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# MARSABIT COUNTY CAPACITY NEEDS ASSESSMENT REPORT

## RANGELAND SECTOR



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## ABBREVIATIONS AND ACRONYMS

AgGDP	Agriculture Gross Domestic Product
ASAL	Arid and Semi-Arid Lands
ASDSP	Agricultural Sector Development Support Programme
CB	Capacity Building
CCBF	County Capacity Building Fund
CCBP	County Capacity Building Plan
CCNA	County Capacity Needs Assessment
CDVS	County Director of Veterinary Services
CEC	County Executive Committee
CNA	Capacity Needs Assessment
CO	Chief Officer
CPSB	County Public Service Board
CRS	Catholic Relief Services
DLP	Department of Livestock Production
DRLSP	Drought Resilience and Sustainable Livelihoods Programme
DVS	Director of Veterinary Services
FAO-UN	Food and Agriculture Organization of the United Nations
ILRI	International Livestock Research Institute
Kenya-RAPID	Resilient Arid Lands Partnership for Integrated Development
KVB	Kenya Veterinary Board
MoPEF	Ministry of Pastoral Economies and Fisheries
MWA	Millennium Water Alliance
NDMA	National Disaster Management Authority
NGOs	Non-Governmental Organizations
NRM	Natural Resource Management
OIE	World Organisation for Animal Health
RPLRP	Regional Pastoral Livelihoods Resilience Project
SPS	Sanitary and Phytosanitary Measures
VS	Veterinary Service
VSD	Veterinary Service Delivery
VSF	Vétérinaires sans Frontières
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 county capacity to effectively deliver services in three sectors; livestock; rangeland management; water, sanitation and hygiene (WASH). The main approach used by Bridge Africa revolved around the understanding that capacity development was an endogenous process of change that focuses on performance and results and must be owned by those whose capacity is being developed. The CCNA used a participatory approach that identified capacities at three levels; Level I- Institutional capacity; Level II –organization capacity; and Level III- individual capacity. The specific objectives of the CCNA assignment were;

1. Assess current individual capacity of staff from the department of agriculture, livestock and fisheries development to deliver rangeland management services;
2. Identify existing institutional and organization capacity that support rangeland management service delivery;
3. Validate and prioritize capacity gaps identified 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 staff . The CCNA was conducted in two phases; Phase I established the current county capacity to deliver rangeland management services and Phase 2 developed a Capacity Building Plan (CBP). The CBP also recommended strategies that can be undertaken to address the capacity gaps identified. Below is a summary of the CCNA findings for Marsabit County:

### **Institutional Capacity**

There are no national policies or strategies guiding rangeland management in Kenya, noting this gap, the Marsabit county department of agriculture, livestock and fisheries development consultatively developed the Marsabit county livestock policy that has an elaborate section on rangeland management. The draft policy recognizes that the breakdown of traditional grazing systems had led to overgrazing and range degradation. In addition, the policy notes that haphazard water development has further contributed to range degradation. The policy aims at guiding the rehabilitation of Marsabit County rangelands through the following strategies:

1. Provide an enabling environment to anchor Community Based Natural Resource Management (CBNRM) structures within county legal frameworks and policies;
2. Establish and strengthen appropriate rangeland rehabilitation strategies;
3. Support spatial planning and settlement creation in line with rangeland use plans;
4. Establish and strengthen directorate of range management and develop modalities to collaborate with water and planning sectors through a secretariat that will coordinate institutions on range land management;
5. Promote commercial livestock destocking/off take;
6. Promote commercial pasture production, pasture seed bulking and construct strategically placed fodder reserves;
7. Ensure participatory monitoring and evaluation of range lands and conduct regular range resource inventory;
8. Establish county data base on livestock population;
9. Control and manage invasive species and Invest in the rehabilitation of degraded lands with locally adapted and palatable tree and grass species.

The revised Marsabit County CIDP (2013-2017) has proposed the department of agriculture, livestock and fisheries development to be allocated a minimum of 10% of the annual county budget up from the current 4% allocation. However, no mention of how much of this funding will go towards rangeland rehabilitation. The low budget allocation coupled with delay in the disbursement of funds from the county treasury is the main challenge facing service delivery in the county. The directors of livestock production

indicated that most of their work plan activities were not achieved as there was no funding to support their implementation.

### **Organisation capacity**

Rangeland management falls under the livestock production section. There is no designated directorate of rangeland, in addition, only 5 of the 23 staff in the livestock production section have qualification in range management. The lack of Human Resource (HR) policies and procedures was the main organisation level challenge mentioned by directors and staff from the livestock production section. The lack of HR policies specifically a scheme of service meant that there were no guidelines on promotion and recruitment. This resulted in lack of promotion opportunities for staff who had been seconded from the national government. The HR office conducted a one week induction for new staff, the induction process was rated as fair as it sensitised staff on public service norms and practices. However, the staff who underwent induction noted that there was also a need to conduct induction at departmental level so as to cover the technical requirements of the role assigned. All livestock section staff interviewed indicated there was no performance appraisal system in place. The livestock production staff noted that there had been no departmental meeting in the last five years. This meant that most staff did not know their colleagues as there was no joint planning of activities or opportunities to share knowledge. This had resulted in duplication of donor funded activities. Most staff relied on mobile phone calls, Short Messaging Service (SMS) and WhatsApp messaging to communicate internally with colleagues. The CCNA findings revealed that staff handled clients complain promptly and in some instances referred complains to supervisors. Support of the supervisor (sub county heads) was rated as good as the supervisors discharged their mandate in a respectful and consultative manner.

### **Individual capacity**

The individual assessment sampled 80% (4/5) of staff with rangeland management expertise. Most of the respondents were male (3) with only 1 woman interviewed. The academic qualification of the four respondents ranged from certificate (1), diploma (2) and degree (1). Their job title was Livestock officer (2) and livestock assistant (2). All 4 were in Job Group J-N and only 1 was directly hired by the County Public Service Board (CPSB) with the other 3 seconded to the county from the national government. The average years in service was 23 years with a range of 1 to 37 years. Analysis of rangeland management functions revealed that most officers were able to frequently perform 4 of the 8 devolved functions. The most common function performed was range extension services that entailed pasture establishment through range reseeding. Lack of funds and shortage of staff especially at ward and village level were the main reasons hindering staff from effectively discharging their mandate. The staff noted that all trainings were conducted by Non-governmental organisations (NGOs). However, the staff felt that the training was not relevant to the range profession. The staff proposed that future trainings should focus on pasture establishment (reseeding) and conservation techniques, Holistic Range Management (HRM) and Range inventory monitoring using Geographic Information System (GIS) and Remote Sensing (RS). Most staff (3) rated their welfare as poor this was because there was lack of promotion opportunities and chronic lack of funds to facilitate their extension mandate. The staff also noted that the county did not have a performance incentive and reward system in place that recognizes exceptional service of staff and this was demoralizing as most staff worked beyond their required mandate.

