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# MARSABIT COUNTY CAPACITY NEEDS ASSESSMENT REPORT

## LIVESTOCK SECTOR



Photo credit: Dr. Michael Baariu

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## ACRONYMS

AHADI	Agile Harmonized Assistance for Devolved Institutions
ASAL	Arid and Semi-Arid Lands
ASDSP	Agricultural Sector Development Support Programme
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
DRLSP	Drought Resilience and Sustainable Livelihoods Programme
DLP	Department of Livestock Production
DVS	Director of Veterinary Services
FAO-UN	Food and Agriculture Organization of the United Nations
FH	Food for the Hungry
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 Service
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 and Level III- individual capacity. The CCNA assignment determined the capacity of Marsabit county to deliver devolved veterinary services. The specific objectives of the assignment were to;

1. Assess current individual capacity of staff from the department of agriculture, livestock and fisheries development to carry out devolved veterinary services functions;
2. Identify existing institutional and organisation capacity that support veterinary services in the county;
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 1 established the current county capacity to deliver livestock sector services and Phase 2 developed a Capacity Building Plan (CBP) that identified, validated and prioritized capacity gaps at the three levels of assessment. The main findings of the CCNA exercise are highlighted below:

### **Institutional capacity**

Delivery of veterinary services in the county is guided and regulated by national level draft livestock and veterinary policies and associated acts. However, these policies lacked guidance on strategies to deliver veterinary services in pastoralist production systems. This necessitated the county government to seek support to revise the County Integrated Development Plan (CIDP) and develop the following policy documents; Marsabit County Agriculture Sector Plan 2014; Draft Marsabit County Livestock Policy 2016 ( Final version) and Draft Policy briefs on Curtailing livestock diseases, livestock marketing, extension services and cross cutting issues in livestock sector. The documents give the county a clear road map on how to mobilise and pool resources to ensure sustainable development of the livestock sector. The livestock sector in the county is under the department of agriculture, livestock and fisheries development, in the financial years 2014 to 2017 the sector was allocated only 4% of the county annual budget. This allocation is below the recommended 10% set in the revised Marsabit County CIDP (2013-2017) given that livestock are the main income generating economic activity in the county. The main institutional capacity gap was the lack of timely funds disbursement from the county treasury to the department of agriculture, livestock and fisheries development caused delays in implementing work plan activities and greatly hampered the department’s ability to discharge its mandate.

### **Organization capacity**

The county’s vision is to ensure the livestock sector is innovative and commercially-oriented to achieve this the county recognizes the need to have adequate and properly skilled staff at all levels so as to ensure efficient animal health and production service delivery. The current animal health workforce is composed of 38 technical staff but given the expansive nature of the county the current number of staff can only serve up to ward level. In addition, there is shortage of specialized skill set such as hides and skill experts, laboratory technicians and meat inspectors. The County Director of Veterinary Services (CDVS) noted that he had no deputy directors to manage key veterinary services functions. The inception meeting deliberations proposed 3 deputy directors to head the following areas: Research, development and extension; Veterinary Public Health (VPH); and Disease surveillance and control. The main capacity gap

identified during the CCNA exercise was that the Human Resource (HR) department lacked policies and manuals to guide promotion, recruitment, induction and succession planning of staff. This was mentioned as the key reason most staff especially those that were seconded from the national government were demoralized as they had not been promoted since devolution came into effect. This observation was confirmed by more than half (55% (11) ) of staff interviewed who rated the staff welfare as poor due to lack of job progression/promotion even if they acquired higher academic qualification.

### **Individual Capacity**

The individual assessment sampled 20 out of the 38 technical staff (53%), most respondents were male (18) with only 2 women interviewed. The average years in public service was 16 years. A cross tabulation analysis of years of public service (PS) and job group revealed that most staff with 6 to 10 years of experience were in the J-N job group. Analysis of veterinary services functions revealed that on average staff performed only 5 of the 18 devolved functions. The most commonly performed functions were preventive health care services; clinical and husbandry extension services and passive and active disease surveillance. Implementing one health activities and offering animal breeding services were not performed. Lack of funds to support field activities and procurement of animal health inputs were the main reasons that hindered efficient service delivery. The county did not have budgets for training and most trainings were funded and conducted by NGOs and development partners. Out of the 20 staff interviewed, 14 had undergone training while 6 had not. The types of trainings focused mainly on disease surveillance and Continuous Professional Development (CPD). All 14 staff indicated the training had a positive impact on disease surveillance and management but they requested a structure be put in place to allow transparent and fair selection of staff to be trained. The two main capacity gaps identified was that most trainings were supply driven and not based on a needs assessment. This meant that trainings did not address the skills and competencies required at various levels. In addition, the lack of performance management incentives and performance based bonuses meant that staff had little motivation to be exceptional as they carried out their mandate.

In conclusion, the consultant makes the following recommendations

#### **To the client**

1. The Capacity Building Fund (CBF) can be used to organise a training for the 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), Director of Veterinary Services (DVS) and state department of livestock production to guide the adoption of the national level scheme of service for technical staff in the veterinary services and livestock production departments;
  - Conduct a training needs assessment for the departments of veterinary services and livestock production 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 ministries and 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 qualified staff as meat inspectors as well as support the training of CO and directors on strategic management.

#### **To the County Government**

1. 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.
2. Decentralize funds to the county departments using the guidelines set in the Public Finance Management (PFM) act of 2016.



3. The 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.
4. In consultation with the HR department and CPSB the county should Introduce Performance Management System that has set incentives and performance based bonuses.
5. As a short term measure the county should absorb more KVB interns to help fill the workforce gap at ward and village level.

## 1.0 BACKGROUND

Livestock keeping is the backbone of Marsabit county's economy. Approximately 80 percent (%) of the county's inhabitants derive their livelihoods from livestock enterprises and close to 70% of the rural labour force is employed in the livestock sub-sector. The county is endowed with a substantial livestock resource base that includes 424,603 cattle, 1,143,480 goats, 960,004 sheep, 203,320 camels, 63,861 donkeys and 50,690 chicken. However, despite the significant role played by livestock in the socioeconomic development of the county, the agriculture, livestock and fisheries department only receives 7% allocation from the county's annual. This is below the consultatively agreed 10% set by the Comprehensive Africa Agriculture Development Programme Maputo and Malabo declarations to which Kenya is a signatory to. The lack of adequate funding impacts on service delivery as planned and budgeted for activities cannot be carried<sup>1</sup>.

Bridge Africa ADC hereinafter "the consultants" 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. 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 will also promote sustainable rangeland management in Kenya's Arid and Semi-Arid Lands (ASALs). Kenya RAPID programme has built 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>2</sup>.

Four key lessons that will be adopted and will guide the implementation of the Kenya RAPID programme include:

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

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<sup>1</sup> Marsabit County Livestock Policy 2016

<sup>2</sup> KALDRR-WASH was implemented in 5 counties: Marsabit, Garissa, Isiolo, Wajir, and Turkana. W4L was implemented in Garissa and Isiolo Counties of Kenya.

