

Republic of Kenya



Arid and Semi Arid Lands (ASAL)

National Vision and Strategy

Natural Resource management

2005-2015



July 2005

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1 Executive Summary

1.1 Introduction

This Executive Summary highlights the key themes and outcomes contained in the National Arid and Semi-Arid Lands (ASAL) Vision and Strategy. The purpose of this strategy is to enable the various stakeholders involved in development initiatives in the ASALs to make informed decisions and choices.

This strategy is meant to address the key issues holding back the ASALs, and provides a framework for action that will lead to sustainable development using the ASALs' broad natural resources base.

In Kenya, the ASALs occupy more than 80 percent of the country and are home to over 10 million people. Despite their high development potential, the ASALs have the lowest development indicators and highest poverty incidence amongst all areas in Kenya. More than 60 percent of ASAL inhabitants, for instance, live in conditions of abject poverty subsisting on less than one US dollar per day. Reinforcing this endemic poverty is a cycle involving environmental degradation, insecurity, climatic shocks, diseases and general despondency.

In the midst of the high incidence of poverty in the ASALs lies an immense base of natural resources endowment: more than 70 percent of the national livestock population in Kenya is to be found in the ASALs; 90 percent of the wild game that supports much of the tourism sector in Kenya sits in the ASALs and much of Kenya's potential and exploited commercial mineral wealth is in the ASALs. Therefore, there is a growing recognition among various stakeholders and development experts that the ASALs have the potential to transform the economy of the whole country and thus hold the key to accelerated development of this country.

There is a growing recognition among various stakeholders and development experts that the ASALs hold the key to accelerated development of this country. The interest in the ASALs as the *new frontier* for the country's development is highlighted by the Government of Kenya's Economic Recovery Strategy for Wealth and Employment Creation which spotlights the immense potential for wealth creation and employment resident in those areas.

The draft National Policy for the Sustainable Development of Arid and Semi-Arid Lands of Kenya (2004) sets out the overarching principles and broad actions required to transform the Kenyan ASALs into national wealth and employment creators.

1.2 The ASALs vision, missions and development principles

This vision and strategy gives the anticipated future development pattern for the ASALs and sets out the key strategic initiatives that will drive that transformation process. The strategy is primarily informed by the broad pronouncements and aims

promulgated in the National ASAL Policy 2004 and also informed by other government policies and pronouncements.

1.2.1 ASAL Vision

The national vision for the ASALs in Kenya is:

Livelihood Security For All Through Sustainable Natural Resources Utilisation.

1.2.2 Sector Mission

To achieve the above vision, the sector will be driven by the following Mission:

To Ensure Co-ordinated, Efficient and Effective Utilisation of Natural Resources through Community Capacity Building, Participatory Planning and Decision Making

1.2.3 Development principles

The development principles set out below define the behaviours and philosophy that underpin the utilisation of natural resources in the ASALS.

- Proactive local participation
- Beneficial, equitable and just partnerships
- Respect for tradition and culture in development initiatives
- Inclusiveness especially for gender
- Integration with the national economy
- People-centred development
- Environmental sustainability

1.3 Strategic repositioning the ASALs in Kenya

The widely-held perception among Kenyans is that the ASALs are dangerous, insecure, backward and under-developed regions with little, if any, potential to drive national development. To change this misperception, the ASALs will be strategically repositioned along the following brand theme:

Transforming the ASALs, Developing Kenya

1.4 The Strategy

This strategy is built upon identified strategic initiatives and expected outputs in the sustainable utilization of natural resources resident in the ASALs for improved livelihoods of the ASALs people. These strategic initiatives and expected outputs are broken down on the basis of the following seven (7) Key Result Areas:

- 1 Mainstreaming ASALs into the national development agenda
- 1 Environmental sustainability in the utilisation of ASAL natural resources
- 2 Enhanced capacity to respond to climatic shocks
- 3 Enhanced partnerships for rapid socio-economic development
- 4 Equitable linkages between ASAL and non-ASAL economies
- 5 Enhanced local self-governance
- 6 Effective co-ordination of ASAL development initiatives

The actual components of the strategy in terms of strategic initiatives, anticipated levels of resource investments and expected outputs are presented on the basis of each Key Result Area in a matrix format in the main document.

1.5 The Strategy period, cost and implementation arrangements

This National ASAL Vision and Strategy covers the 10-year period from 2005 to 2015. In line with the Draft National ASALs Development Policy (2004), a programmatic approach to this strategy implementation through a National ASAL Authority or Inter-Ministerial Committee to co-ordinate development initiatives is proposed.

The total resource investment for implementing this strategy is estimated at **Ksh. 64, 933,000,000**. The resource envelope comprises of estimated resource investment for the districts and resource that would be used at the centre to address cross-cutting issues and policy. The district resource investments are estimated at **Ksh. 61,239,000,000** and district details are provided in each district report.

