for human health;
4. Narcotics Drugs and Psychotropic Substances Control Act, Chapter 245, in collaboration with the Ministry responsible for human health;
5. Pest Control Products Act, Chapter 346, in collaboration with the Ministry responsible for Crop Agriculture;
6. Stock and Produce Theft Act, Chapter 355, in collaboration with the Ministry responsible for Crop Agriculture;
7. Crop Production and Livestock Act, Cap 321, in collaboration with the Ministry responsible for Crop Agriculture;
8. Agriculture Act, Chapter 318, in collaboration with the Ministry responsible for Crop Agriculture;
9. Standards Act, Chapter 496, in collaboration with the Ministry responsible for Trade and Industrialization;
10. Fisheries Act, Chapter 378, in collaboration with the Ministry responsible for fisheries development;
11. Wildlife Management and Conservation Act, Chapter 376, in collaboration with the Ministry responsible for wildlife and tourism;
12. Customs and Excise Act, Chapter 472, in collaboration with the Ministry responsible for customs;
13. Bio-safety Act, Number 2 of 2009, in collaboration with the Ministry responsible for Science and Technology;
14. Witchcraft Act, Cap 67, in collaboration with the Ministry responsible for culture;
15. Dairy Industry Act, Chapter 336;
16. Uplands Bacon Factory Act, Chapter 362;
17. Kenya Meat Commission Act, Chapter 363.

The fourth schedule of the 2010 Kenyan constitution distributes various livestock sector functions between the national and county governments. National government functions include: Disaster

management, Agricultural and Veterinary policies development and offering Capacity building and technical assistance to the counties. The functions and powers of the county government are all categorized under Agriculture and include;

- (a) crop and animal husbandry;
- (b) livestock sale yards;
- (c) county abattoirs;
- (d) Plant and animal disease control;
- (e) Fisheries.
- (f) Animal control and welfare.

The Veterinary Surgeons and Veterinary Paraprofessionals (VSVP) Act, 2011, makes provision for the training, registration and licensing of veterinary surgeons and veterinary para-professionals who provide animal health services and welfare as well as other connected functions. The VSVP act established the Kenya Veterinary Board (KVB) which has the general supervision mandate and control over the training, business practice and licensing of veterinary surgeons and para-professional practitioners in Kenya. The board together with the directorate of veterinary services act as the advisor to the government on veterinary matters. The VSVP act clearly categorizes the different services given by the veterinary surgeon and veterinary paraprofessional. The act recommends that the veterinary para-professionals should be under the direct supervision of a veterinary surgeon. The act also stipulates stiff penalties for unqualified or unregistered persons practicing or offering veterinary services. The board has also set minimum requirements that allows person to be licensed to practice. In this regard, only persons who have obtained a 2 year certificate course in animal health from a KVB licensed institute will be registered. This act therefore has no provision for training and licensing of Community Based Animal Health Workers (CBAHWs) as they were originally trained for less than one month. The banning of CBAHWs has left a significant gap in veterinary service provision in many ASAL areas thus denying the livestock keepers the right to services as envisaged in the constitution and echoed by the ASAL policy which recommends for alternative approaches to service delivery given the unique set up of pastoralist production systems.

The Constitution of Kenya, in its fourth schedule, assigned the function of veterinary policy development to the national government and assigned all other veterinary functions except regulation to the devolved governments. In order to ensure devolution of services without disruption, the Directorate of Veterinary Services (DVS) and in consultation with respective County Executive Committee (CEC) Members, Chief Officers (Co) and County Directors of Veterinary Services (CDVS) developed the **Guidelines for Delivery of Veterinary Services in Kenya**. The guidelines clearly and elaborately stipulate the counties devolved mandate as listed below;

1. Implementation of national policies and development of relevant county veterinary policies and strategies that align to the national policies;
2. Development and enforcement of sanitary measures- manage abattoirs ; preventive disease control; Outbreak management and conduct passive and active surveillance of diseases;
3. Vector Control and surveillance
4. Regulatory services- control animal movement; offer technical oversight for livestock sale yards and protect disease free zones and stock routes land;
5. Implementation of foreign policy and international treaties;
6. Assurance of animal welfare;
7. Conduct animal husbandry extension services;
8. Ensure conservation and management of animal reproductive resources (AI);
9. Maintain animal resource information database;



10. Develop and implement national and county livestock programmes and projects;
11. Promote livestock Trade- market access and product development;
12. Support research and development;
13. Implement Disaster Management programmes and strategies;
14. Offer technical expertise and ensure sanitary compliance of export establishment and ports of entry;
15. Collaborate with other institutions.

**Public Service Commission (PSC)-** The PSC mission is to transform the public service workforce to one that is professional, efficient and effective. The PSC has developed a multitude of documents that the county Human Resource (HR) department can use to guide the drafting of human resource manuals and policies. One of this documents is the 2013 county public service human resource manual. The manual gives detailed and elaborate guidelines on how county's should establish and manage their workforce. The manual gives elaborate guidelines on staff recruitment, promotion and retention. It also elaborates on how to develop terms and conditions of employment, performance evaluation systems, code of conduct procedures and gives salaries, allowances and advances scales. The PSC manual has also outlined how the county HR department can consultatively develop a leave and training schedule. The PSC in February 2017 released the draft human resource planning and succession management strategy. The strategy urges counties to have a culture of proactive planning that ensures critical work force positions are identified early so as to allow recruitment and training of a pool of potential successors. The strategy also encourages counties to have a culture that supports knowledge transfer and employee development. The PSC encourages continuous learning as a way of developing human capital in the public service. The county governments have also been encouraged to establish training funds for financing their training programmes. The funds can be used for job-related courses that enhance performance and service delivery. The county HR departments are urged to ensure trainings in the county are based on findings from a training needs assessment which should be conducted every two years in each county department. The county departments on their part are urged to prepare training projections based on the developed training needs assessment, these projections can then be used to guide the training committees in nominating officers for training. The PSC manual recommends that each county public officer should have at a minimum five (5) days of training in a year while newly recruited or transferred officers must be inducted within three months of joining County Public Service. The main PSC challenge is the bloated work force which was red flagged in August 2017 by the controller of budget. In her report, she noted that the public wage bill from the two arms of government stood at Kshs. 627 billion a year. This means that almost half of the government's revenue is being directed to paying civil servant salaries.

### **County Context**

The county government of Isiolo has drafted several policies and bills to guide the livestock sector as listed below;

1. Isiolo County Integrated Development Plan (CIDP) 2013 to 2017
2. Isiolo County Agriculture Development Fund bill 2014
3. Isiolo Abattoirs Bill, 2104
4. Isiolo County Livestock Strategy and Action Plan 2015 – 2020
5. Draft Isiolo County Livestock Policy 2016
6. Isiolo County livestock sales yard bill 2016

**Isiolo County Integrated Development Plan (CIDP) of 2013 to 2017** identified poor animal health as the main challenge facing the livestock sector. The policy document highlights several reasons that result in weak management of livestock diseases in the county they include;

- Frequent droughts;
- Inadequate funding for extension;
- High cost of livestock inputs;
- High cost of breeding animals;
- Low production of livestock breeds;
- Animal malnutrition due to poor pasture development and lack of an animals feed industry;
- Inadequate supply of vaccines and
- Lack of staff.

The main intervention strategies proposed by the CIDP are;

- Intensifying disease surveillance and setting up early warning systems;
- Provision of water for livestock;
- Promotion of pasture management (hay bailing);
- Establishment of modern animal feed manufacturing plant;
- Building of livestock marketing yards.

However, given that all these functions can only occur if there is adequate staffing and funding. It was noted that the CIDP did not place more emphasis on the hiring of human personnel or increasing budget allocation to the livestock sector.