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 promotion of dependency.

## 1.1 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 or an enabling environment (ii) Organization level and (iii) individual level. These three levels influence each other in a fluid way and the strength of each depends on and is determined by the strength of the others.<sup>3</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

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<sup>3</sup> Source: [www.capacity4dev.eu](http://www.capacity4dev.eu)

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 husbandry extension training<sup>4</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 was to reduce the unequal access of the population to basic services and address key drivers of resource based conflicts. The Kenya devolved governance system has been described as one of the most ambitious systems in the world. This is because it involved the simultaneous transfer of power and finances to an entirely new level of government<sup>5</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 service delivery at county level. During the first year of 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 could use to access the CCBF. The CCBF funding will enable the counties to enhance the technical skills of their staff and build effective and efficient institutions and organisation structures in the three target sectors.

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

The CCNA determined capacity of Marsabit county to deliver veterinary services. The CCNA findings were presented to the staff in a validation meeting where identified capacity gaps were endorsed and prioritized.

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<sup>4</sup> Capacity Development: A United Nations Development Programme Advocacy Primer report (2009).

<sup>5</sup> Devolution without disruption : Pathways to a successful new Kenya November 2012. A world bank report funded by Australian Aid.

## 1.5 SPECIFIC OBJECTIVES

1. Assess current individual capacity of staff from the department of agriculture, livestock and fisheries development to carry out devolved veterinary services functions;
2. Identify existing institutional and organisation capacity that support veterinary services in the county;
3. Identify, validate and prioritize capacity gaps at the three levels of assessment and develop a capacity building plan.

## 1.6 EXPECTED DELIVERABLES

The following were the expected deliverables from the CCNA exercise;

A comprehensive CCNA report for the Veterinary Services Sector in Marsabit County. The report included information on;

1. Approach used to collect data;
2. Current capacity of Marsabit county to deliver on its veterinary services mandate at individual, institutional and organisation levels;
3. Capacity building plan that has identified and prioritized capacity gaps as well as recommended possible strategies that can be undertaken to address the gaps.

# 2.0 APPROACH AND DATA COLLECTION METHODS

## 2.1 APPROACH

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** 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.

The CCNA was assessed at three levels individual, institutional and organizational. Table one (1) below is a summary of the indicators evaluated for at each level.

**Table 1: 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 Development

In phase 2, the CCNA findings were presented to county staff from the agriculture, livestock and fisheries development department in a one day validation meeting. 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 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 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 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 were able to attend the validation meeting.</li> </ol>

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



## 3.0 FINDINGS AND DISCUSSIONS

### 3.1 LITERATURE REVIEW

The following documents were reviewed and used to triangulate the primary data collected from the KIs 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 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)
- Revised First County Integrated Development Plan 2013-2017
- Marsabit County Agriculture Sector Plan 2014
- Draft Marsabit County Livestock Policy 2016 ( Final version)
- Draft Policy briefs on Curtailing livestock diseases, livestock marketing, extension services and cross cutting issues in livestock sector.

Below is a summary of the desk review findings:

#### **National Context**

Kenya's livestock resource base is estimated at 17.5 million cattle, 27.7 million goats, 17 million sheep, 3 million camels, 31.8 million domestic birds and 1.8 million donkeys<sup>7</sup>. The Veterinary Services (VS) of a country include government animal health professionals who are assisted by animal health practitioners in the private and Non-Governmental Organisation (NGO) sectors. The World Organisation for Animal Health(OIE), through a consensus process, developed and adopted 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 Services (VS) to internationally-recognized standards. These standards are aligned to the World Trade Organization (WTO) Sanitary and Phytosanitary Standards (SPS) that allow countries that have attained OIE standard specification access to regional and international markets. Kenya continues to build its capacity to adhere and implement OIE standards and guidelines while also ensuring that VS are devolved to the county governments as outlined in the fourth schedule of the 2010 Constitution. Despite these efforts, Veterinary Service Delivery (VSD) systems in the ASAL region of Kenya face numerous challenges, the main one being the lack of basic infrastructure<sup>8</sup>.

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<sup>7</sup> Kenya National Census 2009.

<sup>8</sup> National Policy for Sustainable Development of Northern Kenya and other Arid Lands (2015)

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>. To address the human resource gap the Kenya Veterinary Board (KVB) together with the Director of Veterinary Services (DVS) recently launched the 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 government or recognize opportunities to set up private practices or livestock input supply enterprises<sup>10</sup>. Another limiting factor to private sector investment in ASALs is the frequent drought and shocks that necessitate emergency responses that provides free drugs and vaccination to livestock herds. These interventions create a dependency syndrome that results in livestock keepers unwilling to pay for private animal health and extension services. The emergency response models need to be reviewed, so as to involve local private animal health practitioners who can be contracted to supply drugs and other inputs such as feed supplements. Their inclusion will incentivize them to remain in the region to offer services after the emergency period is over.<sup>11</sup> The main policy documents guiding the livestock sector in Kenya include;

- The constitution;
- Agricultural Sector Development Strategy ASDSP (2010-2020);
- Kenyan 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

**Constitution of Kenya 2010-** The 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 devolves specified functions in the animal resource industry from the national government to the county governments and stipulates that the two levels of government will carry out their mandate in mutual consultation and cooperation. With regard to livestock sector functions, article 185 (2), 186 (1) and 187 (2)) highlight the distribution of functions between the national government and the county governments. The national government functions are limited to regulation and setting standards for the sector as well as offering capacity training and technical assistance to counties. 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. Kenya has incorporated these international obligations into its constitution. Some of the key international obligations include the East African Community (EAC) agreements, the constitutive act of the African

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<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).

<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

Union, the United Nations Charter and the World Trade Organization (WTO) agreements. The WTO SPS and OIE agreements are the main guiding legal and operation frameworks in the global animal industry. In this agreements, Veterinary Services (VS) are classified as a global public good for which the country's chief veterinary authority, the director of veterinary services, takes primary responsibility with regard to good governance and service delivery in accordance with set national, regional and international standards. Veterinary governance must therefore be within a structured national legislative framework supported by appropriate financial and human resources.

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

**Kenya Vision 2030 (2013)** is the long term economic development strategy of the country. The strategy 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 recognise that the ASALs represent over 80% of the total land mass of the country that covers approximately 24 million hectares. However, only 50% of this land is currently being exploited. With regard to the livestock sector the policy has two flagship projects. The first is the agricultural reform bill that paved way for review and consolidation of agricultural policies and laws as well as merging institutions so as to ensure a more efficient sector that can effectively deliver on its mandate. The second was the setting of five Disease-Free Zones (DFZ) in the ASAL regions with a mid-term target of setting up two DFZ, one at the coastal 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 was drafted and was used to review 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)**- the policy 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. Urgent need for development of infrastructure and human capital.
3. Strengthening the resilience of ASAL communities to drought and other climate related disasters. Interventions for this purpose aim at drought cycle management, climate change mitigation, land and natural resource management, improving livestock production and marketing, promoting dryland farming and livelihood diversification so as to reduce poverty and inequalities.