In conclusion, the consultant makes the following recommendations

#### **To the client**

- I. The Capacity Building Fund (CBF) can be used to organise a training for staff in the human resource department, the training will sensitise staff on their role and support them to;
- Develop human resource manuals that will guide promotion, recruitment, induction, succession and disciplinary processes in the county.
- Organise a consultative meeting with Public Service Commission (PSC) and state department of livestock production to guide the adoption of the national level scheme of service for technical staff in the livestock production section;



- Conduct a training needs assessment for the departments of agriculture, livestock and fisheries and use the findings to develop a capacity building plan and training projections for the department.
  2. The fund can 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 can also be used to support in house training of existing and recruited rangeland management staff.

**To the County Government**

1. Fast track county assembly reading and passage into law of the draft Marsabit county livestock policy and consultatively develop the rangeland development policy
2. The livestock production section should map key partners and formalize Memorandum of Understandings (MoUs).
3. Department of agriculture, livestock and fisheries development should organise quarterly meetings for all staff. During this meeting each section should present their work plan and the meeting can consultatively prioritize activities and ensure there is no duplication of activities.
4. Increase annual budget allocation to the livestock sector to a minimum of 10% of the total budget and honour budget lines set aside for staff training.
5. Decentralize funds to the county departments and sub county offices using the guidelines set in the Public Finance Management (PFM) act of 2016.
6. HR department should adopt the proposed organogram for the department of agriculture, livestock and fisheries development and using information from the developed scheme of service and position created in the organogram the CEC and CO should advocate for promotion and recruitment of staff.
7. In consultation with the HR department and CPSB the county should Introduce a Performance Management System that has set incentives and performance based bonuses.
8. The county needs to immediately hire staff with rangeland management expertise.

## 1.0 INTRODUCTION

The Arid and Semi-Arid Lands (ASALs) of Kenya cover 80 percent (%) of the country's land mass and host 35% of the country's approximately 40 million people, this translates to approximately 14 million people. The ASALs of Kenya, also referred to as rangelands support 60% of the national livestock herd and more than 90% of the country's wildlife population<sup>1 2</sup>. The rangelands are historically marginalized with regard to resource allocation, infrastructure development and social services provision. The sessional paper No. 10 of 1965 titled African Socialism and its Application to Planning in Kenya begun the rangeland institutional marginalization. The paper advocated for investment in high potential areas, these were area with more rainfall than the ASALs with the believe that benefits accrued would trickle down to developing the ASALs. This resulted in underdevelopment of the ASAL regions and it was not until the year 2010, that the ASALs were recognized as potentially viable lands that the country could leverage on to achieve its vision of becoming a middle income nation by 2030. Since then, several policy decisions and resources have been directed to developing the ASALs, one such initiative is the equalization fund that is provided for in the new constitution. The funding will be from one half per cent of all the revenue collected by the national government each year calculated on the basis of the most recent audited accounts of revenue received and subject to approval by the National Assembly. Fourteen ASAL counties are set to receive more than Kenya Shillings (Kshs) 12 billion from the Commission on Revenue Allocation in the fiscal year 2018-19. The funds will support county government efforts to provide basic services such as water, roads, health facilities and electricity so as to fast track the development of the ASALs. The ASALs also have a shortage of qualified human capacity and it is under this background that Bridge Africa ADC hereinafter "the consultant" was tasked by Millennium Water Alliance (MWA) herein after '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. Kenya RAPID programme aims at supporting sustainable and resilient livelihoods through improvement of water availability and water service delivery to people and livestock. Kenya RAPID achieves this through mobilising financial and technical resources from development partners, governments and private sector. The programme is also promoting sustainable rangeland management in the ASALs. The programme theory of change is founded on the successes and lessons from USAID's Kenya Arid Lands Water, Sanitation and Hygiene (KALDRR-WASH) and the Swiss Development Corporation's (SDC) Water for Livestock (W4L) programmes that were implemented in Northern Kenya between 2012 and 2014<sup>3</sup>. The programme is adopting four key lessons that will guide the implementation of its activities these include:

1. Supporting development of strong county institutions as a pre-condition to long-term sustainability of development projects;

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<sup>1</sup> Kenya Population and Housing Census 2009. Kenya National Bureau of Statistics (KNBS)

<sup>2</sup> Sessional paper no. 2 of 2008 on National livestock policy (Revised on May 2014)

<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.

2. Enhanced coordination and integration of development programmes across sectors result in more efficient use of resources and greater impact across many sectors;
3. Encouraging private sector participation in WASH and livestock sectors will lead to increased investment and more options for improved and financially viable water service delivery;
4. Empowering the community with knowledge and ability to exercise rights and responsibilities for water and rangeland resources will ensure better governance and sustainability.

The overall goal of KENYA RAPID programme 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 rangeland management.

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 creation of dependency.

### **1.1. RATIONALE FOR THE CAPACITY NEEDS ASSESSMENT**

The Constitution of Kenya reconfigured the governance structure by introducing the devolved system of governance comprising of the national government and 47 county governments across the country. The objectives of devolving power and resources are clearly articulated under Article 174 of the Constitution. Devolution seeks to tackle the deeply entrenched disparities between regions. Kenya’s devolution is said to be the most ambitious in the world, given that it involves the simultaneous transfer of power and finances to an entirely new level of government<sup>4</sup>. The key challenge for the devolved governments in undertaking their functions is the need to ensure proper coordination with agencies from national government on concurrent functions as well as manage shared resources across different counties. For example, in environment and natural resources management, the national government is responsible for developing policies while the counties are responsible for implementation. This means that rangeland management and water resources which are critical drivers of pastoralist livelihoods will be concurrently managed by both levels of government. At the same time, there will be need for inter-county collaborations especially when managing shared resources such as watering points, grazing areas and

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<sup>4</sup> Building Public Participation in Kenya’s Devolved Government. 2015. Kenya School of Government Working Paper No.94497.

migratory corridors. These will require setting up new administrative institutions and legal frameworks to facilitate equitable and sustainable use of the range resources<sup>5</sup>.

## **I.2. CONCEPTUAL FRAMEWORK**

Capacity building or capacity development has differing interpretations within organisations. However, all interpretations have a common conceptual thinking that recognizes that capacity development 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. Since capacity is specific to the task being performed, the focus becomes which task is being performed, by whom, and for what. The European Commission defines capacity as the ability of people, organizations and society as a whole to manage their affairs successfully. In all the given definitions above we can infer that capacity building needs to address three levels for it to be successfully grown and nurtured:

- (i) Institutional level or 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. At the heart of the driving force to achieve this positive change, is a set of skills known as functional capacities. Functional capacities are essential management skills that allow for planning, implementing, monitoring and evaluation. Supporting the functional capacities are technical capacities, that are related to a given area of expertise. As a way of differentiating the two, the consultant 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 acquiring qualification in animal health or livestock production.

## **I.3. PURPOSE OF THE ASSIGNMENT**

The purpose of the CCNA was to determine the capacity of Marsabit County to deliver rangeland management services.