### **Isiolo County Livestock Strategy and Action Plan 2015 – 2020 and Draft Isiolo County Livestock Policy 2016**

The documents were developed in a consultative and inclusive manner. The strategy provides a framework within which to develop operational plans and corresponding budgets that are based on clear targets that will allow mobilisation and disbursement of funds in a phased and measurable way. The policy will anchor the developed strategy and bills into law. The strategy and policy documents note that despite livestock contributing more than 80% to the county's economy the sector is grossly under-resourced and under-funded. This is evidenced by the county's 2015-16 fiscal year budget that allocated the agriculture, livestock and fisheries department Kenya shillings (Kshs) 278 million this was 9.3% of the total county budget. Of this amount, the livestock and fisheries department received Kshs 209 million of which Kshs 126 million was allocated for development and Kshs 83 million for recurrent expenses. The documents put forward that shortage of funds was having an impact on service delivery in the livestock sub-sector. The strategy recommends that improved livestock health and production can only be achieved through;

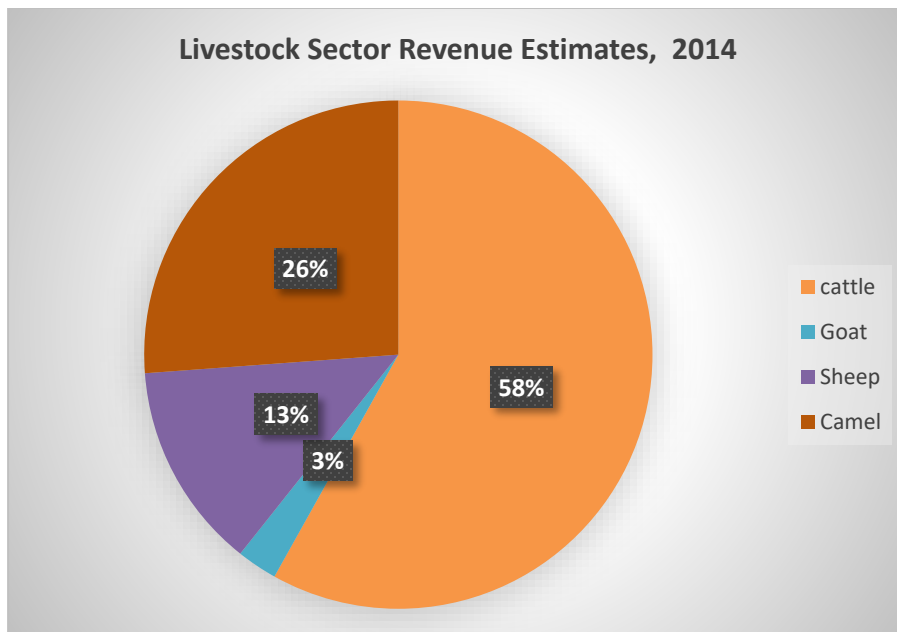
- Improved governance of the rangeland resources so as to ensure productivity in the face of climate variability and change,
- Use of smart and appropriate technologies,
- Strengthening veterinary services,
- Promoting commercial orientation of pastoralist production systems
- Modernizing extension services and orienting messages to allow promotion of value addition of livestock and livestock products and applying innovative and modern ways to gather market information and develop and sustain markets.
- Improved collaboration with all public and private sector actors, NGOs and faith-based organisations involved in both investment and service delivery.
- Develop collaborating mechanisms with neighbouring counties given the cross-boundary nature of the livestock systems and economies for example negotiated grazing access, rangeland

management and rehabilitation strategies and joint livestock disease surveillance, control and prevention activities.

Based on the department of livestock annual report of 2014, the estimated total livestock population of cattle, goats, sheep and camels is 1.4 million animals. While the estimated revenue collected from sale of live livestock and livestock products such as milk, meat and hides and skins is approximately Kshs 1.5 billion (Figure 1).

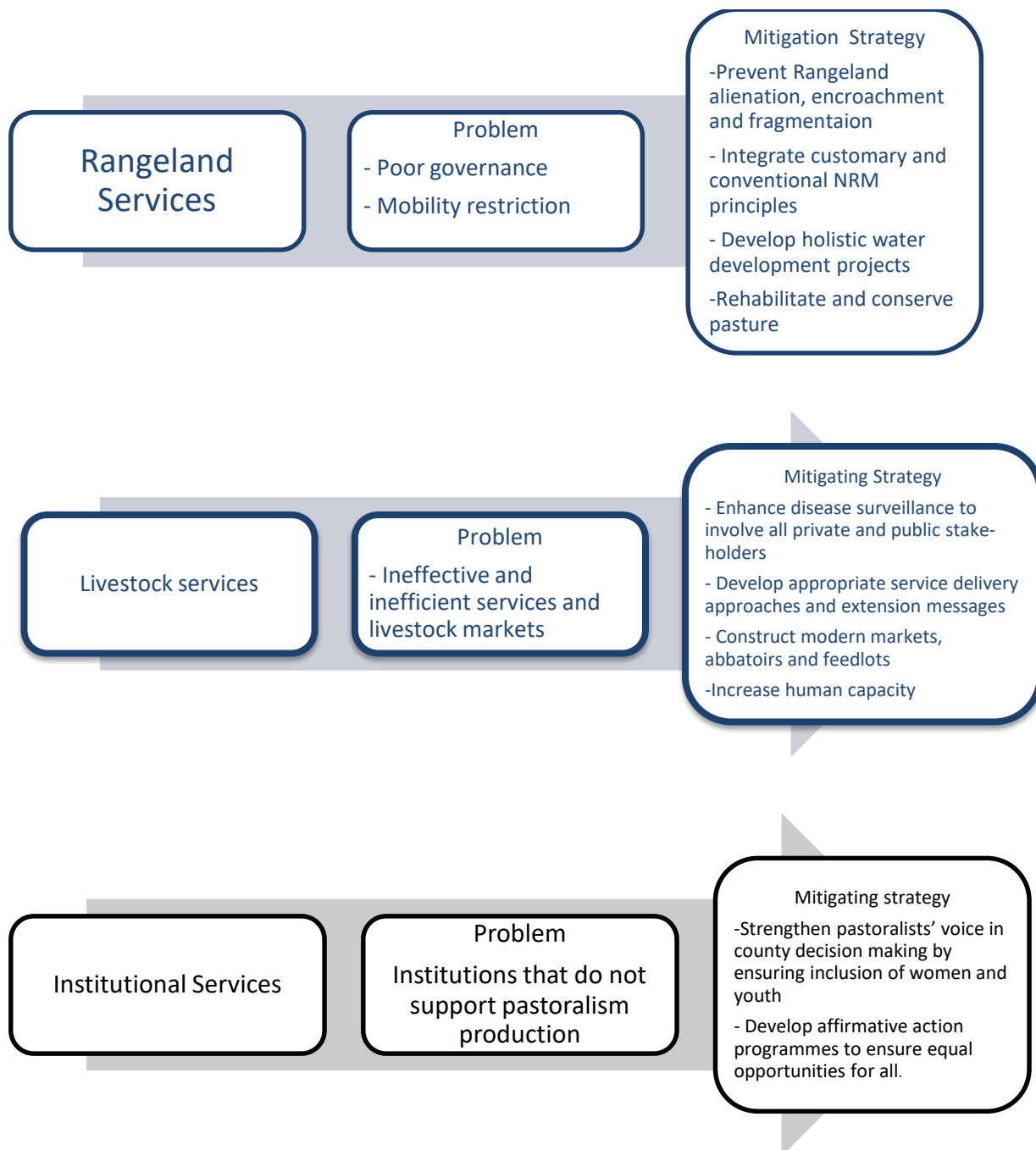


**Figure 1: Estimated livestock population 2014**



**Figure 2: Livestock populations and revenue estimates, Isiolo County for the year 2014**

The strategic plan identifies 3 core services (Rangeland, Livestock and Institutional services) that will be used to enhance the economic viability of pastoralist production systems. The diagram below illustrates the strategic issue to be addressed and the mitigation measures to be undertaken.



**Figure 3: Isiolo County Strategy to enhance economic viability of pastoralist production systems**

### 3.2 CAPACITY NEEDS ASSESSMENT (CNA) FINDINGS

The CNA in Isiolo County was carried out between 18<sup>th</sup> and 21<sup>st</sup> September 2017. On the first day of the assessment, three enumerators were trained on the interoperability of Tool I that had been uploaded on an android phone data collection platform called (AKVO flow). The second day was a half day inception meeting that was attended by staff from the livestock production section. The veterinary section staff were unable to attend as they had not been notified. The inception meeting introduced the aims and expected outcomes of the CNA exercise. This was important so to get the buy in from county staff to

fully participate in the exercise. The inception meeting break out group discussions per sector (livestock and WASH) were able to;

- Outline the current and ideal organogram for the livestock production and veterinary section;
- List function and role of each cadre of staff;
- List existing national and county policies and other reference documents that govern the livestock production, range and veterinary service delivery mandate of the county;
- List infrastructure that support livestock service delivery;
- List key development partners and NGOs that support capacity development and service delivery;
- Outline challenges hindering service delivery for each sector
- Discuss the vision of the sector;
- Identify individual county staff to be interviewed for the CNA exercise.