The policy has eleven (11) intervention areas that are geared towards improvement of livestock health, production and marketing. Some of the interventions are listed below;

1. Advocate for veterinary legislation to allow Community-Based Animal Health Workers (CBAHWs) to offer monitored and well regulated services;
2. Develop more pragmatic measures for veterinary quarantine, disease control and surveillance;
3. Rehabilitate livestock marketing infrastructure;
4. Facilitate establishment of public-private and people partnerships;
5. Develop policies to legalize and facilitate cross-border livestock trade and movement;
6. Establish the Kenya Livestock Marketing Board;
7. Establish measures to extend financing to livestock producers, especially women to allow them upscale their production and access markets;
8. Build strategic national food reserves that support livestock production such as hay and formulated feed stores.
9. 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 to 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 is deliberate efforts to increase funding to the agricultural sector to the minimum of 10% of the national budget as set by 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 weekly and set up farmer and pastoralist demonstration plot/farms. This was a top-down approach that lacked farmers participation as well as resulted in a high demand for manpower, time and financial resources. Based on review of global best practices, the government in collaboration with other stakeholders, adopted a participatory and demand-driven extension approach that intends 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.

**Draft national livestock policy** also referred to as the sessional paper number 2 of 2008 (revised in 2014) and **draft Kenya Veterinary Policy** (2015). The National Livestock Policy addresses challenges in the livestock sub-sector with emphasis on livestock breeding, nutrition, livestock product value addition, marketing, research and extension. On its part the veterinary policy concentrates on management of livestock diseases, governance of the country's animal genetic resource with particular bearing on upholding sanitary standards 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 pastoralism as production systems that generate at least 50% of their gross revenue 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. The policies recognize two institutions as playing the overall supervisory role of livestock sector governance these are;

1. State Department of Livestock Production which is mandated to develop standards and policies on animal production, animal genetic resource conservation, livestock products value addition, rangeland resource management and promotion of internal and external markets 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 services 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 recognize the following as 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 populations size, trends and distribution as there has been no comprehensive census done since 1988.

The draft veterinary policy 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 Delivery (VSD).

The list below categorises parliamentary acts that 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 over 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 can 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.

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

**Revised First County Integrated Development Plan 2013-2017-** The policy document recognizes that livestock keeping is the main economic livelihood for the county contributing 80% of household incomes. The CIDP envisions to increase livestock productivity by promoting value addition of livestock products. Improving extension services that will train farmers in new livestock breeds, fodder management, disease control and marketing of livestock products. The CIDP identified several areas of intervention projects that will be used to improve livestock production in the county these included:

1. Improve livestock markets through upgrading of 8 existing markets (Merile, Ilrime, Moyale, Olturot, Korr, Turbi, Sololo and Forole).
2. Strengthen management of livestock marketing associations through establishing a more user friendly market information system
3. Improve preventive disease control strategies through vaccination of livestock and enforcing issuance of movement permits, and setting an ICT surveillance system.
4. Improve extension services hold livestock keepers trainings at village level.
5. Renovate 8 slaughter houses and complete Moyale and Laisamis slaughter houses and upgrade the Marsabit, Sololo, Gas, Dukana, Bubisa and Loglogo slaughter houses.

**Final Draft Marsabit Livestock Policy (2016)-** The process of developing the Marsabit County Livestock Policy started in June 2016 when USAID's AHADI and Partnership for Resilience and Economic Growth in Kenya (PREG) partners supported a policy dialogues workshop with a technical team from the county government. The draft policy outlines the following as the main challenges that hinder development of the livestock sector in the county:

- a. Frequent outbreaks of animal diseases
- b. Lack of regulation and misuse of veterinary pharmaceuticals
- c. Inadequate staffing of veterinary personnel
- d. Underfunding of the veterinary and extension services
- e. Inbreeding and poor breeding of livestock
- f. Inadequate structures of livestock markets
- g. Poor governance and management of livestock markets
- h. Lack of pricing information for livestock producers
- i. Lack of value addition of products
- j. Increasing prevalence of HIV/AIDS
- k. Women, girls and young people disenfranchised from the livestock sector
- l. Increasing frequency of droughts
- m. Poor coordination of stakeholders and actors in the livestock sector.
- n. Dysfunctional traditional rangelands management structures
- o. Poor rangeland governance structures

## 3.2 CAPACITY NEEDS ASSESSMENT (CNA) FINDINGS AND DISCUSSION

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 1 that had been uploaded on an android mobile phone platform (AKVO flow). The second day was a half day inception meeting that was attended by participants from the veterinary services, livestock production and WASH sectors. 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 sector based break out group discussions were able to;

- Outline the current and ideal organogram for the 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 veterinary services;
- 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 staff to be interviewed for the CNA exercise.

During the inception meeting it was noted that the livestock production staff were not present as they were in the field and had not been informed of the exercise. On the third and fourth day of the assignment individual and key informant interviews were conducted. In total, 4 KIIs were carried out guided by Tool 2 and 3 questions which assessed the institution and organisation capacity levels of the veterinary services. The KII interviewees included the County Director Veterinary Services (CDVS), County director of Livestock Production, Deputy Director Livestock Production and Incoming CEC department of Agriculture, Livestock and fisheries Development. Individual capacity level assessment was carried out using Tool 1, 20 out of 38 technical staff (53%) were interviewed. The CNA findings were then analysed and presented during the validation workshop held on 7th 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 livestock 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; Policy and legal framework and Financing framework of the livestock sector. Delivery of veterinary services in the county is guided and regulated by national level draft livestock and veterinary policies and associated acts. The CDVS indicated that the national level policies lacked guidance on strategies to deliver veterinary services in pastoralist production systems. This necessitated the county government to seek support to revise the CIDP and develop the following;

- Marsabit County Agriculture Sector Plan 2014
- Draft Marsabit County Livestock Policy 2016 ( Final version)
- Draft Policy briefs on Curtailing livestock diseases, livestock marketing, extension services and cross cutting issues in livestock sector.

