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# TURKANA COUNTY CAPACITY NEEDS ASSESSMENT REPORT RANGELAND SECTOR



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## ACRONYMS

ASAL	Arid and Semi-Arid Lands
CB	Capacity Building
CNA	Capacity Needs Assessment
CCNA	County Capacity Needs Assessment
CCBF	County Capacity Building Fund
CCBP	County Capacity Building Plan
CPSB	County Public Service Board
CEC	County Executive Committee
CDVS	County Director of Veterinary Services
CO	Chief Officer
CRS	Catholic Relief Services
DRLSP	Drought Resilience and Sustainable Livelihoods Programme
DLP	Department of Livestock Production
DVS	Director of Veterinary Services
FAO-UN	Food and Agriculture Organization of the United Nations
Kenya-RAPID	Resilient Arid Lands Partnership for Integrated Development
KVB	Kenya Veterinary Board
MoAPEF	Ministry of Agriculture, Pastoral Economies and Fisheries
MWA	Millennium Water Alliance
NDMA	National Disaster Management Authority
NGOs	Non-Governmental Organizations
NRM	Natural Resource Management
OIE	World Organisation for Animal Health
RPLRP	Regional Pastoral Livelihoods Resilience Project
SPS	Sanitary and Phytosanitary Measures
VSD	Veterinary Service Delivery
VS	Veterinary Service
VSF	Vétérinaires sans Frontières
WTO	World Trade Organisation

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## **EXECUTIVE SUMMARY**

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

1. Assess current individual capacity of staff from the ministry of Agriculture, Pastoral Economy and Fisheries (MoAPEF) to deliver rangeland management services;
2. Identify existing institutional and organization capacity in MoAPEF that support rangeland management service delivery;
3. Validate and prioritize capacity gaps identified and develop a capacity building plan.

The CCNA methodology used a participatory mixed method approach that involved literature review, Key informant interviews (KIIs) and administering of structured questionnaires to individual staff. The CCNA was conducted in two phases; Phase 1 established the current county capacity to deliver rangeland management services and Phase 2 developed a Capacity Building Plan (CBP). The CBP also recommended strategies that can be undertaken to address the capacity gaps identified. Below is a summary of the CCNA findings for Turkana County:

### **Institutional Capacity**

Turkana rangeland sector is under the livestock section in the Ministry of Agriculture, Pastoral Economy and Fisheries (MoAPEF). The livestock sector financing for the financial years 2014 to 2017 was between 3 and 6 percent (%). This is below the recommended 13% proposed in the draft Turkana County Livestock and Fisheries Policy. There are no national or county level policies or strategies available to guide rangeland management activities in the county. Noting this gap, MoAPEF requested several development partners and NGOs to support the development of the Turkana County Livestock and Fisheries policy. The first draft of the policy was produced in October 2017, this draft requires to undergo several stakeholder consultations and revisions before it can be passed into law by the county assembly. The Turkana CIDP (2013-2017) which is under review had proposed the livestock sector to be allocated 4.5% of the annual county budget however no mention of how much of this funding will go towards rangeland rehabilitation and management as envisioned in the draft livestock policy of 2017. The low priority given to rangeland management means that no specific budget lines are allocated for its activities. The main capacity gap at this level was that funds were never disbursed in time to support implementation of work plan activities.

### **Organisation Capacity**

The livestock production section has a total of 21 technical staff, only 3 have range management expertise. The county has a serious workforce gap of staff with range qualification especially at sub county level. Furthermore, the 3 staff with range expertise will retire in the next five years. The validation meeting discussions indicated there was a need to recognize range expertise as a separate livestock sector function and there was a need to create a deputy director position for rangeland management. The Chief Officer (CO) and directors of livestock production noted that the Human Resource (HR) office lacked policies and manuals to guide promotion and recruitment of staff. All staff (12) interviewed, pointed out that there was a HR department in the county with each department having a HR representative called the principal administrator. However, staff participating in the CCNA exercise noted that the role of the principal administrator was not known and this had resulted in confusion at department level as the directors also carried out HR functions. Nearly half (42%) of livestock sector staff rated the effectiveness of the HR office as fair. The delay in addressing promotion requests was the main reason given for the fair rating. All staff (12) acknowledged they had been appraised but there was no feedback of findings to staff. The

main internal peer communication channels used by staff in MoAPEF was mobile phones particularly WhatsApp messaging. Almost all staff interviewed (8) rated the support of their supervisors as good. The CCNA exercise revealed that there were no formal engagements with partners who were key in supporting rangeland management extension services. The main capacity gap was lack of HR policies to guide promotion, recruitment and induction of staff.

### **Individual capacity**

Individual assessment sampled 57% (12/21) of staff from the livestock production section. Most of the respondents were male with only 3 women interviewed. The county had taken deliberate efforts to hire staff with 58% (7/12) of staff interviewed from livestock section having been hired by the County Public Service Board (CPSB). The average years in public service of the respondents was 14 years with a range of 1 to 37 years. It was noted that majority of staff were ageing and were projected to retire from service within the next 5 to 10 years. This was especially so for range management officers. The level of academic training attained for staff interviewed is highlighted in figure 6 below. More than half (58%;7/12) of Most staff interviewed were in job group J-N. An analysis of rangeland management functions revealed that officers were able to frequently perform 3 functions. These were, offering extension in range production which was mostly pasture establishment using range reseeding technology; Integrating customary rules and laws into county policies and instituting early warning response to disasters. The CCNA found that in the livestock section, 3 of the 12 staff interviewed had not undergone any training in the last two years. All staff interviewed also indicated that the county did not conduct any training due to lack of funds. Most training of staff was conducted by NGOs and development partners (Figure 8) with 1 staff in indicating they sponsored themselves for a Master's degree course. The staff requested future trainings to focus on extension service delivery techniques such as managing group dynamics and pasture establishment and reseeding. The directors and Sub-county heads in MoAPEF, felt that strategic management training was critical to improve their job performance.

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

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

1. Fast track the process of developing the draft Turkana county livestock and fisheries policy and consultatively develop the rangeland, extension and Natural Resource Management policies;
2. The ministry of agriculture, pastoral economies and fisheries should identify key partners and formalize partnerships through MoUs. The MoAPEF should then collaboratively plan, budget and implement the jointly developed work plans.
4. Department of agriculture, livestock and fisheries development should organise quarterly meetings for all staff, during this meeting each section should present their work plan and the meeting can consultatively prioritize activities and ensure there is no duplication of activities.



5. Increase annual budget allocation to MoAPEF to a minimum of 10% of the total budget and honour budget lines set aside for staff training.
6. Decentralize funds and Authority to Incur Expense (AIE) forms to sub county levels. CEC and CO to lobby for timely disbursement of funds to the county ministries and sub county offices using guidelines set in the Public Finance Management (PFM) act of 2016.
7. The MoAPEF should adopt the proposed organogram and forward it to the HR department. The HR department will then use this information to develop scheme of service and recruit for the positions created. The CEC and CO should advocate to HR and CPSB for promotion of existing staff.
8. In consultation with the HR department and CPSB the county should Introduce a Performance Management System that has set incentives and performance based bonuses.
9. The county needs to immediately hire staff with rangeland management expertise.