## **I.4. SPECIFIC OBJECTIVES**

1. Assess current individual capacity of staff from the agriculture, livestock and fisheries development department to deliver rangeland management services;
2. Identify existing institutional and organization capacity that support rangeland management service delivery;
3. Validate and prioritize capacity gaps identified and develop a capacity building plan.

## **I.5. DELIVERABLES**

The following were the deliverables from the CCNA exercise;

A comprehensive report that includes information on;

1. Approach used to collect data;
2. Current capacity of Marsabit county to deliver rangeland management services at individual, institutional and organisation levels;
3. Capacity building plan that was participatory developed and that identified capacity gaps and proposed recommendations to address the gaps.

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<sup>5</sup> Caroline King-Okumu, Daoud Tari and Ibrahim Jarso (2015). Strengthening Customary Institution for Rangeland Management: A Case Study of Isiolo County, Northern Kenya.

## 2.0 APPROACH AND STUDY METHODOLOGY

### 2.1 APPROACH

The CCNA used a participatory mixed method approach that involved literature review, Key informant interviews (KIIs) and administering of structured questionnaires to individual staff from the department of agriculture, livestock and fisheries development. CCNA was conducted in two phases; **Phase I: Established the Current County Capacity to deliver rangeland management services** at three levels individual, institution and organisation. Food For The Hungry (FH Kenya), the implementing partner for the Kenya RAPID programme, was in charge of logistics and mobilisation of staff. At the onset of phase I field assignment, the consultants and county staff from the department 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 I;
2. Informing the county government staff on the task at hand and getting their buy in to participate in the Capacity Needs Assessment exercise;
3. Outlining veterinary services institution and organization structures this was achieved through break out group discussions that was also used to identify respondents who were targeted for Tool I administration.

Table one (I) below is a summary of the indicators evaluated for at each level.

**Table I: County 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 process			
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: Capacity Building Plan (CBP) Development

In phase 2 , a one day validation meeting was convened with staff from the agriculture, livestock and fisheries development department where the CCNA findings were presented and the CBP was developed. The 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 High or Low
<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 - Communication channels - 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

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 onto 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 employed to analyse the data they included;

- Quantitative analysis- Tool 1 data was downloaded from the server, coded and exported into SPSS<sup>6</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><u>Logistical</u></b></p> <ol style="list-style-type: none"> <li>1. Prior mobilisation was not done for livestock sector staff</li> <li>2. Majority of staff from the livestock production section were on drought mitigation relief missions and were unreachable for phone interviews. The lack of prior mobilisation of livestock production staff resulted in staff being suspicious of the exercise with many staff reached on phone declining to participate in the exercise.</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 and director livestock production) to mobilise staff. The veterinary services staff were able to be sufficiently mobilised but this was not the case for livestock production staff.</li> <li>2. Consultant agreed with HF to extend the enumerator contract to allow an extra 3 days for data collection (enumerators went to Laisamis but this did not bear fruit.</li> <li>3. The livestock production staff were mobilised in time and attended the validation meeting where they contributed to the development of the rangeland management capacity building plan.</li> </ol>

## 3.0 FINDINGS AND DISCUSSIONS

### 3.1 LITERATURE REVIEW

#### National Context

There are no specific policies and strategies at national level that stipulate how rangelands will be governed in Kenya. This is because, rangelands are vast landscapes that offer diverse ecosystem services as well as support varied livelihood options that cut across many sectors such livestock, environment wildlife and natural heritage, water and natural resource management.

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<sup>6</sup> IBM Statistical Package for Social Sciences

Below is a summary of the desk review findings:

**Constitution of Kenya (2010)**- The Constitution of Kenya is the supreme law that binds all persons and all state organs at both levels of government. The general rules of international law also form part of the laws of Kenya. Article 56 requires the state to rectify historical marginalization through affirmative action, while Article 174 lists the mandate of devolved government which includes the protection and promotion of the interests and rights of minorities and marginalized communities. The definition of 'marginalized communities' in Article 260 includes pastoral communities, whether nomadic or settled. Chapter Five of the constitution of Kenya on land and Environment, stipulates that land should be held, used and managed in a manner that is equitable, efficient, productive and sustainable while ensuring conservation and protection of ecological fragility. The section defines community land, which in most cases are rangelands, as land that is —

- I. Lawfully held, managed or used by specific communities as community forests, grazing areas or shrines;
- II. Ancestral lands and lands traditionally occupied by hunter-gatherer communities; or
- III. Lawfully held as trust land by the county governments. The constitution recognizes that any unregistered community land shall be held in trust by County governments on behalf of the communities for which it is held.

The constitution also stipulates key provisions in the management of the environment and natural resources under article 69 (I) and 70 (I). It notes that the State will —

- (a) Ensure sustainable exploitation, utilisation, management and conservation of the environment and natural resources and ensure the equitable sharing of the accruing benefits;
- (b) Protect and enhance intellectual property and indigenous knowledge of biodiversity and the genetic resources of the communities;
- (c) Encourage public participation in the management, protection and conservation of the environment;
- (d) Protect genetic resources and biological diversity;
- (e) Establish systems of environmental impact assessment, environmental audit and monitoring of the environment;
- (f) Eliminate processes and activities that are likely to endanger the environment; and
- (h) Utilise the environment and natural resources for the benefit of the people of Kenya.

The fourth schedule of the constitution outlines the functions between the two levels of governments. The national government functions relevant to rangeland management include:

1. Protection of the environment and natural resources with a view of establishing a durable and sustainable system of development, including, in particular—
  - (a) Fishing, hunting and gathering;
  - (b) Protection of animals and wildlife;
  - (c) Water protection, securing sufficient residual water, hydraulic engineering and the safety of dams; and
2. Disaster management.
3. Agricultural policy.
4. Veterinary policy.
5. Capacity building and technical assistance to the counties.

### **Environmental Management and Co-Ordination Act (EMCA) of 1999 (revised in 2012)**

The act contains key chapters on Environmental Planning and under section 40 of the act gives authority to the Districts (now Sub Counties) to develop Environmental Action Plans which lay out the activities for sustainable management and utilization of the rangelands. Section 29 of the act also establishes environment committees which are tasked with the development and implementation of the action plan at sub county level. The act also recognizes the authority and institutions of traditional pastoralist systems by emphasizing the need to integrate traditional knowledge with mainstream scientific knowledge with the



overall goal of conserving biological diversity. The integration benefit is well proven in a research study conducted by University of Nairobi, International Institute for Environment and Development (IIED) and Resource Advocacy Programme (RAP) the study mapped the vegetation resources and established their economic importance in Isiolo County, Kenya<sup>7</sup>.