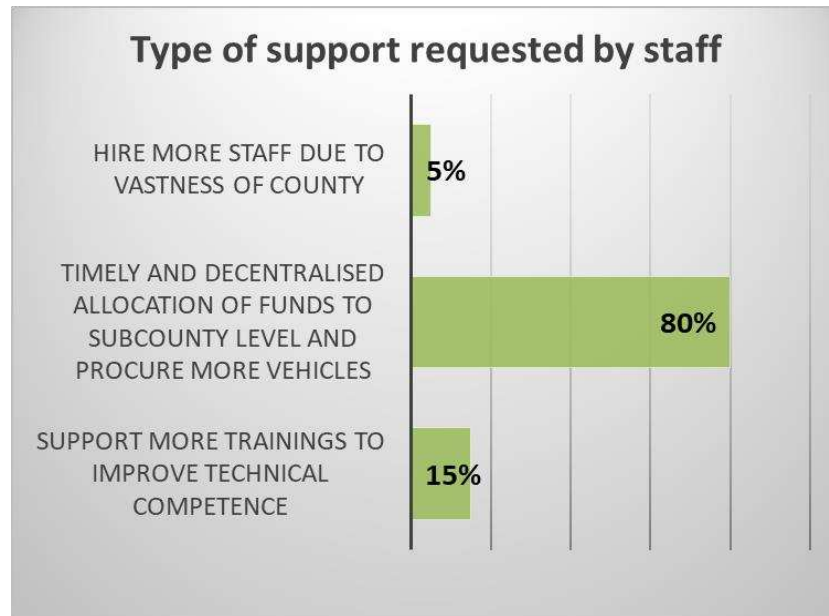
The livestock sector, which is under the department of agriculture, livestock and fisheries development, in the financial years 2014 to 2017 was allocated 4.05, 4.68 and 4.25% respectively of the total county annual budget. This allocation is below the recommended 10% set in the revised Marsabit County CIDP (2013-2017).

**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

The low allocation to the livestock sector impacted negatively on service delivery as evident by the (80%) individual interview responses. The county veterinary services staff (Figure 1) indicated that lack of fund disbursement from county treasury to departments and sub county offices was the main hindrance in service delivery.



**Figure 1: Type of staff support requested to support VSD**

### 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 the organisation capacity the following indicator themes were evaluated for;

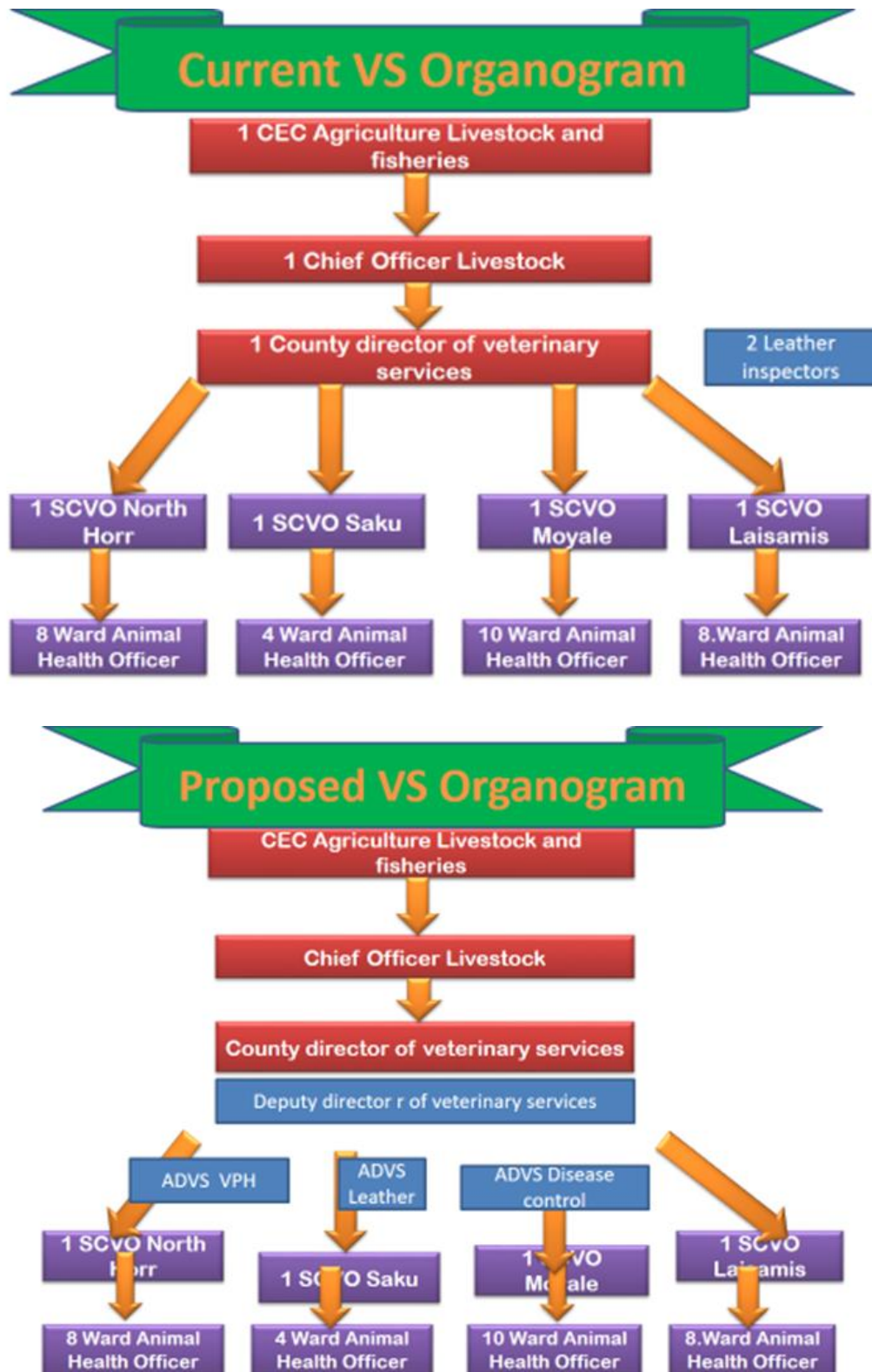
1. Strategic management – long-term plan of action, management behaviour and decision-making process;
2. Organisation Structure, staff establishments and roles and responsibilities;
3. Human resources functions and processes;
4. Knowledge generation and information flow process;
5. Infrastructure;
6. Inter-relationships

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. The CDVS and director of livestock all had livestock based training but they all lacked strategic management training.

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

During the inception meeting break out group discussions, department staff outlined the current organograms and proposed organograms for the veterinary services (Figure 2). The staff also outlined the roles and responsibilities for each cadre of staff.



**Figure 2: Current and Proposed Organogram for the Veterinary Services Sector**

CDVS noted that he had no deputy directors to manage key veterinary services functions. The inception meeting deliberations proposed 3 deputy directors to head the following three areas: Research,

development and extension; Veterinary Public Health (PH) and Surveillance, disease and vector control. The meeting also proposed to the county to hire the following cadre of staff so as to ensure effective veterinary service delivery they included 7 Hides and skin experts in the following cadres;- Assistant leather development officer I-III; Senior Assistant leather development officer and Chief Assistant leather development officer; Principal assistant leather development officer and Senior principal assistant leather development officer). The county will also require 7 meat inspectors (staff suggested the department should offer opportunities for junior staff currently in service to be the ones selected to train on meat hygiene instead of hiring new staff. The meeting also noted that there was a need to hire 20 Animal Health Assistants (AHAs) who would serve at ward and village level. During the inception meeting the staff outlined the different roles of each cadre of staff in the department agriculture, livestock and fisheries development. 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 for 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, member 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 County director of livestock production)***