On the third and fourth day of the assignment individual and key informant interviews were conducted. In total, 2 KIs with the County Director of Veterinary Services (CDVS) and the acting Chief Officer (CO) of the agriculture, livestock and fisheries department were carried out guided by Tool 2 and 3 questions. Individual capacity level assessment using Tool 1, sampled 60% (12 out of 20 technical staff) in the veterinary section of the department. The individual assessment interviewed all 3 Veterinary officers who serve as ad hoc deputy directors and sub county heads and 9 animal health paraprofessionals. The validation workshop for Isiolo county was held on 23<sup>rd</sup> November 2017 in attendance were four ( 4 ) staff from the agriculture, livestock and fisheries development department (2 livestock production and 2 veterinary surgeons). Participants formed break out groups as per their sector. The process of validating and prioritization of the capacity gaps identified was done in a consultative manner and discussions were guided by the County Capacity Building Plan (CCBP) Matrix (Table 2 above).

### **3.2.1 INSTITUTIONAL CAPACITY**

Livestock sector functions are regulated by national level livestock and veterinary policies, strategies and acts. However, the national documents have broad statements that do not capture the policy direction needs of the county. This necessitated the county to seek assistance from organisations such as Agile Harmonized Assistance for Devolved Institutions (AHADI) and Frontier Counties Development Council (FCDC) to draft several legal and regulatory documents these included;

- Isiolo County Agriculture Development Fund bill 2014
- Isiolo Abattoirs Bill, 2104
- Isiolo County Livestock Strategy and Action Plan 2015 – 2020
- Isiolo County livestock sales yard bill 2016

The responses from the KIs and questionnaire interviews were categorized into the CCBP matrix thematic areas as outlined below;

### Theme 1: Policy and Regulatory Framework

The CDVS indicated that he was one of the technical lead advisors in the department he was charged with the role of identifying and implementing relevant national policies and acts that guide veterinary service delivery. He noted that the national policies were fairly adequate to give direction on delivery of services. However, the national policies had broad statements and lacked guidance on strategies to deliver veterinary services in pastoralist production systems. This had necessitated the county government to partner with USAID AHADI to participatory develop the Isiolo County Livestock Strategy and Action Plan 2015 – 2020 as well as draft the Isiolo County Livestock Policy. The CDVS further explained that although the national policies and acts were in place their enforcement was difficult especially for movement control restriction during notifiable disease outbreaks. This was mainly due to lack of adequate human and financial resources to carry out surveillance and enforce laws. In addition, the fact that there were no consequences for lack of compliance made it difficult to enforce laws. Another challenge was the lack of community awareness on the importance of adhering to livestock movement controls during outbreaks. The CDVS listed the following policies and strategies that the veterinary section relies on to carry out its mandate they include:

1. Draft Kenya Veterinary Policy (2015), key acts related to this policy are the meat control act, CAP 356, animal disease act, CAP 364, VSVP act, CAP 366
2. Draft National Livestock Policy;
3. Guidelines for Delivery of Veterinary Services in Kenya;
4. Isiolo CIDP;
5. Isiolo County Livestock Strategic Plan and Action Plan 2015-2022.

### Theme 2: Financing of Sector: Economic and Public Budget Allocation Framework

Isiolo County livestock sector is under the department of Agriculture, Livestock and Fisheries. However, in terms of budgetary allocation, the sector is grouped with veterinary services and fisheries. The sector percentage development expenditure allocations for the period 2014 to 2017 were 4, 6 and 7% respectively. This is low considering that livestock is the main revenue source for the county with over 80% of Isiolo county livelihoods supported by the livestock sector.

**Table 4: Trends in Annual Livestock Sector Financing for Isiolo County (Kshs. millions)**

| Financial Year          | 2013/14 |      | 2014/15 |         | 2015/16 |         | 2016/17 |         |
|-------------------------|---------|------|---------|---------|---------|---------|---------|---------|
|                         | Rec.    | Dev. | Rec.    | Dev.    | Rec.    | Dev.    | Rec.    | Dev.    |
| Livestock, Veterinary   | -       | -    | 72.18   | 47.90   | 109.44  | 91.50   | 78.09   | 99      |
| Total County Allocation | -       | -    | 2058.99 | 1321.67 | 2279.09 | 1456.27 | 2316.97 | 1429.46 |
| % to the Overall Budget | -       | -    | 4%      | 4%      | 5%      | 6%      | 3%      | 7%      |

Source: Annual County Government Budget Implementation Review Reports

In addition to the low budget allocation to the livestock sector, KII and individual interviews flagged the lack of fund decentralization from the county treasury as a key hindrance to service delivery. The CDVS noted that although the veterinary section developed work plans it was difficult to adhere to them as the

county did not have a functional and decentralised financial structure. This was evidenced by that fact that all departments in the county had to keep making request to the county treasury as there are no prior fund disbursement to departments as agreed in the county budget plan. In addition, the fact that the Authority to Incur Expenditure (AIE) forms were only at CO and CDVS level meant that sub-county functions were severely constrained as officers had to make trips to headquarters in Isiolo town to request for any payments. The CO and CDVS expressed their frustration with the staff at the county treasury as they did not prioritize veterinary issues and this greatly hampered early response to disease outbreaks. The CO and CDVS comments were collaborated by individual interviews, all 12 respondents indicated that the lack of timely and adequate budgetary allocation to the county's veterinary section especially at sub county level hindered service delivery operations. The CO observed that fund allocation was on paper only as the funds have not been decentralised from the county treasury. He noted that the treasury staff were also not competent in fund management as they had no criteria to prioritize fund disbursement. He noted that in the current fiscal year 2017-18 the whole Agriculture, Livestock and Fisheries department had been allocated 93 million Kshs, of these, 73 million will go to recurring expenses with only 22 million left for operations. He argued that he may have to lay down some support staff so that he can lower the wage bill. To mitigate the problem of the bloated workforce wage bill the CO indicated there was a need to hire technical staff also known as Subject Matter Specialists (SMS) with more than one livestock skill he mentioned that the Griftu institute in Wajir County was training diploma and certificate holders in animal health and rangeland management. The CO observed that there was need to generate advocacy statements that will be backed by evidence so as to create awareness for the county assembly members on the importance of allocating more funds (>10% of total budget ) to the livestock sector. He noted that the increased funding will be used to recruit and train staff. He observed that the previous county government mainly concentrated in allocating funds for infrastructure development and disregarded building the human workforce.

### **3.2.2 ORGANISATION CAPACITY**

#### Theme 1: Strategic Management

The CDVS indicated that his capacity to manage the veterinary section was drawn from experience gained when he was at national government level as well as from attending short course trainings on administration and project cycle management. He outlined his roles as:

1. Administrator and financial manager of the veterinary section;
2. Technical advisor to CEC and CO;
3. Coordinator and monitoring officer of projects and programmes;
4. Supervisor of both technical and support staff in the veterinary section.

The CDVS mentioned the following challenges that hindered effective delivery of his duties, they were;

1. Lack of financial resources and inadequate human capacity especially at Ward and village level.
2. There were no dedicated vehicles for the veterinary section at all levels, this was a major reason constraining service delivery.
3. The lack of administrative and technical competencies at CEC and CO level meant that urgent matters such as disease control or vaccination activities were not prioritized.