### **Sessional Paper No. 2 of 2008 on National Livestock Policy (Revised on May 2014)**

This policy recognizes that over 80% of Kenya's land mass is ASAL and livestock is the main livelihood activity. The policy defines ASALs as areas that receive scarce, unreliable and erratic rainfall, making them fragile ecosystems that can only support livestock keeping. The document also notes that despite the enormous potential found in the ASALs they have the lowest human development indicators and the highest incidences of poverty. The policy gives a brief historical background on rangelands, it states that before independence the rangelands were managed as ranches and by independence there were 180 ranches, established by white settlers. Immediately after independence, additional ranches were established and currently there are about 250 ranches. The draft policy notes that In the 1960's and 1970's the ranches were run successfully as commercial enterprises. However, in the 1980's and 1990's the performance of most ranches declined drastically due to land subdivisions and poor governance. The policy is notes that rangeland grazing and water resources have spatial and temporal distribution that results in grazing animals enduring long periods of feed scarcity and short periods of feed glut. The document proposes the need to minimize feed wastage during the rainy season and to find alternative sources of feed during periods of scarcity. In this regard, the county governments have been mandated to undertake initiatives that increase the feed base by encouraging technically approved grazing management strategies, including fodder and pasture production, conservation and commercialization. In addition, the policy tasks both levels of governments to promote production of irrigated fodder and put measures to mitigate the effects of pests. To achieve this, county governments in collaboration with stakeholders are urged to promote sound rangeland management practices, establish strategic feed storage facilities, institute effective disease control measures and establish appropriate livestock marketing infrastructure within the ASALs. In addition, the two levels of government in collaboration with stakeholders should put in place appropriate risk management strategies such as insurance to cushion livestock keepers against drought losses.

### **ASAL policy (2015)**

The document 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.

### **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 the 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 can 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 outlined in the New Partnership for Africa's Development (NEPAD) Maputo Declaration of 2003 and more recently the Malabo declaration of 2013. Agricultural research and extension in Kenya have historically been considered public goods by

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<sup>7</sup> <http://pubs.iied.org/pdfs/10141IIED.pdf>

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 weekly and set up farmer and pastoralist demonstration plots or training centers. This approach was seen as a top-down approach that lacked farmers participation and was labour and resource demanding. Based on lessons learnt the government in collaboration with other stakeholders have now adopted a participatory and demand-driven extension approach. This approach is intended to allow more farmer participation and private sector contribution in providing extension services an example of this approach is 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 the;

1. Importance of partnering with all stakeholder's 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 of markets.

**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**

**Revised First County Integrated Development Plan 2013-2017-**The CIDP document has two sections that give guidelines on rangeland management. The introductory section for each sector notes that there are no registered group or company ranches. It further elaborates that the different communities have specific grazing areas that are not officially delineated or recognized by the county. Due to this, the grazing areas overlap between communities and are often the source of the frequent incidences of resource based conflicts especially during periods of drought when communities compete for grazing fields. The CIDP recommends that the county needs to develop policies that allow mobility of pastoralist

herds to grazing grounds and markets and introduce governance mechanisms especially at community level such as Environmental Management Communities (EMCs) that will help govern the sustainable utilization of natural resources. The strategies to improve rangeland are elaborated under the CIDP's environmental section. The CIDP suggests several strategies that can be taken to manage the county's rangelands they include;

- Promotion of range rehabilitation and management activities countywide so as to increase access to pastures in both the lowlands and highlands through holistic rangeland management.
- Governance training of 50 livestock keeper groups and supporting them to form rangeland management committees;
- Institutionalize through county assembly legislative acts traditional natural resource management governing structures such as the Borana 'Deedha' Council of elders system.

### **Final draft Marsabit County Livestock Policy (October 2016)**

The policy was developed through a consultative process that involved several organisations including; Partnership for Resilience and Economic Growth in Kenya (PREG) partners such as AHADI/USAID, REGAL-AG and REGAL-IR, development partners such as FAO-UN and international NGOs as well as Community Based Organizations. The policy recognizes that rangeland management governance will be under the Marsabit department of Agriculture, Livestock and Fisheries development. The department has three technical sections or sub-sectors: (1) Agriculture (crops) development, (2) Livestock development and (3) Fisheries development. Rangeland management is under the livestock department section. The policy recognizes that more than 80% of the county's economy is anchored on livestock production. However, despite the important role played by livestock, the sector receives less than 5% of the county annual budget. This is below the Maputo declaration that requires African nations to raise their budgetary allocation to agriculture to a minimum of 10%. The policy recommends that county government allocate not less than 10% of the national budget towards financing and investments in agriculture, livestock and fisheries sectors. The policy has an elaborate section on rangeland management and notes that the county has no planned or organized grazing management systems. The policy recognizes that the breakdown of traditional grazing systems has led to overgrazing and range degradation. In addition, the haphazard water development has further contributed to range degradation. The policy aims at guiding the rehabilitation of rangelands through strengthening rangeland governance and management and providing an enabling environment to ensure sustainable use of natural resources by the communities. The following strategies are proposed:

1. Recognize, strengthen, and coordinate existing rangeland governance institutions (Deedha) and structures for sustainable management;
2. Provide an enabling environment to anchor Community Based Natural Resource Management (CBNRM) and EMC structures within county legal frameworks and policies;
3. Support strategic land improvement infrastructure based on community land use plans;
4. Establish and strengthen appropriate rangeland rehabilitation strategies;
5. Support spatial planning and settlement creation in line with rangeland use plans;
6. Establish and strengthen directorate of range management and develop modalities to collaborate with water and planning sectors;
7. Establish a secretariat to coordinate institutions on range land management;
8. Promote commercial destocking/off take;
9. Promote commercial pasture production, seed banks and strategic feed reserves;
10. Ensure participatory monitoring and evaluation of range lands and regular range audit;
11. Establish county data base on livestock population;
12. Plan for control and management of invasive species and Invest in the rehabilitation of degraded lands with locally adapted trees and forage species;
13. Adopt the holistic-thinking rangeland management approach in the Swynnerton Plan of 1954.

### 3.2 CAPACITY NEEDS ASSESSMENT (CNA) FINDINGS

The CNA in Marsabit County was carried out between 16<sup>th</sup> and 19<sup>th</sup> October. On the first day of the assessment, three enumerators were trained on the interoperability of Tool I. The second day was a half day inception meeting that was attended by participants from veterinary services, livestock production and WASH sectors. During the inception meeting it was noted that the county did not have a rangeland management section and . In addition, only 5 staff had range management training. On the third and fourth day of the assignment individual and key informant interviews were conducted. In total, four KIs with the CEC, County Director of Veterinary Services (CDVS), director and deputy director of livestock production. Individual capacity assessment was conducted with only four staff who had range management training. The CNA findings were then analysed and presented during the validation workshop held on 7<sup>th</sup> December 2017. The process of validating and prioritization of the capacity gaps identified was done in a consultative manner and discussions were guided by the CCNA framework matrix (table 1 above). The outcome of the validation process was the development of a county capacity building plan for the rangeland sector.