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

***Sub-county officers role***

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

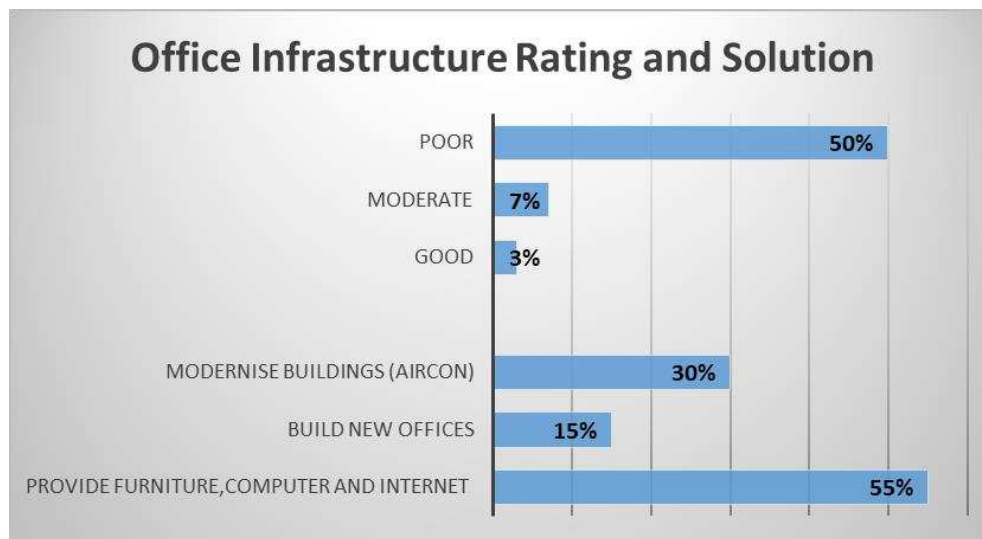
***Theme 3: Human resources functions and processes***

The CDVS noted that the lack of Human Resource (HR) policies specifically the county scheme of service meant that there were no documents to guide promotion and recruitment of staff. This was mentioned as the key reason most staff especially those that were seconded from the national government were demoralized as they had not been promoted since devolution came into effect. This observation was confirmed by more than half (55% (11) ) of staff interviewed who rated the staff welfare as poor due to lack of job progression/promotion even if they acquired higher academic qualification. All staff interviewed indicated they were aware of a HR office, 47% (9) rated its effectiveness as poor 37%(7) rated it as fair. The main reason given for the poor HR rating was due to the inability to handle promptly promotion and recruitment issues. The HR and County Public Service board (CPSB) recruitment process was also rated as poor(9) by most of the respondents. The disciplinary process was also rated as poor by half (10) of all respondents. The main reason given for this rating was due to the fact that that there was no welfare and disciplinary committee to offer staff a fair hearing. The PSC county HR manual of 2013 suggests that the county HR departments should put into place an efficient Performance Management System for all staff

and ensure all departments have a clear service charter and all staff have job descriptions and have a Public Servant code of conduct hand booklet.

#### Theme 4: Infrastructure to support service delivery

The veterinary staff indicated that the section had only one field vehicle and a total of 15 motorbikes . Most of the motorbikes were not in use as no money had been allocated to repair them. It was also noted that there were no funds allocated to fuel the motorbikes and in most instances the staff would use their salaries to fuel the motorbikes. Most staff (90%) indicated that there were offices from county headquarter to sub county levels. However, offices did not comply with disability access and fire hazard requirement. In addition, 18 staff indicated they were not provided with an office computer and used their personal computers. The office infrastructure was largely rated as poor (Figure 3). 16 out of 20 staff indicated that lack of transport often hindered VSD mandate.

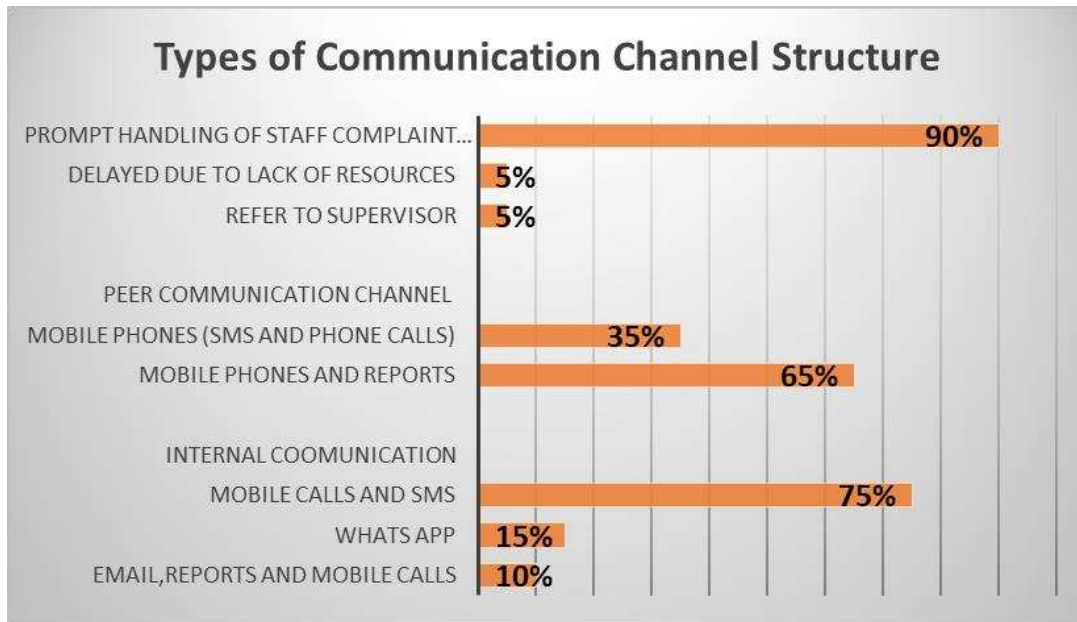


**Figure 3: Office infrastructure status and possible strategies to address the gap**

There are cold chain facilities at major towns at sub county levels (Marsabit, Laisamis ,Moyale, North Horr, Korr, Turbi, Maikona and Sololo). There is a diagnostic laboratory at headquarters and slaughter houses in Laisamis, Saku and Moyale. There is a rural tannery in Maikona and livestock market structures (Merille ,Illaut ,Korr, Olturot ,Loglogo ,Forole, Turbi, Sololo Moyale and Jirime). There is only One field vehicle and 5 motorcycles.

#### Theme 5: Information flow process

The CCNA exercise revealed that there was no central collection office that can act as a department or county knowledge repository centre. The staff also indicated that there had been no department level meeting since devolution came into effect. One staff remarked that most staff though working in the department were strangers. The county director of livestock production also noted that there was a culture of lack of knowledge sharing across departments and sections. The most common internal communication channel was through mobile phones (Figure 4 below).