## 1.0 INTRODUCTION

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

1. Supporting development of strong county institutions as a pre-condition to long-term sustainability of development projects;
2. Enhanced coordination and integration of development programmes across sectors results in more efficient use of resources and greater impact across sectors;

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

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

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

3. Encouraging private sector participation in WASH and livestock sectors will lead to increased investment and more options for improved and financially viable water service delivery;
4. Empowering the community with knowledge and ability to exercise rights and responsibilities for water and rangeland resources will ensure better governance and sustainability.

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

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

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

### **I.1. RATIONALE FOR THE CAPACITY NEEDS ASSESSMENT**

The Constitution of Kenya reconfigured the governance structure by introducing the devolved system of government comprising of the national government and 47 county governments across the country. The objectives of devolving power and resources are clearly articulated under Article 174 of the Constitution. Devolution seeks to tackle the deeply entrenched disparities between regions. Kenya’s devolution is said to be the most ambitious in the world, given that it involves the simultaneous transfer of power and finances to an entirely new level of government<sup>4</sup>. The key challenge for the devolved governments in undertaking their functions is the need to ensure proper coordination with agencies from national government on concurrent functions as well as manage shared resources across different counties. For example, in environment and natural resources management, the national government is responsible for developing policies while the counties are responsible for implementation. This means that rangeland management and water resources which are critical drivers of pastoralist livelihoods will be concurrently managed by both levels of government. At the same time, there will be need for inter-county collaborations especially when managing shared resources such as watering points, grazing areas and migratory corridors. These will require setting up of new administrative institutions and legal frameworks to facilitate equitable and sustainable use of the range resources<sup>5</sup>.

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

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

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

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

- (i) Institutional level or enabling environment
- (ii) Organization level and
- (iii) Individual level.

These three levels influence each other in a fluid way and the strength of one depends on and is determined by the strength of the others. At the heart of the driving force to achieve this positive change, is a set of skills known as functional capacities. Functional capacities are essential management skills that allow for planning, implementing, monitoring and evaluation. Supporting the functional capacities are technical capacities, that are related to a given area of expertise. As a way of differentiating the two, the consultant considered functional capacities as all-purpose skills while technical capacities as skills acquired through specific professional training in a particular discipline for example in the livestock sector acquiring qualification in animal health or livestock production.

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

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

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

1. Assess current individual capacity of staff from the Ministry of Agriculture, Pastoral Economy and Fisheries (MoAPEF) to deliver rangeland management services;
2. Identify existing institutional and organization capacity in MoAPEF) that support rangeland management service delivery;
3. Validate and prioritize capacity gaps identified and develop a capacity building plan.

## **I.5. DELIVERABLES**

The following were the deliverables from the CCNA exercise;

A comprehensive report that includes information on;

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

## **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 MoAPEF staff. The CCNA was conducted in two phases;

#### **Phase I: Established County Capacity to deliver Rangeland Management services**

This was a field visit to Turkana County, Catholic Relief Services (CRS), the implementing partner for the Kenya RAPID programme in Turkana County was in charge of logistics and mobilisation of MoAPEF staff. At the onset of phase I field assignment, the consultants and county staff from the MoAPEF attended an orientation meeting. The one-and-a-half-day orientation meeting aimed at;

1. Training enumerators on the interoperability of Tool I;

- Informing the county government staff on the task at hand and getting their buy in to participate in the Capacity Needs Assessment exercise.

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 (CBP) Developed**

In phase 2 , the CCNA findings were presented to MoAPEF staff in a one day validation meeting. The capacity gaps identified were then prioritized and MoPEF staff developed a CBP guided by the matrix in table 2 below.

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

	Capacity Level	Existing Situation	Capacity	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 onto an android mobile based application called AKVO-FLOW™. Institutional and organizational capacity assessment was assessed as KIs using Tool 2 and 3 respectively. Tool 2 and 3 were a set of guiding questions that were grouped into the thematic indicators as 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 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 and 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>Lack of Range management section</u></b></p> <ol style="list-style-type: none"> <li>There were only 3 range management experts in the county and the lack of a range management directorate meant that range was under the livestock production director</li> </ol>	<ol style="list-style-type: none"> <li>A decision was made to interview available livestock production staff purposively targeting the staff who un officially doubled as livestock production and rangeland management officers.</li> <li>During the validation workshop the 3 range experts were requested to form a break out group discussions so as to give a comprehensive capacity building plan for the rangeland sector.</li> </ol>
<p><b>Technical</b></p> <ol style="list-style-type: none"> <li>Enumerators misunderstood some questions for examples how was the staff recruited into public service, what is SOP and County Scheme of Service.</li> </ol>	<ol style="list-style-type: none"> <li>Consultant during data analysis rechecked responses and where there was ambiguity she called respondents to seek clarification as respondents had noted down their mobile numbers on the consent forms.</li> </ol>

## 3.0 FINDINGS AND DISCUSSIONS

### 3.1 LITERATURE REVIEW

#### National Context

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

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

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

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

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

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

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

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

The act contains key chapters on Environmental Planning and under section 40 of the act gives authority to the Districts (now Sub Counties) to develop Environmental Action Plans which lay out the activities for sustainable management and utilization of the rangelands. Section 29 of the act also establishes environment committees which are tasked with the development and implementation of the action plan at sub county level. The act also recognizes the authority and institutions of traditional pastoralist systems by emphasizing the need to integrate traditional knowledge with mainstream scientific knowledge with the overall goal of conserving biological diversity. The integration benefit is well proven in a research study conducted by University of Nairobi, International Institute for Environment and Development (IIED) and Resource Advocacy Programme (RAP) the study mapped the vegetation resources and established their economic importance in Isiolo County, Kenya<sup>6</sup>.

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

This policy recognizes that over 80% of Kenya's land mass is ASAL and livestock is the main livelihood activity. The policy defines ASALs as areas that receive scarce, unreliable and erratic rainfall, making them fragile ecosystems that can only support livestock keeping. The document also notes that despite the enormous potential found in the ASALs they have the lowest human development indicators and the highest incidences of poverty. The policy gives a brief historical background on rangelands, it states that before independence the rangelands were managed as ranches and by independence there were 180 ranches, established by white settlers. Immediately after independence, additional ranches were established and currently there are about 250 ranches. The draft policy notes that In the 1960's and 1970's the ranches were run successfully as commercial enterprises. However, in the 1980's and 1990's the

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<sup>6</sup> <http://pubs.iied.org/pdfs/101411IED.pdf>

performance of most ranches declined drastically due to land subdivisions and poor governance. The policy notes that rangeland grazing and water resources have spatial and temporal distribution that results in grazing animals enduring long periods of feed scarcity and short periods of feed glut. The document proposes the need to minimize feed wastage during the rainy season and to find alternative sources of feed during periods of scarcity. In this regard, the county governments have been mandated to undertake initiatives that increase the feed base by encouraging technically approved grazing management strategies, including fodder and pasture production, conservation and commercialization. In addition, the policy tasks both levels of governments to promote production of irrigated fodder and put measures to mitigate the effects of pests. To achieve this, county governments in collaboration with stakeholders are urged to promote sound rangeland management practices, establish strategic feed storage facilities, institute effective disease control measures and establish appropriate livestock marketing infrastructure within the ASALs. In addition, the two levels of government in collaboration with stakeholders should put in place appropriate risk management strategies such as insurance to cushion livestock keepers against drought losses.