The acting CO validated the CDVS observation, he remarked that the previous CEC and CO did not understand the role and mandate of the department. The CO indicated that his professional background was in agriculture and this would help him make a difference in refocusing the department's mandate. He hoped that he would be retained in the docket as he was in acting capacity since the CEC and CO had

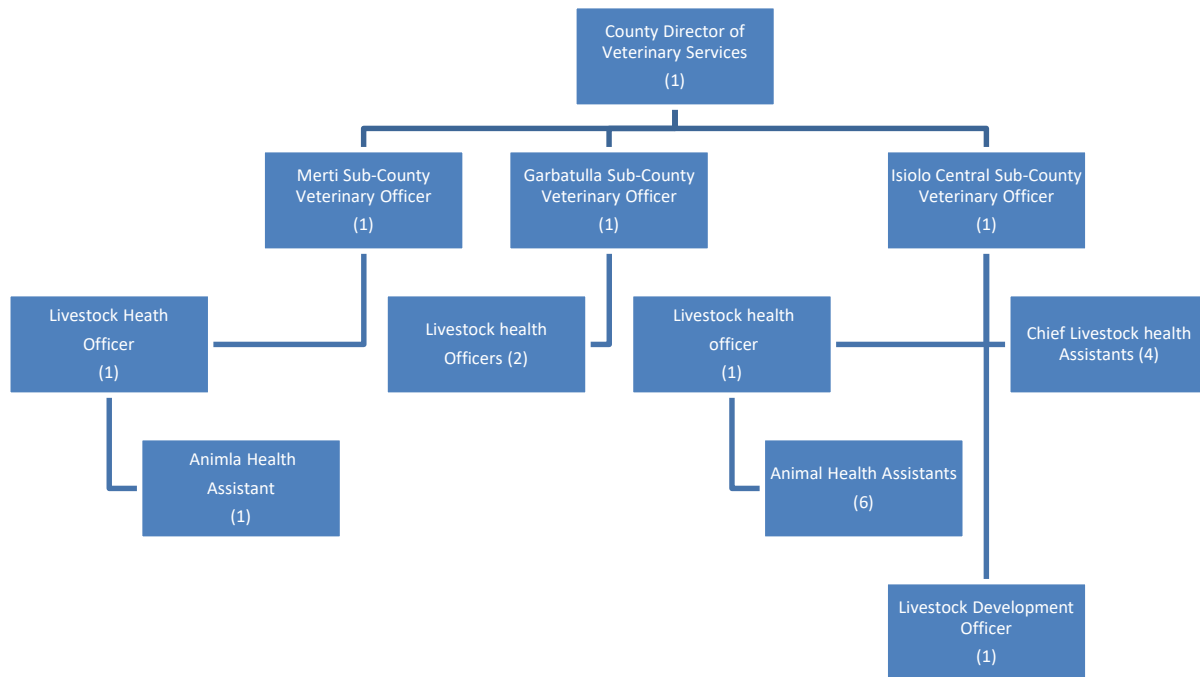
been relieved of their duties. The CO and CDVS outlined the main challenges hindering effective service delivery in the livestock section, these were;

1. Lack of adequate staff and succession plan as most (80%) of technical staff were projected to retire in the next couple of years.
2. Infighting between the previous governor and the County Public Service Board (CPSB) had hindered recruitment. The CPSB had sought legal address and there was a court order in place that halted staff recruitment.
3. Lack of timely budget disbursement as all monies are kept at county treasury.
4. Lack of county HR policies to guide promotion and build a case for capacity building.

The CDVS noted that due to delay in funding, the veterinary section relied heavily on partnership with national government projects, NGOs and development partners. He noted that most of the partnerships were informal and mainly focused on providing logistical support in form of vehicles, fuel and daily subsistence allowances for staff conducting field activities.

Theme 2: Organisation Structure and staff establishment

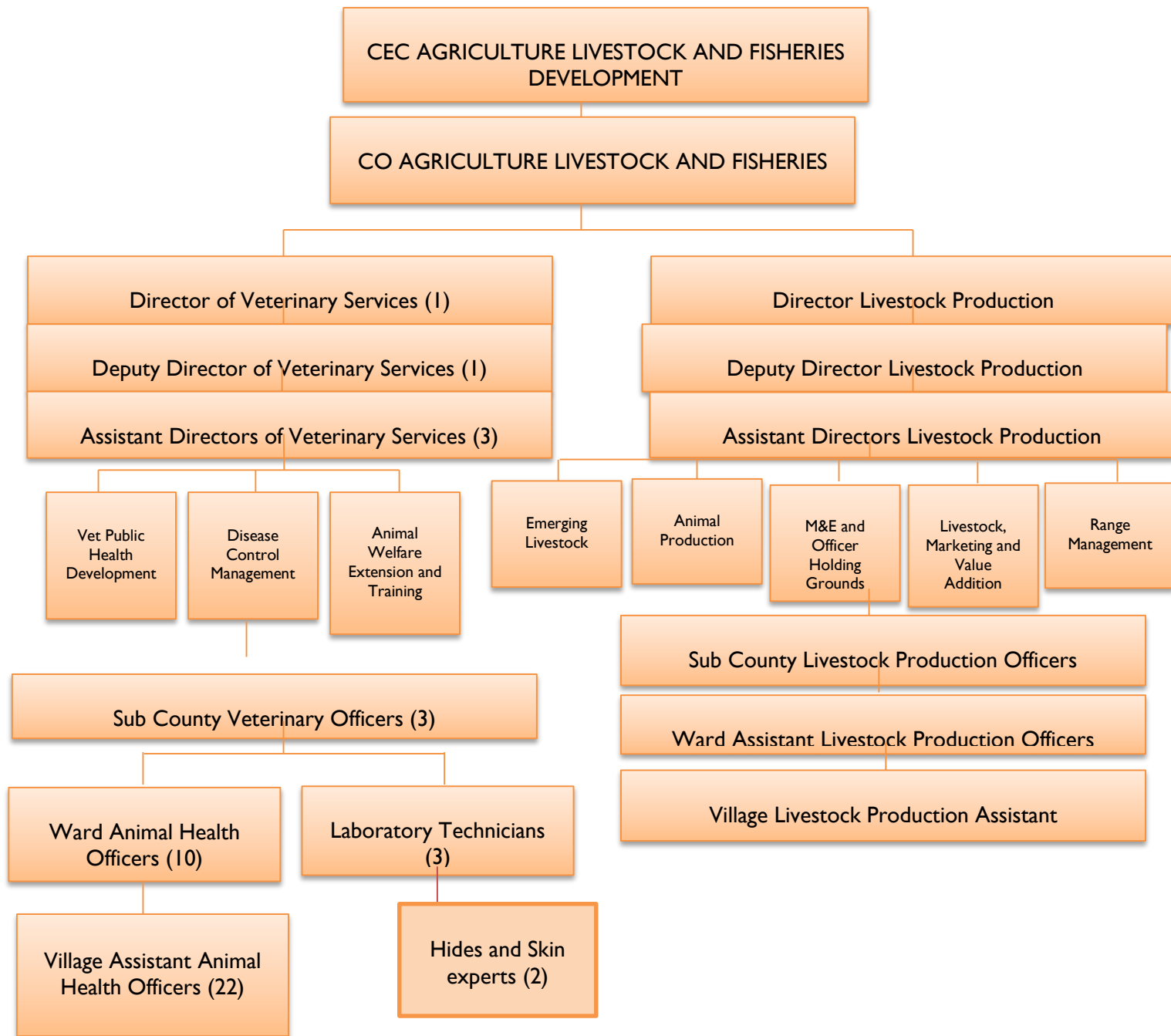
The CDVS and CO indicated that the livestock veterinary section had 43 staff 20 technical and 23 support staff. He noted that most of the technical staff were concentrated at Isiolo central sub-county in Isiolo town as shown in the organogram below.



**Figure 4: Isiolo County Current Veterinary Section Organogram**

The CDVS noted that there was serious shortage of staff especially at ward and village level, there was also lack of laboratory technicians and hides and skins experts. In addition, he was concerned that most staff were retiring in the next five years. The CVDVS estimated the veterinary services human capacity workforce should have a total of 40 technical officers (see proposed organogram below). Given that there are only 20 officers currently in place, Isiolo county therefore, has a 50% human resource gap in the veterinary services section. The average years in service for the sampled staff (n=12) was 23 years, with a range of 3 to 35 years. This finding indicates that the average workforce is ageing and strategies need to be put in place to recruit younger staff who can be mentored by the older ones before they retire.





### Theme 3: Human Resource Function and Processes

The CO and CDVS noted that the Human Resource (HR) department was present but it was highly ineffective as there were no processes or guiding documents to guide them in staff management. They both remarked that the HR staff should be the first group of people to be targeted in capacity building so that they can understand their role. They also reiterated that the in-fighting between the governor and CPSB was a major road block as no staff has been hired or promoted since the county came into existence. The CO envisaged that his first task if he is conformed would be to consultatively develop human resource policies and structures that would guide staff recruitment, induction, promotion, retention, training and succession. These policies would also enable him lobby for recruitment of more staff. The CDVS further observed that HR had a staff appraisal system in place adopted from the national government but they did not give feedback on performance. Furthermore, the CDVS noted that there were no staff capacity building funds or plans with all capacity building initiative mainly supported by the National government and NGOs. Most staff (n=8) indicated that they were aware of the existence of the county HR department, but all (n=12) felt that its function was largely ineffective and graded it as poor as it did not handle issues raised by staff especially on request for promotion. In addition, all staff indicated that although they were appraised annually the HR department did not give feedback on their appraisals a finding collaborated by the CDVS above. Majority of staff (n=9) interviewed had a job title of officer and were in job group J-N. On further query it was found that most (n=11) were eligible for promotion but had not been promoted for more than 5 years. The perception of staff on the reason for lack of career progression focused on the fact that there were no human resource policies or scheme of service to guide the promotion process. Most staff (7) indicated there was no induction process in place and rated as poor on the training given to county staff on the use of county policies, procedures and systems.