**Figure 4: Types of internal communication channels used by veterinary service staff**

The above communication channels are acceptable but official information should always be passed through formal channels of email, letters or internal memos. The PSC county HR manual of 2013 elaborates on the type of communication channels to be used, for example, the county executive committee (CEC) members are advised to communicate official matters with letters, emails, telephone and not by passing files. The CEC should communicate with their respective county secretaries using minutes, emails, telephone or orally and with heads of departments in writing through their county secretary. The PSC County HR manual also recognizes that employees are the most valuable resource and are entitled to quality internal communications that will allow staff to be well informed and up-to-date about the departmental and county government initiatives. The policy suggests that an effective internal communication will requires 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 department.

The manual further suggests that to ensure effective internal communication, the county should invest and provide ICT equipment for the staff. The draft Marsabit Livestock Policy suggests that the department of Agriculture, Livestock and Fisheries develop a communication framework in collaboration with relevant stakeholders.

#### Theme 6: Interrelationships

The CDVS 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 the county treasury. The staff identified the following as key partners for supporting veterinary 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)

Staff indicated that the partners mentioned above offered logistical support for conducting routine and emergency vaccination and treatment campaigns. With regard to interworking relationship 16 of the 20 staff rated the support from their supervisors as good. The CDVS indicated there were no formal agreements with development partners, however, the county had ensured that they assigned partners geographical zones to operate.

### 3.2.3 INDIVIDUAL CAPACITY

#### *Theme 1: Job Skill*

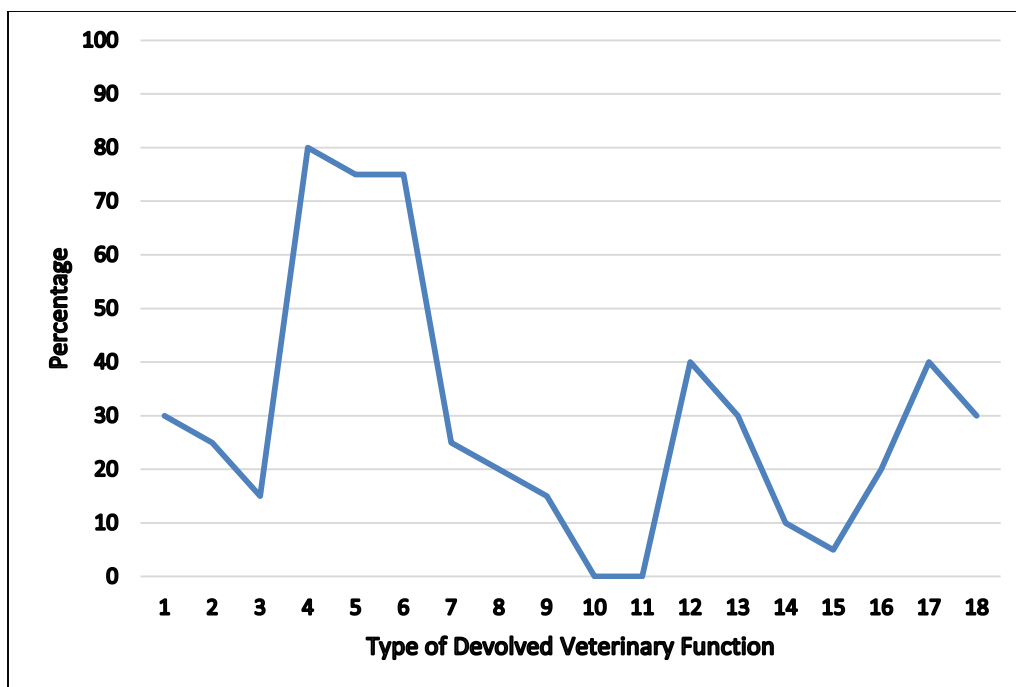
The individual assessment sampled 20 out of the 38 technical staff (53%), Most respondents were male (18) with only 2 women interviewed. Most respondents (13) had a diploma or degree while 7 had certificate level academic qualification. The average years in public service was 16 years. A cross tabulation analysis of years of public service (PS) and job group (table 3) revealed that most staff with 6 to 10 years of experience were in J-N job group. Cross tabulation analysis revealed that there was a staff with over 11 years of service who was still in the lowest job grade G-H.

**Table 5: Cross tabulation analysis of years of public service verses job group assigned**

Years of PS	Job Group			
	G-H	J-N	P-R	Total
1 year	5	0	0	5
2-5 years	2	0	0	2
6-10 years	0	7	2	9
Over 11 years	1	7	1	9

#### Theme 2: Devolved Functions Performance

Analysis of veterinary services functions revealed that on average staff performed only 5 of the 18 devolved functions. The most commonly performed functions (Figure 5) were preventive health care services; clinical and husbandry extension services and passive and active disease surveillance. Implementing one health activities and offering animal breeding services were not performed. Lack of funds to support field activities and procurement of animal health inputs was the main reason mentioned by staff for not been able to carry out their mandate. The frequency of performance and level of effort (Figure 6) was also determined by availability of resources but also the qualification, experience or skill of the individual.