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

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

### **National Agricultural Sector Extension Policy (NASEP),2012**

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

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

**Public Service Commission (PSC)-** The PSC mission is to transform the public service workforce to one that is professional, efficient and effective. The PSC has developed a multitude of documents that the county Human Resource (HR) department can use to guide the drafting of human resource manuals and policies. One of this documents is the 2013 county public service human resource manual. The manual gives detailed and elaborate guidelines on how county's should establish and manage their workforce. The

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

### County Context

**Turkana County Integrated Development Plan, 2013 – 2017-** Rangeland management issues are addressed under environmental degradation section. The document notes that the county is prone to climatic shocks and has a fragile ecosystem. Consequently, the soils are loose and are easily washed away by flash rains and heavy winds. The table below summarizes environmental issues that affect rangeland resources in the county.

**Table 4: SWOT analysis of Environmental Degradation problem in Turkana County**

Issues/Problems	Causes	Development Objectives	Immediate Objectives	Strategies
Environmental Degradation	<p>Unplanned settlements due to population growth;</p> <p>Low awareness on natural resources management;</p> <p>High demand of forest products e.g. charcoal;</p> <p>Spread of invasive species such as <i>Prosopis juliflora</i>;</p> <p>Overstocking</p>	<p>Reduce over-utilization and exploitation of natural resources;</p> <p>To ensure a sustainable environment</p>	<p>To establish an urban physical plan to curb the rise of unplanned settlements;</p> <p>To rehabilitate degraded grazing land;</p> <p>To carry out a campaign on the importance of environmental conservation.</p>	<p>Tree planting in degraded land;</p> <p>Intensify awareness campaigns on forest conservation.</p>

**Draft Turkana County livestock Policy (October 2017)**-The policy is in the first draft form and contents may change as it goes through stakeholder participation. The policy notes that rangeland production and productivity in the county is curtailed by prolonged drought caused by climate change, overstocking, overgrazing, restricted livestock migration due to insecurity, poor rangeland management, inadequate range water resources, poor infrastructures and lack of range monitoring unit within the county. In order to address the rangeland challenges, the draft policy recommends the county government to;

1. Clearly designate mining, grazing land and urban settlements in accordance with spatial and urban plans;
2. Designate land for waste disposal to minimize pollution of land and water;
3. Jointly with the national government and the private sector, establish a mechanism for compensation for livestock losses due to diseases, floods and drought;
4. Diversify livestock feed base in line with good rangelands management practices;
5. Support the formation of producer groups, cooperative societies and other livestock- based interest groups in range resource management;
6. Strengthen the management and technical capacities of the range management groups;
7. Strengthen and support existing traditional governance mechanism;
8. Support range reseeding and re-introduce the lost pasture and browse biodiversity;
9. Support and promote traditional and modern climate smart technologies in rangeland management.
10. Enforce deferred grazing systems within the county.
11. Ensure strategic and equitable positioning of livestock resources such as; watering points, holding grounds, crushes, sale yards in order to prevent degradation of rangelands;
12. Collaborate with the National Government on cross border peace agreements/initiatives with neighbouring Counties and Countries;
13. Carryout regular monitoring and evaluation of the range condition and appropriate documentation to guide interventions by forming County Rangeland Management Unit (CRMU) within Livestock Production Department.
14. In Collaboration with the National Government, facilitate livestock census in the County every 10 years.

### **3.2 CAPACITY NEEDS ASSESSMENT (CNA) FINDINGS AND DISCUSSIONS**

The CNA in Turkana County was carried out between 9<sup>th</sup> and 12<sup>th</sup> October 2017. On the first day of the assessment, three enumerators were trained on the interoperability of Tool 1. The second day was a half day inception meeting that was attended by 40 participants (Figure 1) drawn from the livestock production, veterinary 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 break out group discussions (Figure 2) were able to;

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

During the inception meeting it was noted that the county did not have a designated range department/section. In addition, only 3 staff had range management professional training and they were all

senior officers based at headquarters. This meant that most livestock production officers doubled as rangeland extension workers. On the third and fourth day of the assignment individual and key informant interviews were conducted. In total, 6 KIIs with the principal administrative officer, County Director of Veterinary Services (CDVS), Outgoing Chief Officer (CO), deputy directors of livestock marketing and extension, animal production and breeding and acting County Executive Committee (CEC) MoAPEF who was also the CEC of the ministry of water services, environment and mineral resources. Individual capacity level assessment was assessed using Tool 1, 12 of the 21 (57%) livestock production staff were interviewed. All 3 staff trained in range management were among the 12 staff interviewed. The validation meeting was held on 4th December 2017, a total of 39 staff from the county government attended the meeting, the staff were drawn from the three sectors of WASH, The process of validating and developing the capacity building plan was done in a consultative manner .



**Figure 1: CCNA inception meeting in Turkana County**





**Figure 2: Break out group discussions veterinary and livestock production staff**

### 3.2.1 INSTITUTIONAL CAPACITY

The institution or enabling environment includes formal and informal rules and norms that provide the framework of goals and incentives within which organizations and people operate. This level of capacity assessment focused on evaluating the county’s policy, legal and financing framework for the livestock sector in which the mandate of rangeland management services is under. Turkana rangeland sector is under the livestock section in the ministry of agriculture, pastoral economy and fisheries (MoAPEF). The sector financing for the financial years 2014/15, 2015/16 and 2016/17 for the development expenditure were 6.56%, 3.38% and 4.09% respectively (Table 5). There are no national level guiding policies and strategies. Noting this gap the MoAPEF requested several development partners and NGOs to support the development of the Turkana County Livestock policy. The policy was developed through a consultative process where a working group with representation from MoAPEF, National Disaster Management Authority (NDMA), GIZ, FAO-UN, World Vision and Agency for Pastoralist Development (APaD) spearheaded the development of the first draft in October 2017. The draft policy still needs to undergo several stakeholder consultations and revisions before it can be passed into law by the county assembly. The Turkana CIDP (2013-2017) which is under review had proposed the livestock sector to be allocated 4.5% of the annual county budget however no mention of how much of this funding would go into rangeland rehabilitation and management as envisioned in the draft livestock policy of 2017. The low priority given to rangeland management means that no specific budget lines are allocated for its activities.