### Theme 4: Information flow process

The CO indicated that apart from the training extension manuals developed at national level most knowledge about the county livestock production systems was found in various NGO reports and in tacit knowledge of individual staff (who are ageing). He noted that the county lacked an office to coordinate, catalogue and disseminate knowledge generated. The most commonly used internal communication channel was mobile phones calling or Short Messaging Service (SMS) with 58% (7) indicating they preferred this level of communication, while 42% (5) indicating they used both mobile phones and report writing as the main channels for internal communication. Most staff (8) rated as poor the adequacy of information stored in supporting operations and programmes.

### Theme 5: Infrastructure

The state of physical resources that support veterinary service delivery are highlighted in the table below.

**Table 5: State of Physical Resources supporting veterinary service delivery**

| Type of infrastructure  | Number                                      | Status                              |
|-------------------------|---|-------------------------------------|
| Meat inspection mandate |   |                                     |
| Slaughter house         | 1- Isiolo town                              | Functional                          |
| Export Abattoir         | 1-Isiolo town                               | Not functional (under construction) |
| Slaughter slab          | 4- Merti, Oldonyiro<br>Kinna and Garbatulla | All functional                      |

|   |  |  |
|---|--|--|
| Livestock sale yards<br>Modern market Livestock sale yards  | 1- Isiolo town<br>5-Kipsing, Oldonyiro, Merti, Duse and Escort | Functional<br>All functional   |
| Extension, surveillance and disease control services<br>Vehicle<br><br>Cold chain facilities at all sub county levels<br><br>Agricultural Training Centre (ATC) | 0<br><br>1- Isiolo town<br><br>1-Isiolo town                   | No vehicles in section<br><br>Functional mainly cool boxes and freezers to make ice blocks<br>Not functional (Not utilised for livestock production extension demonstrations)  |
| Diagnostic laboratories   | 4  | Isiolo town - functional<br>Kinna - not functional, equipped but no staff<br>Merti - not functional, just a building with no equipment and no staff<br>Oldonyiro- not functional, just a building with no equipment and no staff |

The CDVS observed that the offices at headquarters (Isiolo town) were refurbished and now have internet connections. However, he noted that they were few resulting in 4 staff sharing a small office, the offices also lacked furniture, computers and allied equipment such as printers, scanners and copiers. The office infrastructure challenge was also highlighted by all 12 staff interviewed.

#### Theme 6: Inter-relationships

The CDVS noted that due to delay in funding the veterinary section relied heavily on partnership with national government projects, NGOs and development partners. He noted that most of the partnerships were informal with no binding Memorandum of Understanding (MoU) and mainly focused on providing logistical support in form of vehicles, fuel and daily subsistence allowances for staff conducting field activities.

Key partners identified by CDVS and staff included;

1. Regional Pastoral Livelihoods Resilience Project (RPLRP), this is a national government project funded by world bank;
2. National Drought Management Authority (NDMA) that is the technical institution charged with drought mitigation response strategies
3. Food and Agriculture Organisation of the United Nations (FAO-UN) who support livestock disease surveillance and diagnosis activities.

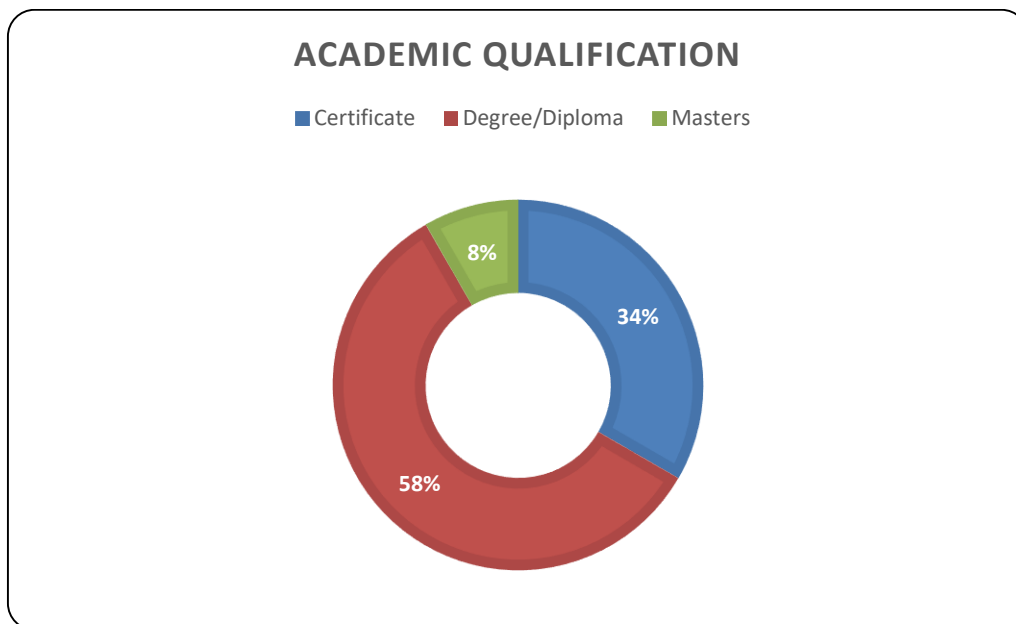
On his part, the CO noted that most staff in the department had previously worked for the national government and were therefore knowledgeable on public service procedures and understood their mandate well. He observed that directors and sub county staff had a role of being administrators and therefore required management training courses. In addition, he observed that lack of timely disbursement

of funds meant that the department could not actualize its work plans and most staff were demoralized as they reported to work every day to just sit in their offices due to lack of facilitation resources. He further noted that lack of formal partnerships with NGOs resulted in duplications of projects. He retaliated that if he is confirmed as the CO, he will institute MoUs, this would allow pooling of resources to offer wider and more sustainable impact of NGO project activities. On a positive note, 88% (n=8) of respondents indicated that there existed a clear reporting structure and a good working relationship with supervisors with all staff grading the conflict resolution and disciplinary process as good due to the fact that complains were handled by supervisors promptly and with mutual respect. This is despite all staff indicating there were no disciplinary processes or committee in place to handle staff welfare cases in the department or at HR level.

### 3.2.3 INDIVIDUAL CAPACITY

#### Theme 1: Job Skill

The veterinary section has a total of 20 technical staff, the study was able to conduct individual interviews with 60% (n=12) of the staff. Only 1 of the 12 staff interviewed was female. With regard to academic qualification most staff (n=7) had tertiary training as they were degree or diploma holders and 2 had postgraduate training with Master’s degree (Figure 5).