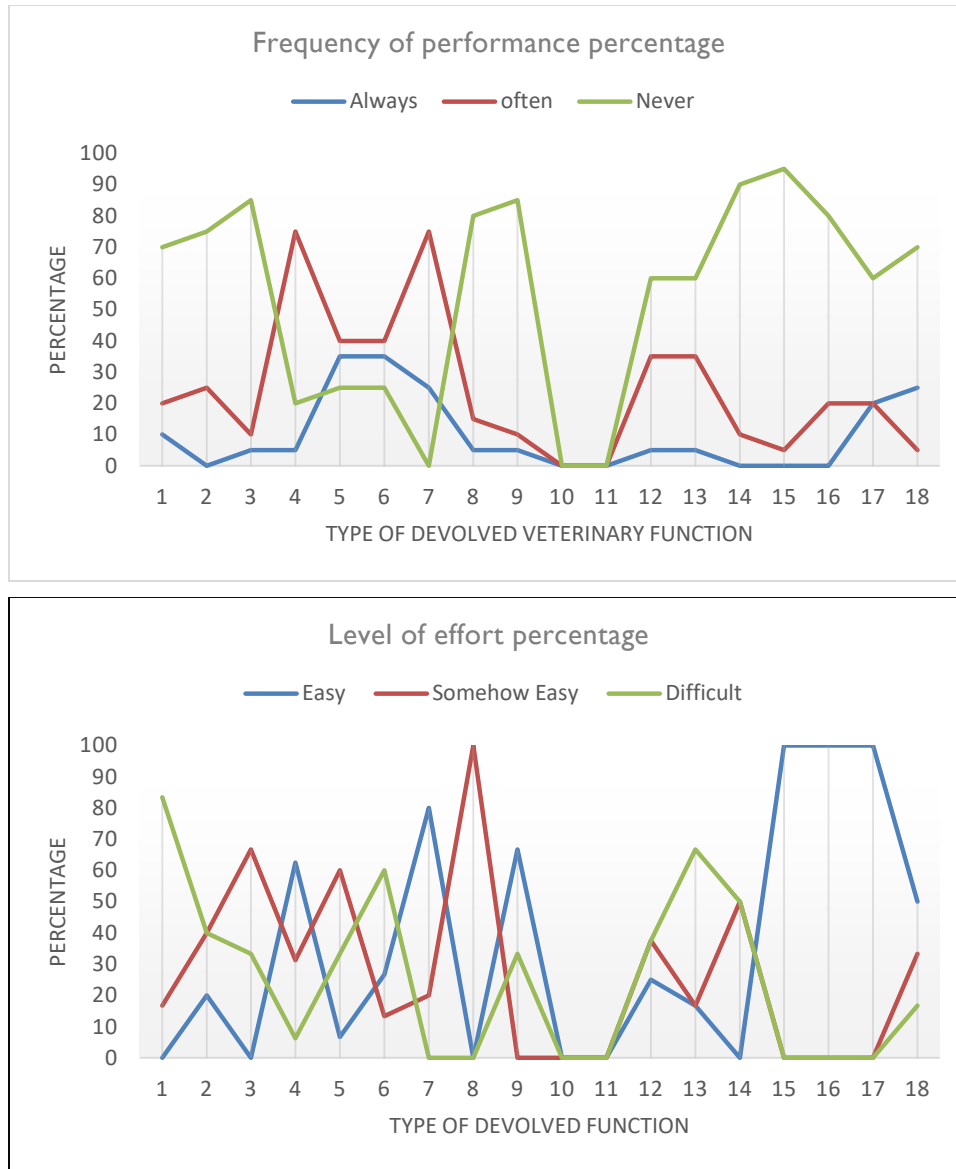


**Figure 5: Percentage distribution of veterinary functions performed in Marsabit county**

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 6: Percentage distribution of veterinary functions frequency of performance and level of effort in Marsabit county**

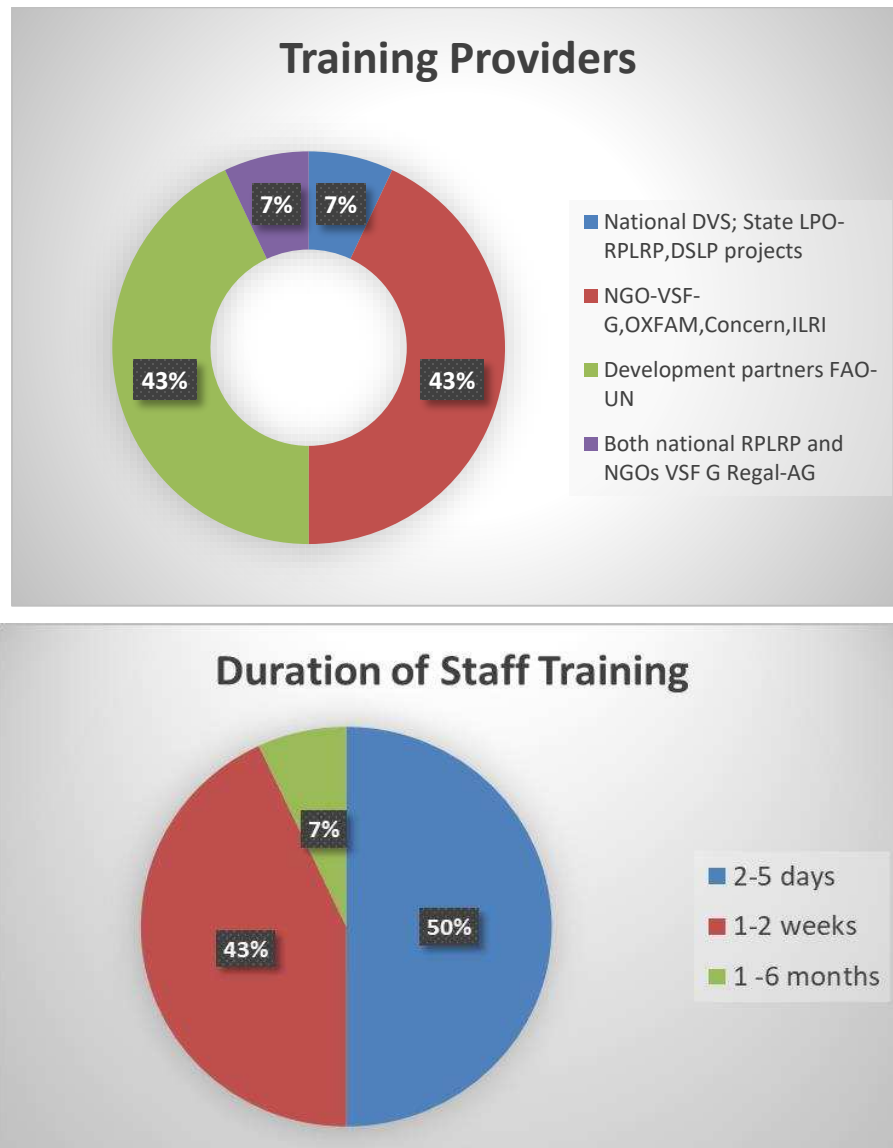
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Theme 3: Professional development opportunity

The CCNA in Marsabit County found that out of the 20 staff interviewed, 14 had undergone training while 6 had not. The type of training was mainly on disease surveillance (FELTIP, PDS and PE) and CPD. All 14 staff indicated the training had a positive impact on disease surveillance and management. Funds for training were mainly from NGOs and the training duration was mostly 2 to 5 days (Figure 7)



**Figure 7: Training Service provider and Duration of Training**

More than half (55% (11) of staff interviewed indicated they had a training plan that was never adhered to.

Staff requested for more short term based technical trainings on Livestock Emergency Guidelines (LEGS), meat inspection, sample taking procedures and surveillance. The CDVS and county director of livestock production requested for Strategic leadership Management training at Kenya School of Government, the list of preferred training service providers is attached as annex 1. Only 6 of the 20 staff requested for master degree academic training. The importance of continuous professional development is highlighted in the Public Service Commission (PSC) HR policy that encourages a culture of continuous learning as a way of developing human capital in the public service. The PSC policy notes that continuous learning upgrades core competencies, knowledge, skills and attitudes of public officers including their ability to assimilate technology so as to enable them create and seize opportunities for career growth, social advancement, economic growth and development<sup>12</sup>. The PSC policy encourages county governments 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 PSC county HR manual also recommends that training in the county should be based on training needs assessment which should be conducted every two years in each county department. The county departments should then prepare training projections based on the training needs assessment. The county PSC manual also 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 the County Public Service<sup>13</sup>.

#### Theme 4: Performance Incentive

Only 45% of staff indicated they had been involved in the development of the department's work plan. Only 9 of the 20 respondents rated the staff welfare as good, this was due to the good medical insurance scheme in place and timely disbursement of field allowances by NGOs.