**Table 5: Trends in Annual Livestock Sector Financing for Turkana County (Kshs. millions)**

Financial Year	2013/14		2014/15		2015/16		2016/17	
	Rec.	Dev.	Rec.	Dev.	Rec.	Dev.	Rec.	Dev.
Pastoral Economy and Fisheries	-	-	88	644	50.61	328.55	169.10	363.40
Total County Allocation	-	-	3303	9819	3810.69	9707.43	5487.83	8878.12
% to the Overall Budget	-	-	2.66%	6.56%	1.33%	3.38%	3.08%	4.09%

Source: Annual County Government Budget Implementation Review Reports

The CCNA exercise revealed that funds from the county treasury had not been disbursed to ministries and departments. The CO indicated that he had to keep making requests to county treasury for every

expenditure in the department. This he noted had delayed implementation of work plan activities. The directors of livestock observed that there was budget allocation for rangeland management extension services and in most cases NGOs were the main funders for range management activities. The NGOs supported the county to procure pasture seed and training communities on pasture establishment and conservation. The CO and county directors of livestock indicated that there was need to increase funding to the livestock sector from the current average of 4.7% to 13% as proposed in the draft livestock policy. They also indicated there was a need to avail Authority to Incur Expense (AIE) forms to sub-county levels to ensure timely implementation of activities.

### **3.2.2 ORGANISATION CAPACITY**

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

1. Strategic management – long-term plan of action and management behaviour and decision-making system;
2. Organisation Structure – reporting lines, division of tasks and responsibilities;
3. Systems in place – culture (set of shared values and norms), processes, procedures and inter/intra institutional linkages
4. Human and financial resources (HR policies, HR deployment, training and knowledge opportunities, HR performance, funding)
5. Knowledge and information (knowledge, technology and innovation, feedback and learning, knowledge-sharing)
6. Infrastructure

#### Theme 1: Strategic management

The MoAPEF department has a clear vision and mandate as outlined in the draft livestock and CIDP documents. The Turkana county envisions a functional and sustainable livestock and fisheries production system. The main obligation of the county is to provide a conducive and resilient livestock and fisheries environment for an optimally producing community. The management of MoAPEF department is composed of the CEC, CO and directors of livestock production. The management had varied public sector and private sector training and experience in management. However, the directors of livestock production had not undergone strategic management training as recommended by the Public Service Commission (PSC).

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

The MoAPEF staff during the inception meeting outlined the current organograms (Figure 3) and proposed the ideal organograms (Figure 4) for the livestock section in which the range management sector is under. The staff also outlined the roles and responsibilities of each organogram level as well as listed challenges faced in discharging their mandate. The livestock production section has a total of 21 technical staff, only 3 have range management expertise. The validation meeting discussions indicated there was a need to recognize range expertise as a separate livestock sector function. The livestock production Staff during the inception meeting highlighted the serious understaffing of range management officers with only 3 staff available. Furthermore, the 3 were due to retire in the next five years and the county had not put in place a succession plan to recruit new officers who could be mentored to take up their roles. All staff during the validation meeting consultatively agreed that there was dire need to recruit at least 30 rangeland management officers for each ward in the county. The proposal though well intended would mean the county wage bill would rise to levels that are not sustainable. In a news briefing in August 2017 the controller of budget reported that emoluments to civil servants working for the national government was at Kshs. 274.3 billion. She further noted that the total public wage bill that includes the two levels of government stood at Kshs. 627 billion a year.

This means that almost half of the government's revenue is directed to paying civil servant salaries. With this in mind the CDVS indicated that the county would have to think of innovative ways of hiring new staff. One proposed way was to hire Subject Matter Specialists (SMS) with more than one livestock training areas for example, AHITI Griftu institute in Wajir County, is training diploma and certificate holders in animal health and rangeland management. During the inception meeting the staff in MoAPEF outlined the different roles of each cadre of staff. 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 MoAPEF performance to cabinet and county assembly;
- Official spokesman for MoAPEF department;
- Lobby for financial and human resource allocation.

CO role was outlined as;

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

Directors of Livestock production

- Management of staff alongside CO;

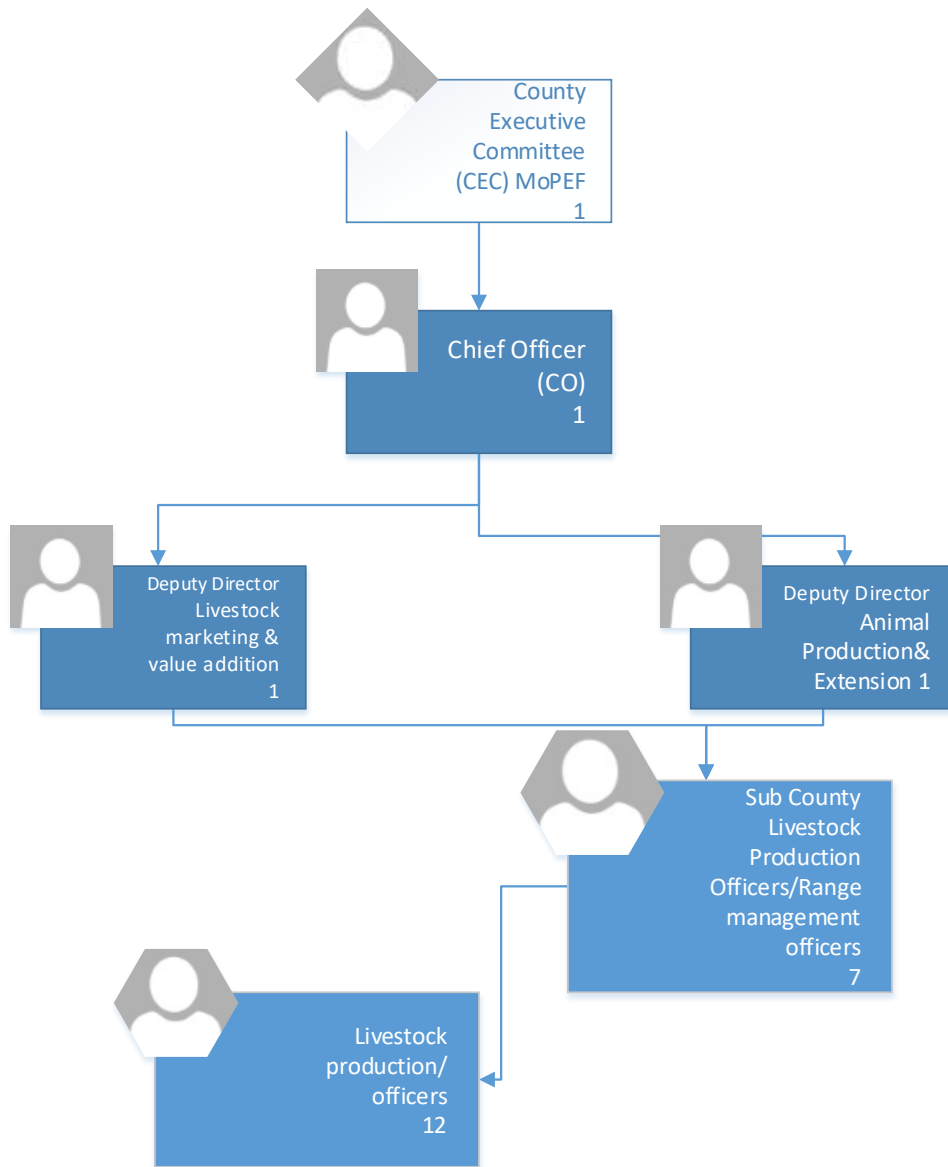
-Consultatively develops work plan and budgets as well as supervising their implementation once funds are availed;