#### 3.2.1 INSTITUTIONAL CAPACITY

The institution or enabling environment includes formal and informal rules and norms that provide the framework of goals and incentives within which organizations and people operate. This level of capacity assessment focused on evaluating the county’s policy, legal and financing framework for the livestock sector in which the mandate of rangeland management services is under. Given that at national level there are no guiding policy entirely dedicated to rangeland management. The department of agriculture, livestock and fisheries development requested several development partners and NGOs to support the development of the Marsabit County Livestock policy (2016). The draft policy is in its final draft awaiting county assembly reading and passage. The revised Marsabit County CIDP (2013-2017) which is under review had proposed the department of agriculture, livestock and fisheries development to be allocated at a minimum 10% of the annual county budget up from the current 4% allocation. However, no mention of how much of this funding will go towards livestock subsector specifically for rangeland rehabilitation as envisioned in the draft livestock policy. As mentioned above, financing of the rangeland sector is under the livestock sector, in the financial years 2014 to 2017 the department of agriculture, livestock and fisheries development received between 4.05 and 4.68 % (Table 4) of the total annual county budget.

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

Financial Year	2013/14		2014/15		2015/16		2016/17	
	Rec.	Dev.	Rec.	Dev.	Rec.	Dev.	Rec.	Dev.
Sector								
Agriculture, Livestock and Fisheries	-	-	126.76	122.01	157.33	143.89	160.59	136.55
Total County Allocation	-	-	2741.58	3011.19	3201.66	3075.28	3609.18	3210
% to the Overall Budget	-	-	4.62%	4.05%	4.91%	4.68%	4.45%	4.25%

Source: Annual County Government Budget Implementation Review Reports

#### 3.2.2 ORGANISATION CAPACITY

An organisation is defined as a group of individuals who are bound by commonly agreed rules and procedures that aid them realize one or more pre-set objectives. During assessment of organisation capacity level, the following indicators were evaluated for;

- I. Strategic management – long-term plan of action and management behaviour and decision-

- making system;
- 2. Organisation Structure – reporting lines, division of tasks and responsibilities;
- 3. Systems in place – culture (set of shared values and norms), processes, procedures
- 4. Human and financial resources (HR policies, HR deployment, training and knowledge opportunities, HR performance, funding)
- 5. Knowledge and information (knowledge, technology and innovation, feedback and learning, knowledge-sharing)
- 6. Infrastructure

Theme 1: Strategic management

The department of agriculture, livestock and fisheries development has a clear vision and mandate as outlined in the draft livestock and CIDP documents. The county's vision is to ensure the livestock sector is innovative and commercially-oriented. The acting CEC though not a holder of agriculture training was knowledgeable on the human resource challenge the department faced.

Theme 2: Organisation structure, staff establishment, roles and responsibilities

During the inception meeting, department staff outlined the proposed organogram for the rangeland management sector (Figure 1). The staff also outlined the roles and responsibilities of each organogram level as well as listed challenges faced in discharging their mandate. The rangeland management section has only 5 staff out of a total 23 technical staff in the livestock production section. There is a serious shortage of range management officers as all officers are based at headquarters or sub county levels. The CEC role was seen as one that should mainly involve policy implementation and overall management of the department. CEC duties were listed as;

- Attend cabinet county meetings;
- Implement policies passed in the cabinet and county assembly;
- Report department performance to cabinet and county assembly;
- Official spokesman of the department;
- Lobby for financial and human resource allocation.

**The CO role was outlined as;**

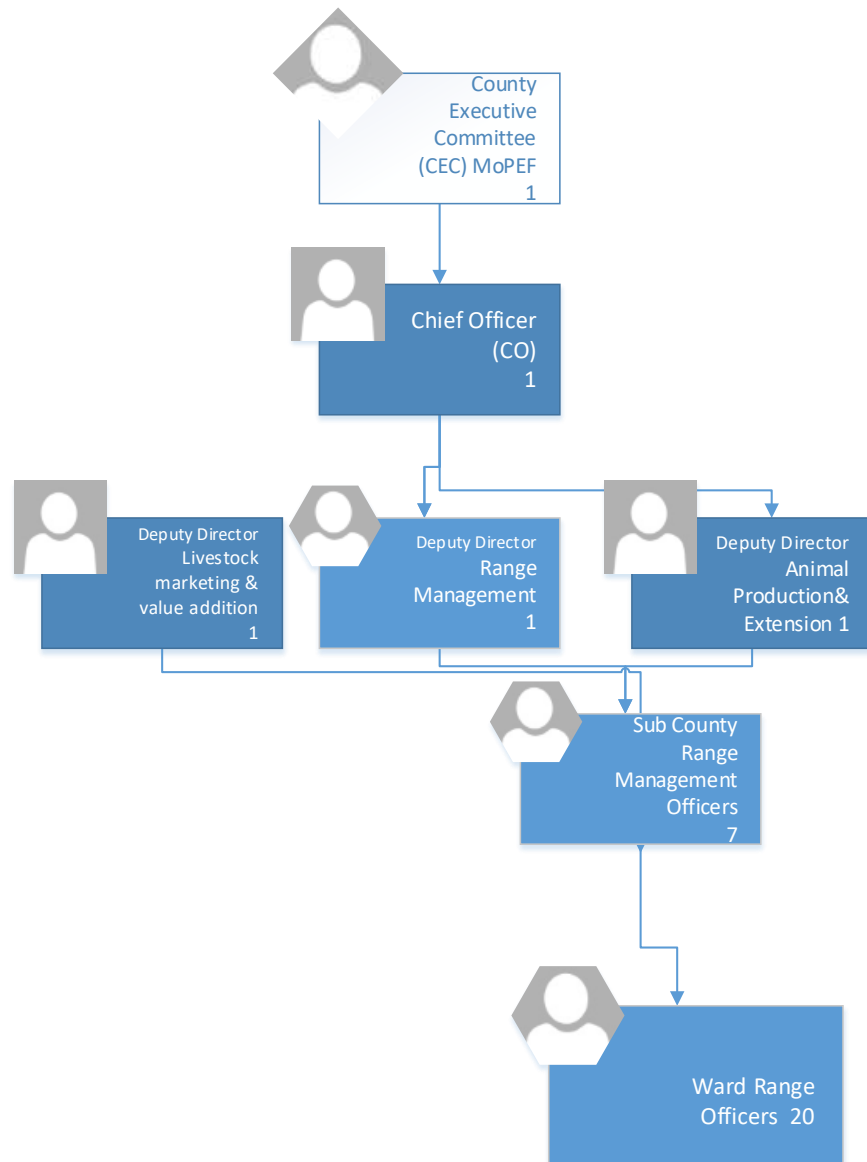
- Accounting officer;
- HR role – in charge of staff in department, part of the recruitment, promotion and disciplinary committees;
- Budget implementer and controller as he is the only AIE holder in the department.