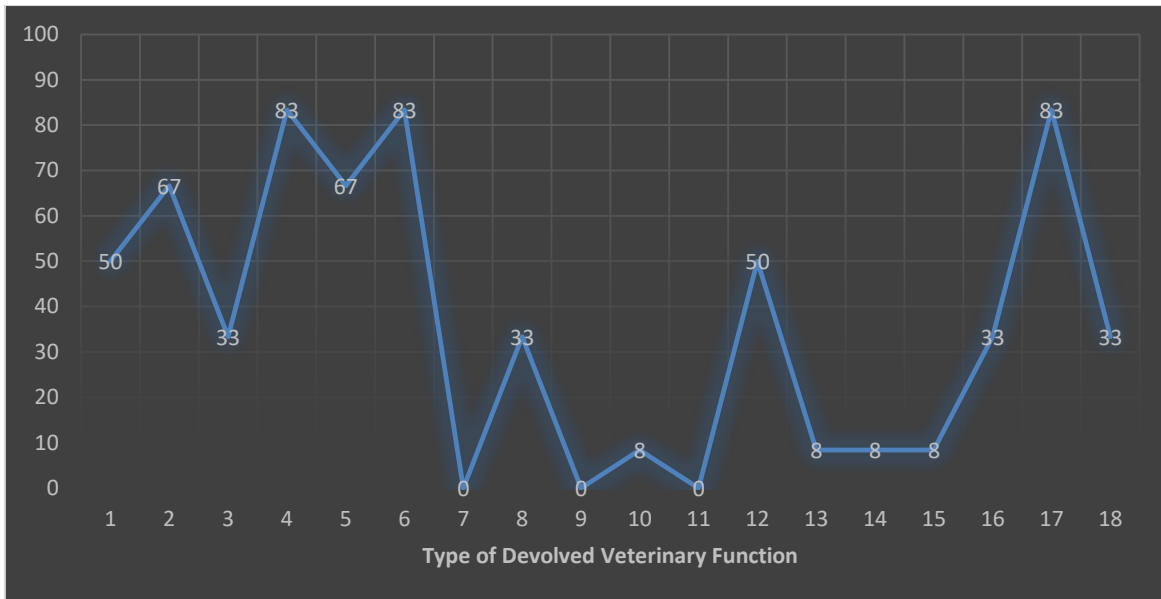


**Figure 6: Academic qualification profile of Isiolo County Veterinary staff**

#### Theme 2: Devolved function performance

It was found that most staff (n=11) were knowledgeable of their mandate and of the veterinary functions that had been devolved. Of the 12 staff interviewed, only 2 felt that their ability to discharge their duties was greatly hampered by the position designated to them; one staff indicted they were not academically qualified to undertake the role given to them and the other staff felt that the role assigned did not match their academic training, skill and experience. The number of veterinary functions performed varied with the individual, on average the staff indicted they performed 7 functions. The most common functions performed were preventive health care services, passive and active disease surveillance and collaborating with other departments and institutions. However, vector surveillance, promotion of use of quality drugs

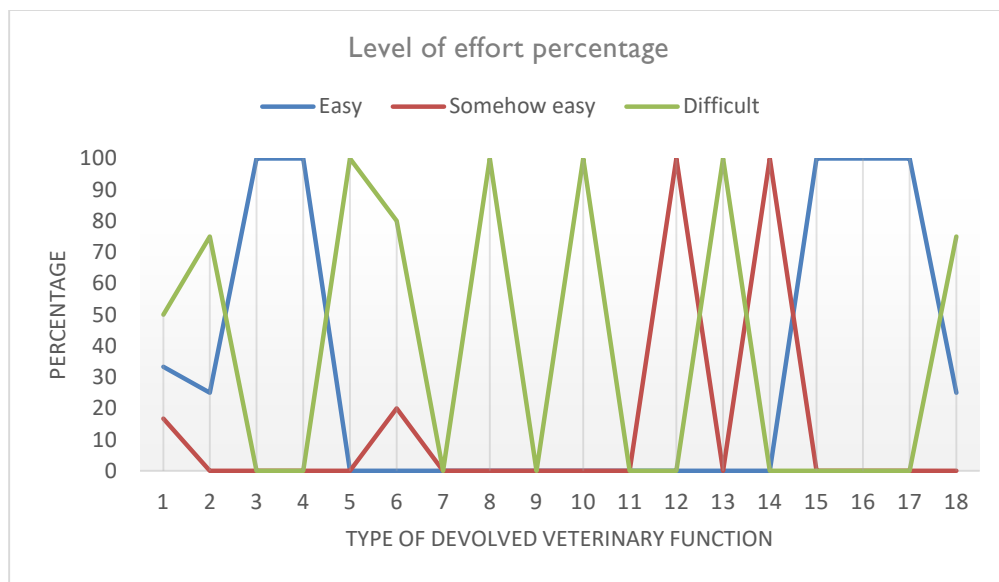
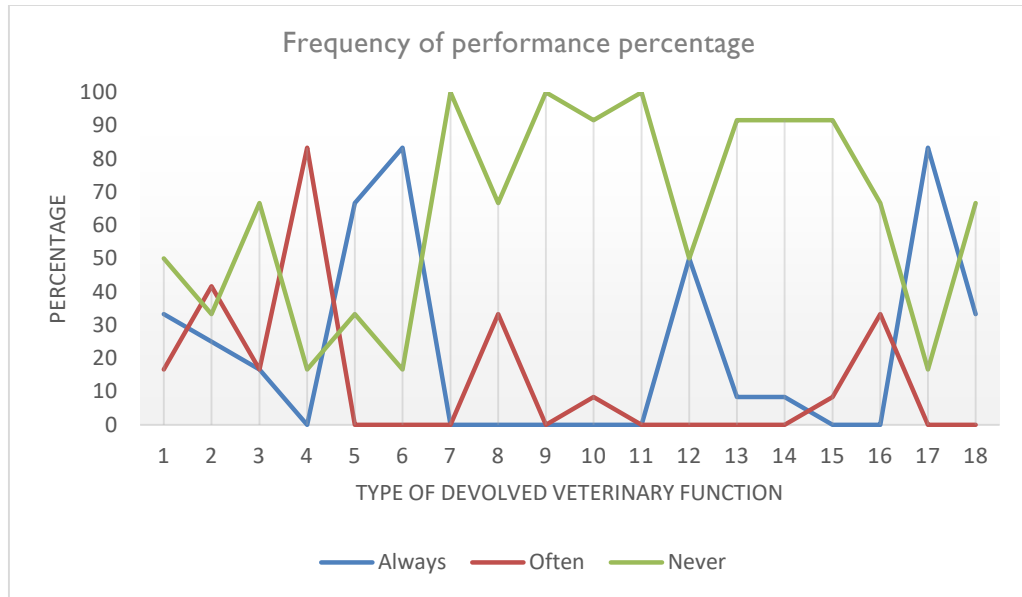
and safe feeds and offering breeding services were not performed (Figure 6). The frequency of performance and level of effort (Figure 7) varied with the individual staff experience and if there were resources availed to support the staff to carry out the function. All staff indicated they had not been provided with Standard Operating Procedures (SoPs) to guide their service delivery activity. Most staff (n=11) indicated there was a service charter developed but it was never adhered to due to lack of human and financial resources.



**Figure 7: Percentage distribution of veterinary function performance in Isiolo county**

Key: Type of Veterinary Function

- 1= Implementation of national Veterinary disease control policies and strategies
- 2= Develop of relevant county veterinary policies and strategies
- 3= Meat inspection of county abattoirs and its management
- 4= Preventive health care services- vaccination and deworming
- 5= Clinical and Husbandry extension services
- 6= Passive and active disease surveillance
- 7= Vector surveillance and control
- 8= Control of animal movement and livestock product movement (issuance of movement permits/dispatch certificate
- 9= Promote use of quality and safe feed stuff and veterinary medicine
- 10= Implement one health and animal welfare standards
- 11= Offer Animal breeding/reproductive services- AI
- 12= Investigate and report notifiable diseases to county and national DVS
- 13= Offer technical oversight for livestock sale yards
- 14= Offer Hides and Skins improvement services
- 15= Participate in research agenda
- 16= Implement national Early Warning (EW) disaster programmes and activities
- 17= Collaborate with other departments and institutions
- 18= other function mainly administration of staff (Sub-county heads also serve as deputy directors)



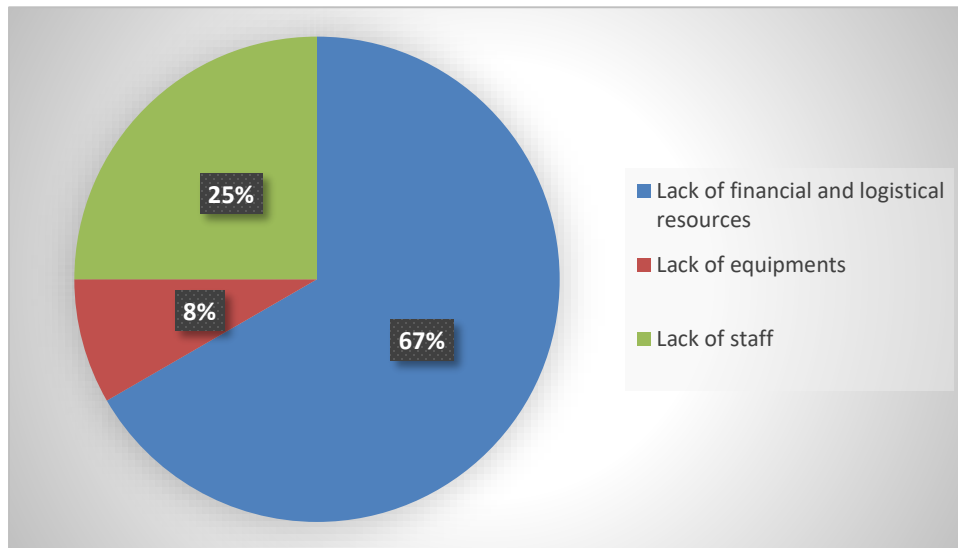
**Figure 8: Percentage distribution of veterinary functions frequency of performance and level of effort in Isiolo county**