-In charge of technical activities implementation and monitoring

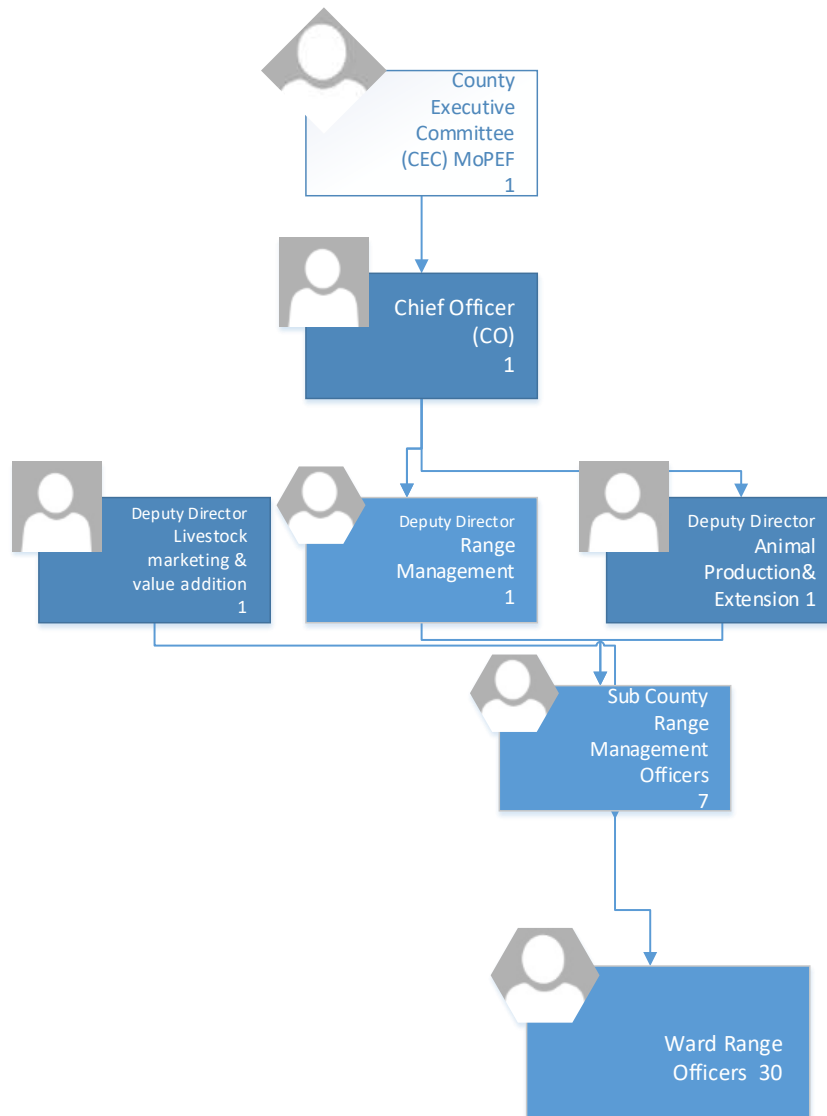
-Other delegated duties from CO- signatory of IFMIS

Sub-county officers role

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



**Figure 3: Current Organogram Rangeland Management section**



**Figure 4: Proposed organogram for the Rangeland Management Section**

Theme 3: Human Resources (HR) functions and processes

The CO and directors of livestock production noted that the HR office lacked policies and manuals to guide promotion and recruitment of staff. All staff (12) interviewed, pointed out that there was a HR department in the county with each department having a HR representative called the principal administrator. However, staff participating in the CCNA exercise observed that the role of the principal administrator was not known and this had resulted in confusion at department level as the directors also carried out HR functions. Nearly half (42%) of livestock sector staff rated the effectiveness of the HR office as fair. The delay in addressing promotion requests was the main reason given for the fair rating. All staff (12) acknowledged that they had participated in the appraisal system evaluation but there was no feedback of findings to staff. In addition, more than half (7) of livestock staff observed that they had not been provided with Standard Operating Procedures (SoPs) to guide their service delivery mandate. The directors of livestock production noted that the county had not adopted the national level schemes of service for the different cadre of staff. The lack of schemes of service may have been one of the reason staff seconded from the national government had not been promoted and newly recruited staff had been

assigned job groups that did not match their academic qualification or years of experience. One director in MoAPEF indicated that staff in the HR department should be the first group targeted for capacity building as they lacked knowledge on public service procedures. Literature review revealed that at national level, the Public Service Commission (PSC) had developed comprehensive documents that the county HR department could use to guide drafting of HR manuals<sup>7</sup>. One of this document, is the 2013 county public service human resource manual that gives detailed guidelines on labour relations, terms and conditions of employment, performance management, code of conduct, salaries, training and development. The directors observed that the county would face a staff capacity shortage in some critical functions such as range management in the next 5 years. To address this challenge the county can use the PSC draft human resource planning and succession management strategy for the public service that was drafted in February 2017. The strategy urges counties to have a culture of proactive planning that ensures that 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 cultivate a culture that supports knowledge transfer and employee development. Despite the county not having clear guiding recruitment procedures, half (6) of MoAPEF staff interviewed, indicated they had been recruited by the County Public Service Board (CPSB) and they rated the recruitment process as good, since it was based on merit and staff hired were competent. All staff interviewed indicated that the county had no induction system.

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

The livestock production staff indicated that the section had only three vehicles and eight motorcycles to support livestock production extension mandate. Given that Turkana is the largest county in Kenya, the vehicles may not be adequate to support service delivery especially at sub county to village levels.

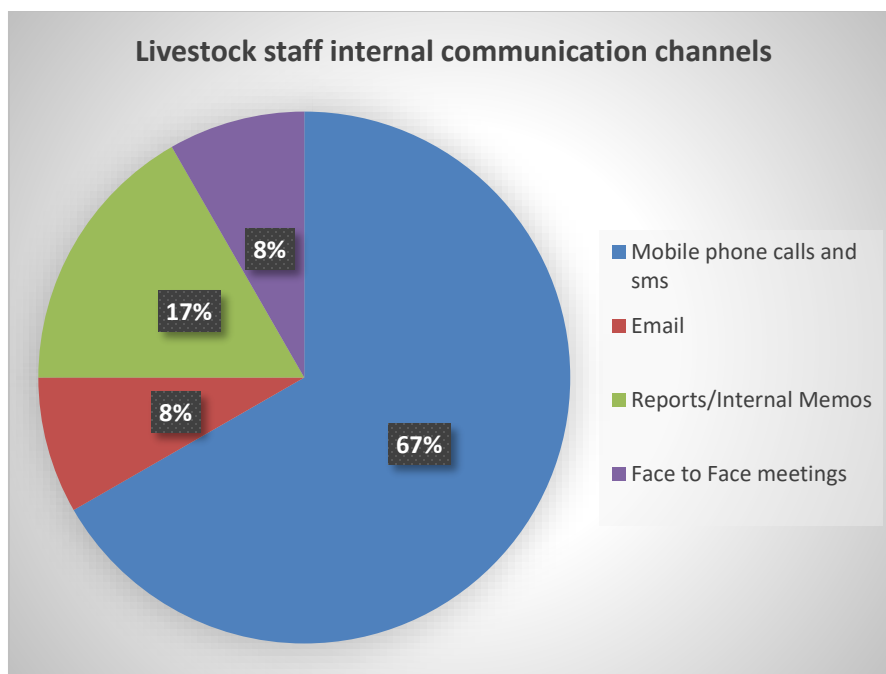
#### Theme 5: Information flow process

There was lack of a central office that serve as a department or county knowledge repository centre. Most staff (8) indicated that they responded to clients requests immediately and in some instances used their own resources to do so. The rest (3) indicated that insecurity and delay of logistical support delayed their responses. The main internal peer communication channels used by staff in both veterinary and livestock section was mobile phones particularly WhatsApp messaging (Figure 5). The above communication channels are acceptable but official information should always be passed through formal channels through email, letters or internal memos. The county HR manual of 2013 elaborates on the type of communication channels to be used based on the circumstances. For example the CEC members are advised to communicate with one another on official matters with letters and emails and with their respective county secretaries using minutes and emails and with heads of departments through their county secretary.