**Directors role (CDVS and Livestock production directors)**

- Management of staff alongside CO;
- Consultatively develops work plan and budgets as well as supervising their implementation once funds are availed;
- In charge of technical activities implementation and monitoring
- Other delegated duties from CO- signatory of IFMIS

**Sub-county officer's role**

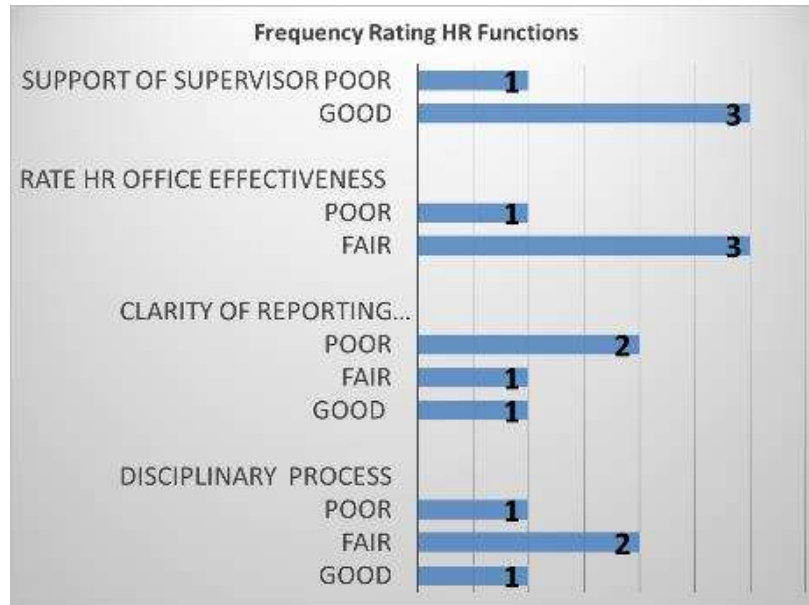
- Offer extension services in their areas of expertise (subject matter specialist SMS)



**Figure 1: Proposed organogram for the rangeland management section**

*Theme 3: Human resources functions and processes*

The director of livestock production noted that the lack of HR policies specifically the county scheme of service meant that there were no guidelines on promotion and recruitment of staff. This was main reason that most staff, especially those seconded from national government, were demoralized as they had not been promoted since devolution came into effect. The HR office effectiveness was rated as poor (1) to fair (3) (Figure 2). The ratings of the support offered by the supervisor, clarity of reporting line and disciplinary process in place are also indicated in figure 2 below. The poor HR rating was due to the delay in handling issues particularly providing a scheme of service and effecting promotion of staff. Of the 4 staff interviewed, 3 staff indicated there were no appraisal systems in place. Furthermore, 3 staff indicated the recruitment process was poor as it took too long to call people for interviews and it was not transparent



**Figure 2: Rangeland staff perception on HR office functions and processes**

Only 1 staff had been inducted on public service norms, practices and attitudes. The staff suggested that the induction process should be carried out at department level instead at county level, this would allow incorporation of technical matters. Staff felt that staff in the HR department should be the first group targeted for capacity building as they lacked knowledge on public service procedures. Literature review revealed that the national level Public Service Commission (PSC) has developed a multitude of documents that the county HR department can use to guide the drafting of the HR manuals<sup>8</sup>. One of these documents is the 2013 county public service human resource manual that gives detailed and elaborate guidelines on HR processes. The PSC has also developed the draft human resource planning and succession management strategy for the public service (2017). 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 public servants to cultivate a culture that supports knowledge transfer and employee development.

Theme 4: Infrastructure to support service delivery

The livestock production staff indicated that the section had only 6 vehicles and eight motorcycles to support the livestock production extension mandate. On average 3 people shared an office and staff rated the offices infrastructure as poor (2) to moderate (2). They suggested offices should be furnished with modern furniture. Only 1 staff said the offices were accessible by a disabled person. All staff noted that offices did not comply with fire hazard requirements and only 2 of the 4 staff interviewed used motorcycles for their official duty while 2 went to work by foot. In addition, the staff had no computers provided for official duty, most used their personal laptops.

Theme 5: Information flow process

The livestock production staff noted that there had been no departmental meeting in the last five years. This meant that most staff did not know their colleagues and there was no joint planning of activities or

<sup>8</sup> PSC of Kenya Human Resource Policies and Procedures Manual for the Public Service May 2016

opportunities to share knowledge. This had resulted in duplication of donor funded activities. Most staff relied on mobile phone calls, Short Messaging Service (SMS) and WhatsApp messaging to communicate internally with colleagues. The CCNA findings revealed that staff handled clients complain promptly and in some instances referred complains to supervisors. Support of the supervisor (sub county heads) was rated as good as the supervisors discharged their mandate in a respectful and consultative manner. However, clarity of reporting line was rated as poor as most staff felt that the CEC and CO did not follow the chain of command when discharging their mandate and in most cases undermined their supervisors decisions. There was also lack of a central collection office that can act as the department's knowledge repository centre. The drat Marsabit County livestock policy recommends that the department of agriculture, livestock and fisheries development put in place a communication framework in collaboration with relevant stakeholders. The policy also recognizes that employees are the most valuable resource in the department and advocates for the need to set up a quality internal communications system that will allow staff to be well informed and up-to-date on departmental and county government activities. The policy suggests that an effective internal communication system will require frequent and regular meetings between:

- a. Top Management (CEC and the three Chief Officers)
- b. Senior Management (Top Management plus Directors)
- c. Regional Managers (sub-county heads)
- d. All cadre of staff in the department.

The policy further suggests that to ensure effective internal communication, the department will invest and provide ICT equipment for its regional managers, senior and top management. In addition, the department will also put into place an efficient Performance Management System for all staff with clear service charter, job descriptions, and code of conduct.

#### Theme 6: Interrelationships

Though there were no formal partnership engagements, the CDVS and director livestock production noted that several NGOs and development partners were key in ensuring the department achieved its mandate as the department faced chronic lack of funds due to failure to decentralize funds from county treasury to department and sub-county offices. The livestock production section staff identified the following as key partners for supporting rangeland extension services;

1. VSF –G
2. FAO-UN
3. GIZ
4. AVCD/ILRI
5. Concern World wide
6. FHK
7. PACIDA
8. World vision
9. Caritas
10. Malteser International
11. Kenya Red Cross Society (KRCS)

### **3.2.3 INDIVIDUAL CAPACITY**

#### Theme 1: Job Skill

The individual assessment sampled 80% (4/5) of staff from the livestock production section who had rangeland management training. Most of the respondents were male (3) with only 1 woman interviewed. The academic qualification of the four respondents ranged from certificate (1), diploma (2) and degree (1). The job title was Livestock officer (2) and livestock assistant (2). All 4 were in Job Group J-N and only 1 was directly hired by the County Public Service Board (CPSB) while the other 3 had been seconded to



the county from the national government. The average years in service was 23 years with a range of 1 to 37 years.

Theme 2: Devolved Functions Performance

Analysis of rangeland management functions revealed that most officers were able to frequently perform 4 of the 8 devolved functions (Figure 2). The most common function performed was range extension services that entailed pasture establishment through range reseeding. Lack of funds and shortage of staff especially at ward and village level were the main reasons hindering staff from effectively discharging their mandate.