Key: Type of Veterinary Function

- 1= Implementation of national Veterinary disease control policies and strategies
- 2= Develop of relevant county veterinary policies and strategies
- 3= Meat inspection of county abattoirs and its management
- 4= Preventive health care services- vaccination and deworming
- 5= Clinical and Husbandry extension services
- 6= Passive and active disease surveillance
- 7= Vector surveillance and control
- 8= Control of animal movement and livestock product movement (issuance of movement permits/dispatch certificate
- 9= Promote use of quality and safe feed stuff and veterinary medicine

- 10= Implement one health and animal welfare standards
- 11= Offer Animal breeding/reproductive services- AI
- 12= Investigate and report notifiable diseases to county and national DVS
- 13= Offer technical oversight for livestock sale yards
- 14= Offer Hides and Skins improvement services
- 15= Participate in research agenda
- 16= Implement national Early Warning (EW) disaster programmes and activities
- 17= Collaborate with other departments and institutions
- 18= other function mainly administration of staff (Sub-county heads also serve as deputy directors)

The staff interviewed highlighted the following challenges (Figure 8) hindering effective veterinary service delivery (VSD) in the county.



**Figure 9: Main constraint hindering veterinary service delivery in Isiolo County**

Theme 3: Professional Development opportunities

The CDVS and all staff interviewed indicated that the department had not consultatively developed capacity building plans with staff. In addition, the CO indicated that budgets line amounts allocated for training staff was mostly reduced by county assembly and approved amounts were never disbursed by the county treasury. The CDVS and staff indicated that all capacity building initiatives were mainly done by development partners like FAO-UN and NGOs as well as national government (especially for laboratory training). All staff indicated that the trainings carried out were relevant and allowed them to improve their ability to discharge their mandate especially with regard to disease surveillance, outbreak management and laboratory diagnosis. When staff were asked which areas they would like to be trained in most (7) indicated they wanted strategic management and leadership training from Kenya School of Government (KSG). The staff felt that KSG training was relevant as they were also involved in discharging administrative duties. In addition, acquiring a KSG certificate was one of the main requirements for staff who were seeking public service promotion or recruitment opportunities. The other 5 requested for refresher courses in computer operation, disease surveillance and diagnostic sampling. Staff also requested support with regard to getting academic leave or partial scholarships to further their education one (1) staff requested support to pursue a doctoral training in veterinary epidemiology or molecular biotechnology, another requested support to undertake a Masters in Livestock Economics. Other 8 staff requested support to get higher diplomas or undergraduate degrees in any livestock production area and one requested support to acquire a certificate in animal health. Only 2 staff of the 12 indicated they did not need professional or academic professional development as they were due to retire soon.

Theme 4: Performance incentive

Most (n=11) staff rated staff welfare as poor as the staff morale to work was very low as they had not been promoted and there were no funds to carry out their duties.

Theme 5: Relationship/interdependence

Most staff (8) rated the support from their supervisor and clarity of reporting structure as good. While majority of staff interviewed (8) identified people skills that is ability to listen, communicate and to relate to others on a personal and professional level as key to ensuring they effectively performed their duties. Half (6) of staff interviewed indicated they were consulted and contributed in the development of the department's work plan. Majority of staff (8) felt they did not contribute any unique ideas to the department.



## 4.0 CONCLUSION AND RECOMMENDATIONS

This section presents the proposed capacity building plan as framework matrix. The costed matrix summarizes the existing capacity, capacity gaps identified and prioritized at each of the three levels of capacity assessment. The section also outlines proposed measures that can be undertaken to address the capacity gaps and concludes by making recommendations to the client (MWA) and the county government.

**Key: Color codes**

- Green ● Good progress (no support required)
- Yellow ● Moderate progress made (minimal support required)
- Red ● No progress made (Urgently support needed)
- Black ● No data on progress or what support is required

**Time line-** Short term - 6 months to 1 year





- Long term- 2 to 4 years

| Key Areas for Capacity Development | Existing Capacity   | Capacity Gap   | Proposed Measure   | Capacity Priority Ranking (colour coded) | Timeline Short or Long-Term |
|------------------------------------|---|--|--|--|-----------------------------|
| Policy and regulatory Framework    | National policies, strategies and acts are in use at county level<br>County developed livestock policy and strategy with assistance of AHADI Kenya<br>County assembly passed livestock sales yard, agriculture funding and abattoir bills | County to draft Animal disease control policy that outlines contingency plan to manage priority livestock diseases<br><br>Train staff on policy making process as (8 out of 12 staff requested training on policy cycle development) | Liaise with national DVS office and FCDC to give technical direction on which national policies can be amalgamated and customized for the county.<br><br>Engage policy experts to facilitate the capacity building process | ●  | Long Term                   |

|   |  |  |  |   |                                    |
|---|--|--|--|---|------------------------------------|
| Financing of sector                       | <p>Budget allocation to sector is less than 10% of total budget despite livestock being the highest revenue generating economic activity in the county<br/>Department makes consultative budgets that most staff participate in generating</p> <p>All county departments have to make fund requests to county treasury this delays service delivery activities</p> | Lack of funds to implement developed work plans  | <p>CEC and CO to engage county treasury, county assembly and governor to release funds to sub county level staff</p> <p>Decentralize funds from county treasury to departments. AIE forms should be dispatched to sub-county level</p> | ●   | Short term                         |
| <b>Key Areas for Capacity Development</b> | <b>Existing Capacity</b>   | <b>Capacity Gap</b>  | <b>Proposed Measure</b>  | <b>Capacity Priority Ranking (colour coded)</b> | <b>Timeline Short or Long-term</b> |
| Strategic management                      | <p>CDVS and acting CO have a good understanding of livestock sector mandate. Sub county heads are administrators</p> <p>Delay in implementing work plan due to lack of funds</p>   | <p>Sub county heads require strategic management training</p> <p>Lack of funds disbursement from the county treasury</p> | <p>CO and CEC to lobby for funding for Staff with administrative role to be taken for Strategic Management Training</p> <p>CO to lobby county treasury to disburse funds allocated to department</p>                                   | ●   | Short term                         |

|   |  |  |  |                                      |                   |
|---|--|--|--|--------------------------------------|-------------------|
| <p>Organisation Structure and staff establishment</p> | <p>Sub-County veterinary officers serve as assistant /deputy directors for key VS functions</p> <p>Merti and Garbatulla sub counties have 3 and 4 technical officers serving the expansive areas<br/>Few critical skill specialists<br/>1- Laboratory technician<br/>1- Hides and skin expert<br/>6- meat inspectors</p> | <p>Lack of deputy directors and assistant directors to head key functions</p> <p>Lack of critical number of staff at ward and village level<br/>Shortage of staff with critical skills in laboratory technology, Meat Inspection and Hides and skins development</p> | <p>Adopt the proposed organogram developed consultatively with all staff in the livestock sector department</p> <p>CO and CDVS to lobby CPSB and HR department to;<br/>-Promote or hire staff to take up role of deputy and assistant directors<br/>Hire<br/>-2 Veterinary surgeons, 4 Animal Health technicians, 2 Hides and skin experts, 2 Meat inspectors and 2 Laboratory technicians</p> | <p style="text-align: center;">●</p> | <p>Short term</p> |
| <p>Human Resource Function and Processes</p>          | <p>Staff appraisal system in place but there is no feedback of findings to staff</p>   | <p>Lack of HR policy and processes in place and HR Staff do not seem to know their role and function</p>   | <p>Train HR personnel on their role and mandate and support them in development of HR manuals and policies<br/>HR to consult Public Service Commission and DVS office to consultatively develop scheme of service</p>  | <p style="text-align: center;">●</p> | <p>Short term</p> |