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<sup>7</sup> PSC of Kenya Human Resource Policies and Procedures Manual for the Public Service May, 2016





**Figure 5: Internal communication channels**

#### Theme 6: Interrelationships

Almost all staff interviewed (8) rated the support of their supervisors as good. The CCNA exercise revealed that there were no formal engagements with partners. The CO and directors noted that several NGOs and development partners were key in ensuring the department achieved its mandate as the department faced chronic lack of funds due to failure to decentralize funds from county treasury to departments and sub-county offices. The following were identified as key partners supporting rangeland extension services;

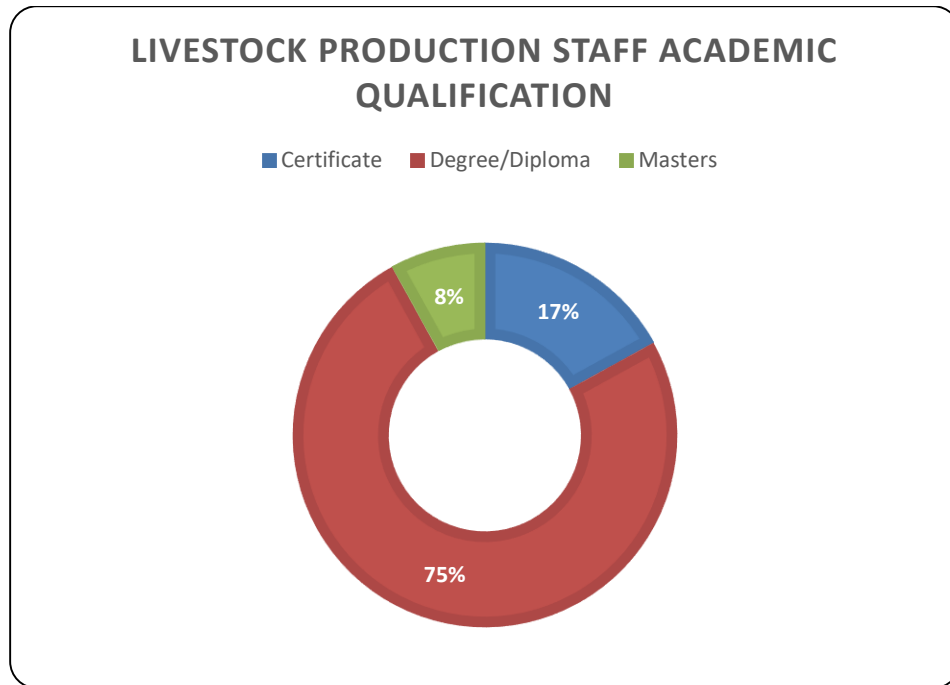
1. Red Cross –pasture reseeding
2. Child fund – Animal breeding and pasture reseeding
3. CRS – pasture reseeding
4. Lutheran World Federation– Natural Resource Management
5. JICA – pasture and reseeding
6. VSF - Germany – pasture and reseeding
7. Lotus Kenya Action for Development organization (LOKADO) – peace building
8. and NRM conflict resolution
9. National government projects State department of Livestock production – Drought
10. Resilience and Sustainable Livelihoods Programme (DRSLP) and Regional
11. Pastoral Livelihoods Resilience Project (RPLRP).- pasture reseeding , building hay stores
12. GIZ – marketing and pasture establishment
13. World Vision – pasture and reseeding
14. CARITAS- emergency destocking and resolving natural resource conflict

### **3.2.3 INDIVIDUAL CAPACITY**

#### Theme 1: Job Skill

Individual assessment sampled 57% (12/21) of staff from the livestock production section. Most of the respondents were male with only 3 women interviewed. The county had taken deliberate efforts to hire staff with 58% (7/12) of staff interviewed from livestock section having been hired by the County Public Service Board (CPSB). The average years in public service of the respondents was 14 years with a range

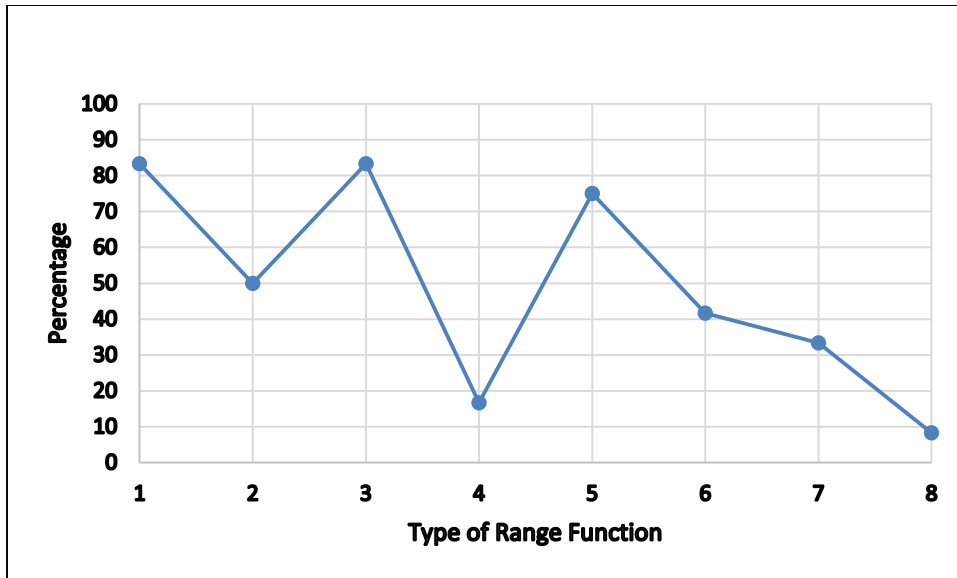
of 1 to 37 years. It was noted that majority of staff were ageing and were projected to retire from service within the next 5 to 10 years. This was especially so for range management officers. The level of academic training attained for staff interviewed is highlighted in figure 6 below. More than half (58%;7/12) of Most staff interviewed were in job group J-N.