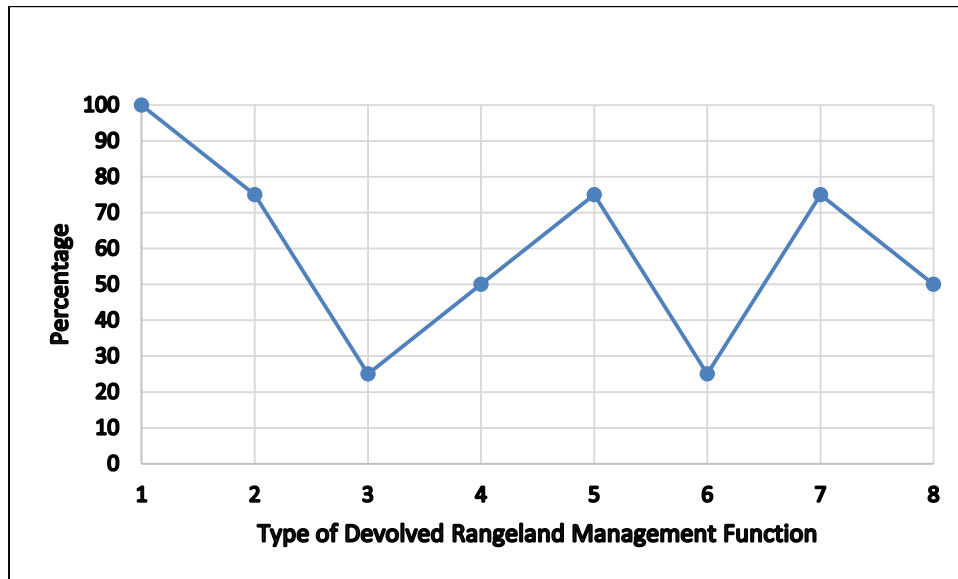


Figure 3: Percentage distribution of rangeland management functions in Marsabit county

Key: Types of devolved Rangeland Management Functions:

1= Extension in Range Production; 2= Promote Customary NRM; 3= Integrate Customary rules and laws into county policies; 4= Develop county policies on Range management; 5= Institute Early Warning (EW) and response to disasters; 6= Guard against land Fragmentation; 7= Offer climatic information; 8= Land Survey and Mapping

Theme 3: Professional development opportunity

Only 1 of the 4 respondents indicated that had not received any continuous professional development training in the last two years. All staff indicated that there was no selection criteria to identify which staff would go for training. The 3 staff had been trained on the following topics;

- Climate change and donkey welfare (1),
- Community Based Natural Resource Management (CBNRM); Community Based Disaster Risk Reduction (CMDRR) and Participatory Disease Surveillance (PDS).

The trainings were conducted for less than a week with only PDS taking 2 weeks. All trainings were funded by NGOs. Though all training added new knowledge to staff, the staff felt that they were not relevant to rangeland management. The staff proposed that future trainings should focus on pasture establishment (reseeding) and conservation techniques, Holistic Range Management (HRM) and Range inventory monitoring using Geographic Information System (GIS) and Remote Sensing (RS). The PSC manual encourages counties to facilitate a culture of continuous learning as this upgrades core competencies,

knowledge, skills and attitudes of public officers including their ability to assimilate new technology that will enable them create and seize opportunities for career growth, social advancement, and economic growth<sup>9</sup>. The manual also encourages county governments to establish training funds for financing their training programmes. However this had not been done in Marsabit county. The PSC county HR manual of 2013 also recommends that training in the county should be based on a training needs assessment which should be conducted every two years in each county department. The county departments should also prepare a training projection based on the training needs assessment findings. The projections can then be used to guide the training committees in nominating officers for training. The manual recommends that each county public officer should have a minimum of five (5) days of training in a year while newly recruited or transferred officers must be inducted within three months of joining the County Public Service<sup>10</sup>.

#### Theme 4: Performance Incentive

All staff contributed to the department's work planning and budgeting process while only 2 felt they had provided unique ideas to the department. One of these ideas was to purchase and provide the most drought afflicted livestock with urea feed block supplements. The other unique idea was developing content for the range section in the draft livestock policy. Most staff (3) rated their welfare as poor this was because there was lack of promoting opportunities and chronic lack of funds to facilitate their extension mandate. In addition, the county lacked staff with rangeland expertise. The staff also noted that the county did not have a performance incentive and reward system in place that recognized exceptional service of staff, this was demoralizing as most staff worked beyond their required mandate.

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<sup>9</sup> Public service commission of Kenya, county public service human resource manual May 2013

<sup>10</sup> Public service commission of Kenya, county public service human resource manual May 2013

## 4.0 CONCLUSION AND RECOMMENDATIONS

This section presents the proposed capacity building plan as a framework matrix. The costed matrix summarizes the existing capacity and capacity gaps identified and prioritized at each of the three levels of assessment. The section also outlines proposed measures that can be undertaken to address the capacity gaps and concludes by making recommendations to the client (MVA) 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 and Long term- 2 to 4 years

Capacity Development area	Existing Capacity	Capacity Gap	Proposed Measure	Capacity Priority Ranking Colour code	Timeline Short or Long-Term
Policy and regulatory Framework	No national policies to guide rangeland management. The county noting this gap; -revised the CIDP and put in a section on rangeland improvement and governance The county also consultatively developed the - Agriculture sector plan and Draft livestock Policy	Lack of specific policy that guides Rangeland Management	Develop the following policies - Range development policy - Livestock marketing policy - Draft Sale yard bill	●	Moderate progress made (minimal support required)
Financing of sector	Funds are not decentralised. CO has to continue making requests to county treasury	Less than 10% of county annual budget is allocated to livestock sector which is the main revenue	Decentralize funds from county treasury to departments  Lobby county assembly to increase funding to livestock sector to more	●	Short term