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<sup>12</sup> Public service commission of Kenya, county public service human resource manual May 2013

<sup>13</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, 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 (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	<p>County revised CIDP National policies, strategies and acts are in use</p> <p>County developed - Agriculture sector plan - Draft livestock Policy -Policy briefs On Curtailing diseases Livestock marketing Extension services</p>	<p>Lack of specific policies to guide livestock disease control in county</p> <p>Lack of a revolving fund that will specifically be used to develop veterinary infrastructure and build capacity of staff</p>	<p>Liaise with national DVS office to give technical direction on disease control policy development and disease outbreak contingency planning</p> <p>Consultatively develop a legal framework to operationalize the Marsabit County Veterinary Services Development Fund</p>	●	Short Term
Financing of sector	<p>Funds are not decentralised. CO has to continue making requests to county treasury</p> <p>Approximately 4% of budget allocation to livestock sector</p>	<p>Less than 10% of county annual budget is allocated to livestock sector which is the main revenue generating activity for the county</p>	<p>Decentralize funds from county treasury to departments</p> <p>Lobby county assembly to increase funding to livestock sector to more than 10%</p>	●	Short term

Capacity Development area	Existing Capacity	Capacity Gap	Proposed Measure	Capacity Priority Ranking	Timeline Short or Long-Term
Strategic management	<p>County director of livestock, CDVS and CO all have livestock production and health training</p> <p>Department develops work plans and has a service charter</p> <p>To avoid duplication of NGO and development partners projects the county has assigned partners geographical zones of operation</p>	<p>Department directors lacked strategic management skills</p> <p>Lack of adherence to work plan activities and service charter timelines due to delayed disbursement of funds by county treasury</p>	<p>Strategic management training of department staff with management responsibilities</p> <p>Lobby to county assembly and governor to authorize county treasury to disburse funds to departments</p>	●	Short term
Organisation Structure and staff establishment	<p>There are 38 Technical staff</p> <p>Sub county veterinary officers serve as sub county heads as well as play the role of deputy directors for key VS functions</p>	<p>There is shortage of</p> <ul style="list-style-type: none"> <li>• Hides and skins experts - only 2, 1 is retiring soon</li> <li>• Laboratory Staff there is only 1</li> <li>• Meat inspectors only 7</li> </ul> <p>13 staff are going to retire in the next seven years</p> <p>Directors in the departments lack deputy directors for key functions</p>	<p>CEC and CO to adopt the proposed organogram and use it to lobby CPSB and HR department urgently recruit leather development officers and meat hygiene inspectors</p> <p>Promote staff or recruit staff for deputy director positions</p> <p>Absorb interns from the DVS-KVB internship programme to boost the works force especially at ward and village level</p>	●	Short term

Human Resource Function and Processes	HR office rated largely as ineffective	Lack of HR policies to handle staff recruitment, induction, promotion and grievances  Lack of scheme of service for technical staff in the department	Train HR staff on their role and function Decentralize HR office to have a staff in each department  Consult National Public Service board and DVS office to adopt county scheme of service for the different cadre of technical staff in the department	●	Short term
Information flow process	Most staff communicate to colleagues through mobile phones  There has been no departmental meeting since devolution came into place  Most knowledge on county livestock sector is held in various NGO reports and in tacit knowledge of individual staff (who are ageing)	Lack of departmental meetings  County lacks an office to coordinate, catalogue and disseminate knowledge generated.  Information on livestock numbers lacking	Adopt communication strategy proposed in the draft county livestock policy and PSC county manual  Create an office in charge of knowledge management and sharing  Partner with DVS, KNBS, development partners and NGOs to mobilise resources to conduct a county livestock census	●	Short term
Infrastructure	Staff offices available at county headquarter land sub county levels only.  Available Cold chain facilities at strategic area towns (Marsabit, Laisamis ,Moyale, North Horr, Korr, Turbi, Maikona and Sololo)  1 diagnostic laboratory at Marsabit town	Lack of transport vehicles at sub county level  Lack of office equipments (Laptops, Furniture, Printers at both headquarters and sub-county offices  Staff lack protective and camping gear	Procure vehicles for each sub-county – 4  Procure office equipments for all offices from headquarters to sub county level  Procure staff protective gear  Improve livestock markets and cold chain infrastructure Set up another lab at Moyale)	●	Long term

	<p>3 Slaughter houses in Laisamis, Saku, Moyale</p> <p>1 Rural tannery in Maikona</p> <p>10 Livestock market structures (Merille, Illaut, Korr, Olturot, Loglogo, Forole, Turbi, Sololo Moyale and Jirime)</p>	<p>Inadequate cold chain, diagnostic facilities</p> <p>Inadequate livestock restraint facilities</p>	<p>Upgrade slaughter slabs to slaughter houses</p> <p>Set up mobile crushes at strategic vaccination points</p>		
Inter-relationships	<p>Developed formal MoU agreements to engage partners</p> <p>Zoning of partners areas of operation</p>	<p>Lack of Better coordination between partners and department despite having MoUs. No binding clauses or consequences for breach of MoU.</p>	<p>Put in Place coordination and monitoring and evaluation structure for partners</p>	●	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	<p>All staff have professional qualification recognized by KVB and have capacity to carry out devolved VS functions</p>	<p>Lack of adequate staff to cover vast county</p> <p>Lack of resources (financial and logistics) to carry out mandate</p>	<p>Guided by the CCNA findings and the human resource audit conducted previously the CEC and CO should lobby the HR department to develop county scheme of service and succession management strategy and use it to lobby CPSB to recruit more staff</p>	●	Short term
Devolved function performance	<p>On average staff only perform 5 functions from the 18 assessed</p>	<p>Lack of timely disbursement of funds to support planned work plan activities hinders service delivery</p>	<p>Dialogue with CO and CEC to engage county treasury, county assembly and governor to decentralize funds and disburse funds to departments</p>	●	Short term
Professional development	<p>Most (16) staff had undergone professional trainings in the last one year</p>	<p>Lack of formal procedures to select staff to be trained</p>	<p>HR department should consultatively conduct a training</p>	●	Short term

	Training mainly conducted by NGOs and development partners	Department lacks a training plan for staff  County assembly and county treasury do not authorize budget lines allocated for training of staff	needs assessment for the livestock sector  Department should establish a training, promotion and disciplinary welfare committee  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	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 supervisors and have a clear reporting line. Grievances are handled promptly.	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;

- I. The Capacity Building Fund (CBF) can be used to organise a training for the 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), Director of Veterinary Services (DVS) and state department of livestock production to guide the adoption of the national level scheme of service for technical staff in the veterinary services and livestock production departments;
  - Conduct a training needs assessment for the departments of veterinary services and livestock production 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 ministries and 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 qualified staff as meat inspectors as well as support the training of CO and directors on strategic management.

To the County Government

1. 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.
2. Decentralize funds to the county departments using the guidelines set in the Public Finance Management (PFM) act of 2016.
3. The 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.
4. In consultation with the HR department and CPSB the county should Introduce Performance Management System that has set incentives and performance based bonuses.
5. As a short term measure the county should absorb more KVB interns to help fill the workforce gap at ward and village level.

## 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> <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) 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> <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) <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>