**Figure 6: Academic qualification of MoAPEF staff in livestock/range section**

Theme 2: Devolved Functions Performance

An analysis of rangeland management functions revealed that officers were able to frequently perform 3 functions. These were, offering extension in range production which was mostly pasture establishment using range reseeding technology; Integrating customary rules and laws into county policies and instituting early warning response to disasters (Figure 7). The directors noted that pasture seed procurement mandate was under the agriculture section while livestock production section was tasked with disseminating pasture establishment extension services to livestock keepers. The CCNA revealed that critical staff lacking were rangeland management experts.



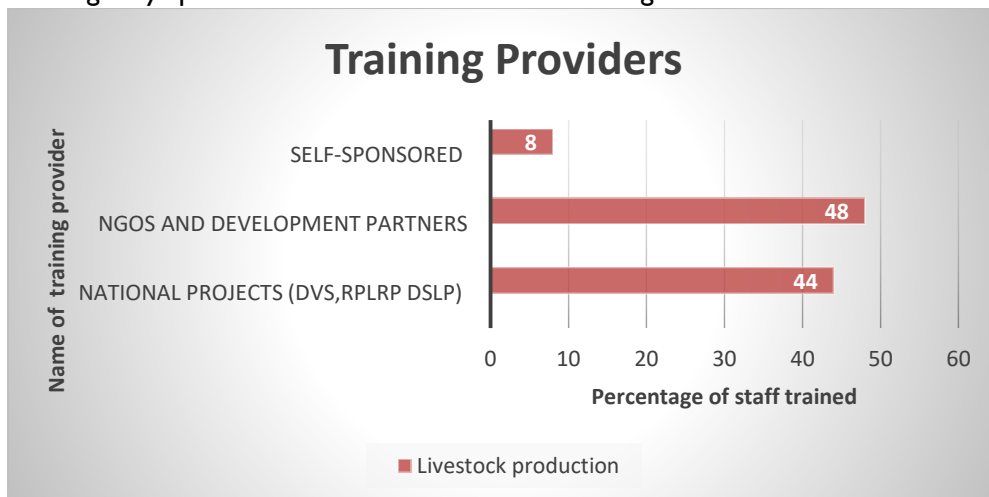
**Figure 7: Percentage distribution of rangeland management functions in Turkana county**

**Key: Types of devolved Rangeland Management Functions:**

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

Theme 3: Professional development opportunity

The CCNA found that in the livestock section, 3 of the 12 staff interviewed had not undergone any training in the last two years. All staff interviewed also indicated that the county did not conduct any training due to lack of funds. Most training of staff was conducted by NGOs and development partners (Figure 8) with 1 staff in indicating they sponsored themselves for a Master’s degree course.



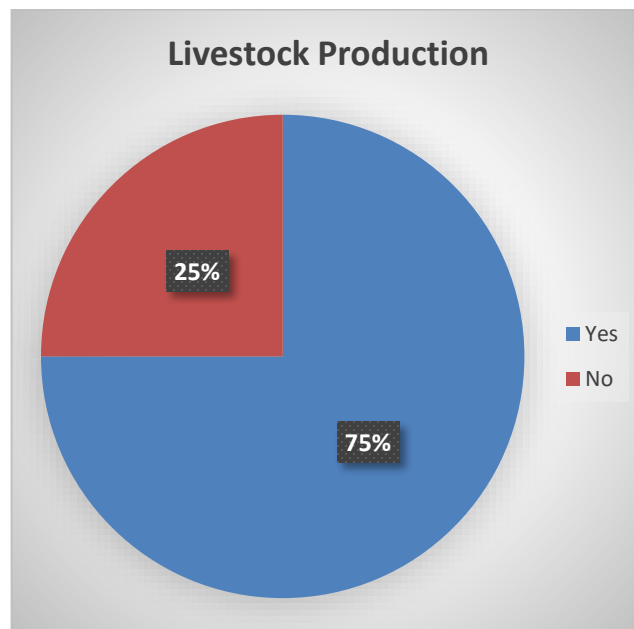
**Figure 8: Source of Training Funds for MoAPEF Department**

The areas of trainings was mainly determined by NGOs or development partners and not the department. Most staff (7) indicated that the training duration was 5 days. Self-sponsored training took between 3 months and 1 year. Although all staff rated the training as useful and added new knowledge, the training was not informed by the needs of the department. The staff requested future trainings to focus on

extension service delivery techniques such as managing group dynamics and pasture establishment and reseeded. The directors and Sub-county heads in MoAPEF, felt that strategic management training was critical to improve their job performance. Two staff interviewed felt that they did not require any training as they were due to retire soon. The PSC encourages a culture of continuous learning as a way of developing human capital in the public service. Continuous learning upgrades core competencies, knowledge, skills and attitudes of public officers while improving their ability to assimilate new technology<sup>8</sup>. The county governments have been encouraged to establish training funds for financing their training programmes. However this has not been done in Turkana county. The PSC county HR manual also recommends that training in the county should be based on a training needs assessment which should be conducted every two years in each county department. The county departments on their end should use the needs assessment findings to prepare training projections for staff and nominate officers to be targeted for the training. The PSC manual also recommends that each 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>9</sup>.

Theme 4: Performance Incentive

Most staff interviewed indicated that they were involved in developing the department’s work plan (Figure 9). Half of the staff (6), indicated they had contributed innovative/unique ideas to the department. However, after going through the responses it was found that most of the ideas mentioned were what was expected in their course of service delivery. This said, only one idea of incorporating climate information into extension messages was unique.



**Figure 9: Percentage of staff involved in work plan development**

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<sup>8</sup> Public service commission of Kenya, county public service human resource manual May 2013

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

The staff made the following recommendations that require intervention so as to improve their service delivery mandate (Figure 10).