	<p>Only 4% of total annual county budget is allocated to the livestock sector</p> <p>All sub-county offices had accountants hired. They are idle as funds (AIE forms) have not been decentralised from county treasury</p>	<p>generating activity for the county</p>	<p>than 10% and authorize treasury to dispatch Authority to Incur Expense (AIE ) forms to sub-county level.</p>		
<b>Capacity Development area</b>	<b>Existing Capacity</b>	<b>Capacity Gap</b>	<b>Proposed Measure</b>	<b>Capacity Priority Ranking</b>	<b>Timeline Short or Long-Term</b>
Strategic management	<p>CEC department of agriculture, livestock and fisheries development has extensive strategic management experience.</p> <p>County director and deputy directors of livestock productions have extensive rangeland training and experience</p> <p>No funds to support work plan activities</p> <p>There has been no departmental level meeting of all section staff for the last five years</p>	<p>No prioritization of funds to implement activities range land activities largely not addressed due to lack of prioritization of department activities</p>	<p>The department should hold quarterly joint section meetings and prioritize work plan activities</p> <p>CEC and CO lobby for timely disbursement of funds from treasury to departments and Sub-county levels</p>	●	Short term
Organisation Structure and staff establishment	<p>There are 23 technical staff in the livestock production section only 5 have rangeland management qualification</p>	<p>Lack of a range directorate staff with range trainings are not recognized as range land officers they have</p>	<p>CEC and CO to adopt the proposed organogram and use it to lobby CPSB and HR department to urgently recruit range management officers</p>	●	Short term

		been given the title livestock production officer (LPO)	Promote staff or recruit staff for deputy director positions		
Human Resource Function and Processes	<p>HR office rated largely as ineffective</p> <p>Of the 23 staff in the livestock production section 8 will retire in the next five years this will include 2 staff with range management expertise</p>	<p>Lack of HR policies to handle staff recruitment, induction, promotion and grievances</p> <p>Lack of scheme of service for technical staff in the department</p>	<p>Train HR staff on their role and function</p> <p>Consult National Public Service board and state department of livestock production to guide the adoption of the county scheme of service for the different cadre of technical staff in the department</p>	●	Short term
Information flow process	<p>Most staff communicate to colleagues thorough mobile phones</p> <p>There has been no departmental meeting since devolution came into place</p> <p>Most knowledge on county livestock sector is held in various NGO reports and in tacit knowledge of individual staff (who are ageing)</p>	<p>Lack of departmental meetings</p> <p>County lacks an office to coordinate, catalogue and disseminate knowledge generated.</p> <p>Information on livestock population numbers is lacking</p>	<p>Adopt communication strategy proposed in the draft county livestock policy and PSC county manual</p> <p>Create an office in charge of knowledge management and sharing</p> <p>Partner with state department of livestock, KNBS, development partners and NGOs to mobilise resources to conduct a county livestock census</p>	●	Long term
Infrastructure	<p>Department has 6 vehicles that are in the county pool of vehicles hence no vehicle is exclusively assigned to the department</p>	<p>Lack of transport vehicles at sub county level</p> <p>Lack of office equipments (Laptops, Furniture, Printers at</p>	<p>Procure 4 vehicles to serve each sub-county</p> <p>Procure office equipments for all offices from headquarters to sub county level</p>	●	Long term

	Staff offices available at county headquarter and sub county levels only.	both headquarters and sub-county offices			
Inter-relationships	Many partners supporting extension infrastructure mandate  Zoning of partners areas of operation	Lack of Better coordination between partners and department	Put in place coordination and monitoring and evaluation structure for partners		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	23 staff in livestock production only 5 have professional rangeland management qualification	Lack of adequate staff with range management training to cover vast county	Adopt proposed organogram with rangeland directorate and develop county scheme of service for staff.  Lobby to CPSB to recruit more staff		Short term
Devolved function performance	Most staff offer on average 4 devolved rangeland management services	Lack of staff especially at sub county level  Fund disbursement delay to support service delivery	CEC and CO to lobby county assembly to instruct county treasury to disburse allocated funds to department		Short term
Professional development	Training mainly supported training of by NGOs, national government projects and development partners  Only 1 staff had not undergone training in the last two years	Lack of formal procedures to select staff to be trained  Department lacks a training plan for staff  County assembly and county treasury do	HR department should consultatively conduct a training needs assessment for the livestock sector  Agriculture, Livestock and fisheries development Department should establish a training, promotion and disciplinary welfare committee		Short term

	Trainings conducted were not relevant to rangeland management	not authorize budget lines allocated for training of staff	CEC to sensitise county assembly and county treasury on importance of continuous professional development of staff so that they can authorize budget lines set aside for training		
Performance incentive	The medical scheme cover had improved staff welfare	Most staff were demoralized as there are no promotion opportunities  Chronic lack of funds to carry out work plan activities	Guided by the PSC Human resource planning strategy the livestock and HR departments should develop a Performance management systems that sets incentives and performance based bonuses		Short term
Relationship	Staff have a good relationship with immediate supervisors but due to lack of forums to meet with CEC and CO they feel their grievances are not handled well	Lack of department welfare committee to lobby for staff issues such as training and promotion	Establish a training, promotion and disciplinary welfare committee to handle staff issues at departmental level		Short term

To address the capacity gaps identified, the consultant makes the following recommendations

To the client;

1. The Capacity Building Fund (CBF) can be used to organise a training for staff in the human resource department, the training will sensitise staff on their role and support them to;
  - Develop human resource manuals that will guide promotion, recruitment, induction, succession and disciplinary processes in the county.
  - Organise a consultative meeting with Public Service Commission (PSC) and state department of livestock production to guide the adoption of the national level scheme of service for technical staff in the livestock production section;
  - Conduct a training needs assessment for the departments of agriculture, livestock and fisheries and use the findings to develop a capacity building plan and training projections for the departments.
2. The fund can 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 can also support in house training of existing and recruited rangeland management staff (see annex I for preferred training service provider institutions).

To the County Government

1. Fast track county assembly reading and passage into law of the draft Marsabit county livestock policy and consultatively develop the rangeland development policy
2. The livestock production section should map key partners and formalize MoUs.
3. Department of agriculture, livestock and fisheries development should organise quarterly meetings for all staff, during this meeting each section should present their work plan and the meeting can consultatively prioritize activities and ensure there is no duplication of activities.
4. Increase annual budget allocation to the livestock sector to a minimum of 10% of the total budget and honour budget lines set aside for staff training.
5. Decentralize funds to the county departments and sub county offices using the guidelines set in the Public Finance Management (PFM) act of 2016.
6. HR department should adopt the proposed organogram for the department of agriculture, livestock and fisheries development and using information from the developed scheme of service and position created in the organogram the CEC and CO should advocate for promotion and recruitment of staff.
7. In consultation with the HR department and CPSB the county should Introduce Performance Management System that has set incentives and performance based bonuses.
8. The county needs to immediately hire staff with rangeland management expertise.



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

<b>Abattoir instructor/ supervisor</b> 10 weeks	<u>Target Group</u> In-house training of staff with meat inspection certificate <u>Academic Requirement</u> Meat inspection certificate and animal health training background	Kshs. 45,000	Meat training Institute P. O. Box 55-00204, Athi river TEL:020-2637143 <a href="http://www.meattraininginstitute.com">www.meattraininginstitute.com</a> <a href="mailto:principalmti@gmail.com">principalmti@gmail.com</a>
Meat Grading 10 weeks	<u>Target Group</u> In-house training of staff with abattoir supervisor certificate <u>Academic Requirement</u> 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> 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 African Dryland Institute for Sustainability (UoN-ADIS)  Contact person: Dr. Stephen Mureithi Mobile:+254-720401486 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> 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  Contacts: +245 020 2680748 / 2680722 +254 723 786161 P.O. Box 632-00618 Nairobi, Kenya <a href="mailto:rcmrd@rcmrd.org">rcmrd@rcmrd.org</a>