|                          |   |  |   |   |           |
|--------------------------|---|--|---|---|-----------|
|                          |   |  |   |   |           |
| Information flow process | <p>Most staff use mobile phones to internally communicate</p> <p>Staff use personal laptops for official work there are only 2 desk top computers</p>   | <p>Staff do not use reports or internal memos for official communication</p> <p>CDVS does not report disease status of county due to long bureaucratic process</p> | <p>CO to budget for procurement of computers for staff to ensure official internal communication is reported in reports or internal memos</p> <p>CEC and CO and County secretary need to be sensitised on mandate of CDVS – disease reporting is a key mandate that should not be subject to bureaucratic process</p> | ● | Long term |
| Infrastructure           | <p>6-laughter house/ Abattoir/ slaughter slabs</p> <p>7 -Sale yards</p> <p>4- Diagnostic labs</p> <p>1- Training centre (ATC)</p> <p>1 -mobile pastoral training unit</p> <p>Staff offices with staff sharing</p> | <p>No vehicle assigned to department</p> <p>Office space is limited</p>  | <p>Procure vehicle for department</p> <p>Expand offices and furnish them with furniture and computers</p>   | ● | Long term |

|   |   |  |  |   |                                     |
|---|---|--|--|---|-------------------------------------|
| Inter-relationships                       | Department has informal arrangements with NGOs and development partners who support most department functions | Lack of formal agreements with key partners that support service delivery                            | Identify areas the department requires support in and prioritize them. CEC and CO can then draft MoUs that are binding   |    | Long term                           |
| <b>Key Areas for Capacity Development</b> | <b>Existing Capacity</b>  | <b>Capacity Gap</b>  | <b>Proposed Measure</b>  | <b>Capacity Priority Ranking (colour coded)</b>                                       | <b>Timeline Short and Long-term</b> |
| Job Skill                                 | Most staff have appropriate academic qualification for their assigned role                                    | Computer skill<br><br>Some staff felt they were assigned roles they were not trained on              | Map the skills of staff and assign them to specific role   |    | Long term                           |
| Devolved function                         | Staff perform 7 out of 15 developed function  | Key functions not performed due to Lack of funds and logistical support to support service delivery  | CEC and CO to lobby county treasury to disburse funds to department  |    | Short term                          |
| Professional development                  | All capacity building trainings conducted by NGOs   | Lack of a capacity building plan for department<br><br>Lack of funds to support capacity development | Consultatively develop a capacity building plan for the department that identifies which training areas require focus (See Annex 1 for list of preferred courses and institutions) |  | Short term                          |

|                              |   |  |  |   |            |
|------------------------------|---|--|--|---|------------|
| Performance incentive        | <p>Low staff morale due to lack of promotion opportunities</p> <p>Lack of resources to support service delivery</p> <p>Few staff at ward and village level given the expansive nature of county</p> | <p>Lack of scheme of service to guide promotion and recruitment</p> <p>Lack of a succession plan</p> <p>Lack of SOPs or Job descriptions</p> | <p>CEC and CO to lobby HR department and CPSB to promote and recruit more staff based on developed scheme of service and develop job description</p> <p>Form a training, promotion and disciplinary welfare committee to handle staff issues at departmental level</p> | ● | Short term |
| Interdependence Relationship | <p>Staff have a good relationship with supervisors and have a clear reporting line</p> <p>Handling of grievances is done promptly and in a respectful manner</p>                                    | <p>Lack of department welfare committee to lobby for staff issues such as training and promotion</p>   | <p>Form a training, promotion and disciplinary welfare committee to handle staff issues at departmental level</p>  | ● | Long term  |

In conclusion the consultant makes the following recommendations  
To the client;

1. The Capacity Building Fund (CBF) first disbursement should be used to organise a training for human resource staff to sensitise them on their role and support them to develop HR manuals and in consultation with PSC, DVS and state department of livestock guide the county as they adopt the national scheme of service for all cadre of staff in the department of agriculture, livestock and fisheries as well as develop capacity building plans and training projections for the department.
2. The CBF should also be used to organise a sensitization workshop for county assembly members and county treasury. The workshop will lobby for decentralization of funds to county departments as well as set modalities to increase funding to the livestock sector.
3. The CBF grant can also be used to support department of Agriculture, Livestock and Fisheries to take senior officers for strategic leadership and management training.

To the County Government

1. Increase annual budget allocation to the department of Agriculture, Livestock and Fisheries to a minimum of 10% of the total county annual budget and honour budget lines set aside for staff training.
2. In consultation with HR department, CPSB and department of Agriculture, Livestock and Fisheries adopt the proposed organogram and promote or hire staff to positions created.
3. Urgently recruit hides and skins experts, laboratory technicians and meat inspectors. There is also need to hire more technical staff for Merti and Garbatulla sub counties.

## ANNEX I: LIST OF PROPOSED PROFESSIONAL DEVELOPMENT COURSES

| Management Courses  |  |  |  |
|---|--|--|--|
| Training Courses and duration                                     | Target Group and Requirements  | Cost   | Proposed Training Institute  |
| <b>Strategic Leadership Development Program</b><br><b>6 Weeks</b> | Senior officers in the Public Service and Private Sector in ' <b>JG' N and above</b> The applicant should have done a Senior Management Course of not less than four (4) weeks.  | 227,940 (Executive residential accommodation)<br>167,620 (Residential Standard Accommodation & Executive Service)<br>92,220 (Non-Residential and non- Executive Service) | Kenya School of Government (KSG)   |
| <b>Senior Management Course</b><br><b>4 Weeks</b>                 | Senior managers who are responsible for managing resources in their organizations' operations and results areas, normally in ' <b>JG' K and above or its equivalent.</b>   | 230,840 ( Executive Residential Service)<br><b>Depending on availability of executive accommodation</b><br>140, 360 (Residential)<br>78,880 (Non-Residential)            |  |
| Livestock Courses- Veterinary Services                            |  |  |  |
| Training Courses and duration                                     | Target Group and Academic Requirements   | Cost   | Proposed Training Institute  |
| <b>Meat Inspection</b><br>6 months                                | <u>Target Group</u><br>All counties requested to train staff already employed in the county- (In-house training)<br><u>Academic Requirement</u><br>Bachelor of Veterinary Medicine (BVM)/ BSc. Animal Health and Production; Animal Health Certificate | Kshs. 60,000   | Meat training Institute<br>P. O. Box 55-00204, Athi river<br>TEL:020-2637143<br><a href="http://www.meattraininginstitute.com">www.meattraininginstitute.com</a><br><a href="mailto:principalmti@gmail.com">principalmti@gmail.com</a> |



| <b>Abattoir instructor/ supervisor</b><br>10 weeks  | <u>Target Group</u><br>In-house training of staff with meat inspection certificate<br><u>Academic Requirement</u><br>Meat inspection certificate and animal health training background                       | Kshs. 45,000                   | Meat training Institute<br>P. O. Box 55-00204, Athi river<br>TEL:020-2637143<br><a href="http://www.meattraininginstitute.com">www.meattraininginstitute.com</a><br><a href="mailto:principalmti@gmail.com">principalmti@gmail.com</a>  |
|---|--|--------------------------------|---|
| Meat Grading<br>10 weeks  | <u>Target Group</u><br>In-house training of staff with abattoir supervisor certificate<br><u>Academic Requirement</u><br>Abattoir instructor certificate and animal health training background               | Kshs. 45,000                   |   |
| <b>Rangeland Courses</b>  |  |                                |   |
| <b>Training Courses and duration</b>  | <b>Target Group and Academic Requirements</b>  | <b>Cost</b>                    | <b>Proposed Training Institute</b>  |
| <b>3 Module Course</b> <ul style="list-style-type: none"> <li>• Pasture and Fodder establishment,</li> <li>• Water harvesting for pasture and fodder production,</li> <li>• Rangeland inventory management</li> <li>• Pasture and Forage harvesting and storage</li> </ul> (Duration 2 weeks) | <u>Target Group</u><br>In-house training of livestock production officers who have received on job training in rangeland management or are fresh graduands with Rangeland management degrees or certificates | Kshs. 400,000 – Group training | University of Nairobi<br>African Dryland Institute for Sustainability (UoN-ADIS)<br><br>Contact person:<br>Dr. Stephen Mureithi<br>Mobile:+254-720401486<br>Email: <a href="mailto:stemureithi@uonbi.ac.ke">stemureithi@uonbi.ac.ke</a> |
| <ul style="list-style-type: none"> <li>• Participatory GIS mapping of rangeland resources</li> </ul>  | <u>Target Group</u><br>In-house training of livestock production officers who have received on job training in rangeland management or are fresh graduands with Rangeland management degrees or certificates | USD 850 per person             | Regional Centre for mapping resources for development<br><br>Contacts:<br>+245 020 2680748 / 2680722<br>+254 723 786161<br>P.O. Box 632-00618 Nairobi, Kenya<br><a href="mailto:rcmrd@rcmrd.org">rcmrd@rcmrd.org</a>                    |