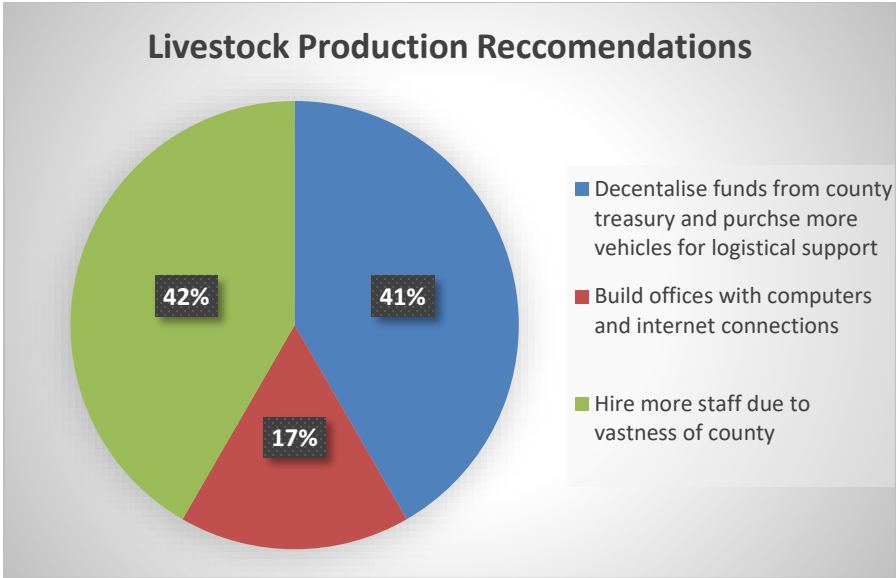


Figure 10: Recommended interventions that will improve service delivery

## 4.0 CONCLUSION AND RECOMMENDATIONS

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

### Key:

#### Color codes

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

**Time line-** Short term - 6 months to 1 year and Long term- 2 to 4 years

Capacity Development area	Existing Capacity	Capacity Gap	Proposed Measure	Capacity Priority Ranking Colour code	Timeline Short or Long-Term
Policy and regulatory Framework	No national policies to guide rangeland management. The county has consultatively developed the draft Livestock policy with a section addressing rangelands management	Lack of specific policy that guides Rangeland Management	Consultatively develop county specific polices; - NRM policy -Range management policy - Extension policy	●	Long term
Financing of sector	Funds are not decentralised. CO has to continue making requests to county treasury Only 4% of total annual county budget is allocated to the livestock sector	Less than 10% of county annual budget is allocated to livestock sector which is the main revenue generating activity for the county	Decentralize funds from county treasury to departments and lobby county assembly to increase funding to livestock sector to more than 10%. CEC and CO to request treasury approve sub county offices to have Authority to Incur Expense (AIE ) forms.	●	Short term



Capacity Development area	Existing Capacity	Capacity Gap	Proposed Measure	Capacity Priority Ranking	Timeline Short or Long-Term
Strategic management	<p>Delay in disbursement of funds from county treasury</p> <p>Work plan activities are delayed or not implemented</p> <p>Inappropriate utilization of resources and poor coordination of work plan activities</p>	<p>Lack of multisectoral planning and budgeting so as to manage rangeland issues as joined sector initiatives to reach a wider impact</p> <p>Lack of a project monitoring focal point personnel</p> <p>Directors of MoAPEF did not have strategic management skills</p>	<p>The department should hold quarterly joint section meetings and prioritize work plan activities as well as collaborate with other sectors to implement activities. Specifically the MoAPEF should work closely with the water services ministry</p> <p>CEC and CO should lobby for timely disbursement of funds from treasury to departments and Sub-county levels</p> <p>Directors should be taken for strategic management training (see annex for preferred institutions for training)</p> <p>Offer in-house training on project management and monitoring, staff proposed the MoAPEF principal administrator can be targeted for this training</p>	●	Short term
Organisation Structure and staff establishment	<p>There are 21 technical staff in the livestock production section only 3 have rangeland management qualification</p> <p>Range officers have been given the title of livestock production officers</p>	<p>Lack of a range directorate in MoAPEF</p> <p>Lack of recognition that range is a specialized expertise that requires staff trained in range science</p>	<p>CEC and CO to adopt the proposed organogram and use it to lobby CPSB and HR department to urgently recruit range management officers</p> <p>Promote staff for director and deputy director of rangeland management and recruit qualified staff for sub county and ward levels (7 sub county and 30 range officers).</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  Consult National Public Service board and state department of livestock production to guide the adoption of the scheme of service for the different cadre of technical staff in the department	●	Short term
Information flow process	Most staff communicate to colleagues thorough mobile phones  Most knowledge of 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 population numbers is lacking	Adopt communication strategy proposed in the PSC county manual  Create an office in charge of knowledge management and sharing  Partner with state department of livestock, KNBS, development partners and NGOs to mobilise resources to conduct a county livestock census	●	Long term
Infrastructure	Department has 3 vehicles and 8 motorcycles  There is limited offices space for staff especially at headquarters	Lack of transport vehicles at sub county level  Build offices at MoAPEF head office and provide modern office furniture and equipments (Laptops and Printers)	Procure 7 vehicles to serve each sub-county  Procure office equipments for all offices from headquarters to sub county level	●	Long term

Inter-relationships	Many partners supporting extension mandate  Partnerships are not formal	Lack of Better coordination between partners and MoAPEF	Put in place coordination, monitoring and evaluation structure for partners  Develop binding MoUs that stipulate what activity will be carried out based on MoAPEF work plan and which areas of operation the partner will operate.	●	Long term
<b>Key Areas for Capacity Development</b>	<b>Existing Capacity</b>	<b>Capacity Gap</b>	<b>Proposed Measure</b>	<b>Capacity Priority Ranking (colour coded)</b>	<b>Timeline Short and Long-term</b>
Job Skill	23 staff in livestock production only 5 have professional rangeland management qualification	Lack of adequate staff with range management training to cover vast county	Adopt proposed organogram with rangeland directorate and develop county scheme of service for staff.  Lobby to CPSB to recruit more staff	●	Short term
Devolved function performance	Most staff offer on average 4 devolved rangeland management services	Lack of staff especially at sub county level  Fund disbursement delay to support service delivery	CEC and CO to lobby county assembly to instruct county treasury to disburse allocated funds to department	●	Short term
Professional development	Training mainly supported by NGOs, national government projects and development partners  Trainings were relevant to range management	Lack of formal procedures to select staff to be trained  Department lacks a training plan for staff  County assembly and county treasury do not authorize budget lines allocated for training of staff	HR department should consultatively conduct a training needs assessment for MoAPEF MoAPEF 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	●	Short term

Performance incentive	The medical scheme cover had improved staff welfare	Most staff were demoralized as there are no promotion opportunities  Chronic lack of funds to carry out work plan activities	Guided by the PSC Human resource planning strategy the livestock and HR departments should develop a Performance management systems that sets incentives and performance based bonuses	●	Short term
Relationship	Staff have a good relationship with immediate supervisors	Lack of department welfare committee to lobby for staff issues such as training and promotion	Establish a training, promotion and disciplinary welfare committee to handle staff issues at departmental level	●	Short term

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

#### To the client

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

#### To the County Government

1. Fast track the process of developing the draft Turkana county livestock and fisheries policy and consultatively develop the rangeland, extension and Natural Resource Management policies;
2. The ministry of agriculture, pastoral economies and fisheries should identify key partners and formalize partnerships through MoUs. The MoAPEF should then collaboratively plan, budget and implement the jointly developed work plans.
4. Department of agriculture, livestock and fisheries development should organise quarterly meetings for all staff, during this meeting each section should present their work plan and the meeting can consultatively prioritize activities and ensure there is no duplication of activities.
5. Increase annual budget allocation to MoAPEF to a minimum of 10% of the total budget and honour budget lines set aside for staff training.

6. Decentralize funds and Authority to Incur Expense (AIE) forms to sub county levels. CEC and CO to lobby for timely disbursement of funds to the county ministries and sub county offices using guidelines set in the Public Finance Management (PFM) act of 2016.
7. The MoAPEF should adopt the proposed organogram and forward it to the HR department. The HR department will then use this information to develop scheme of service and recruit for the positions created. The CEC and CO should advocate to HR and CPSB for promotion of existing staff.
8. In consultation with the HR department and CPSB the county should Introduce a Performance Management System that has set incentives and performance based bonuses.
9. The county needs to immediately hire staff with rangeland management expertise.

## ANNEX I: LIST OF PROPOSED PROFESSIONAL DEVELOPMENT COURSES

Management Courses			
Training Courses and duration	Target Group and Requirements	Cost	Proposed Training Institute
<b>Strategic Leadership Development Program</b> <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>