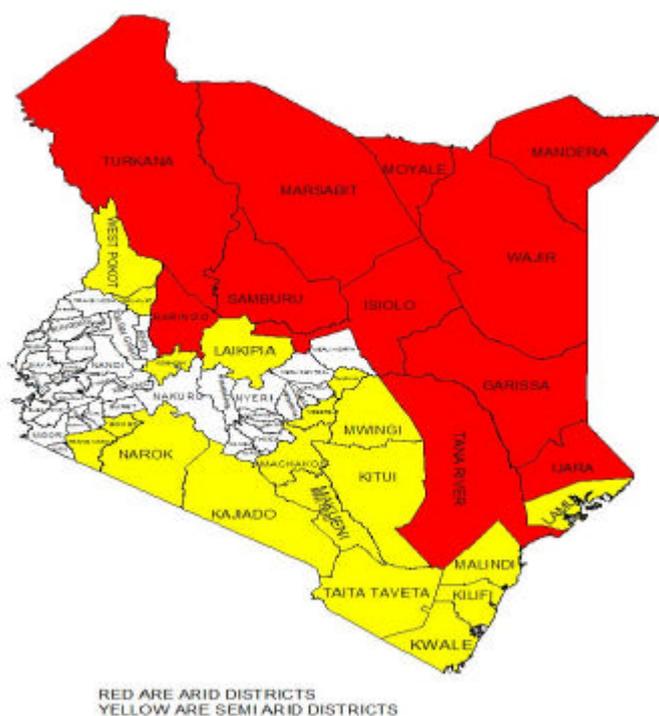
2 Background and context

2.1 Introduction: Overview of the ASALs in Kenya

In Kenya, the arid and semi-arid land areas (ASALs) occupy more than 80 percent of the country's land area and are home to over 10 million people. These ASALs are predominantly occupied by pastoralists and agro-pastoralists. Despite their high development potential, the ASALs have the lowest development indicators and the highest poverty incidence amongst all areas in Kenya. More than 60 percent of ASAL inhabitants, for instance, live in conditions of abject poverty subsisting on less than one US dollar per day. Reinforcing this worrying level of poverty is a cycle involving environmental degradation, insecurity, climatic shocks, diseases and general despondency.

The map below shows Kenya's ASAL districts¹

MAP OF KENYA SHOWING ARID AND SEMI ARID DISTRICTS



In the midst of the high incidence of poverty in the ASALs lies an immense base of natural resources endowment: more than 70 percent of the national livestock population in Kenya is to be found in the ASALs; 90 percent of the wild game that supports much of the tourism sector in Kenya sits in the ASALs and much of Kenya's potential and exploited commercial mineral wealth is in the ASALs. Therefore, the ASALs are increasingly being recognised as *the new frontier for*

¹ Source: Draft National Policy for the Sustainable Development of the ASALs, 2004

Kenya's development because they have the potential to transform the economy of the whole country. This strategy sets out the key strategic initiatives that will drive that transformation.

2.2 Past ASALs development policy initiatives

Recent policy attempts at developing the ASALs have been made in 1979, 1992 and 2001. In 1979, the policy thrust was to change the nomadic lifestyles of the people. This policy failed to seek the views of the beneficiaries. The specific attempts included settling nomadic communities in irrigation schemes, creation of group ranches and other alternative land use systems. The 1992 policy initiative emphasised drought contingency planning with the involvement of beneficiaries. Its main weaknesses were lack of political support and inappropriate implementation strategy framework.

In 2001, the Government of Kenya (GoK) developed a rural development strategy (KRDS). Its departure from the District Focus for Rural Development (1983) was (i) its stronger emphasis on empowerment of the rural beneficiaries; (ii) the need to strengthen budget execution to ensure that resources are reaching communities; (iii) combating corruption; and (iv) participation of the private sector, NGOs and community based organizations (CBOs). Though the design of this 2001 KRDS looks appropriate, its implementation has not been undertaken.

Except for the Kenya Rural Development Strategy 2001, the major weakness of the other policies was that they left out implementation frameworks and had limited stakeholder participation. In addition, they also lacked clear targets and timeframes for achieving them.

2.3 ASALs development project/programme initiatives

There have been two main types of projects/programmes aimed at developing the ASALs. The first category consisted of broad development initiatives. Such initiatives, though not solely meant for the ASALs, provided an opportunity for the ASALs to determine their own development priorities. The key initiative in this category was the District Focus for Rural Development (DFRD) which was initiated in 1983 and was implemented by the District Development Committee through the Rural Development Fund (RDF).

The DFRD seems to have stalled primarily due to lack of resource commitments by GoK and development partners. The assessment of this initiative indicates that the desired goal of accelerating decentralisation was not achieved to desired levels and that the government had not fully decided on the way forward for decentralisation by the time the programme came to an end by the late 1990s.

Alongside the broad initiatives, the second category of rural development projects/programmes consisted of some specific programmes/projects that the government assisted by donors undertook to boost rural development. The major programmes and projects in this category undertaken in the recent past include:

- Agricultural Support Programme (1999-2005): This DANIDA-supported programme covered 5 districts
- Livestock Development Programme (1998-2003): The programme was supported by FINNIDA but did not have a component for the ASALs
- Smallholder Dairy Project (1997-2003): The project was funded by DFID and did not support the ASALs
- National Agricultural and Livestock Extension Programme (2000-2003): The programme was supported by SIDA and, among the ASAL districts, it only supported the Machakos District
- Transmara Development programme (GTZ): The programme only supported the Trans-Mara District
- AU/IBAR (PACE): the Border Districts Programme on the Control and Eradication of Epizootic Diseases
- Arid Lands Resource Management Project Phases I&II: the World Bank support to 22 ASAL districts
- Land Use Activities: Supported by the Dutch government in Kajiado and Makueni districts.
- Livestock Development and Meat Processing Facilities Initiatives: the Turkana Pastoral Project (Terra Nuova /AMREF)—this project is funded by the Italian Cooperation Agency, the African Medical Research Foundation (AMREF) Italy, Regione Lombardia and Fondazione Cariplo

The above programmes/projects (except the ALRMP II, Terra Nuova/AMREF Project and the Kajiado/Makueni land use activities) were aimed at general rural development rather than for the ASALs.

2.4 Effects of inadequate attempts at developing ASALs

The policies towards development of ASALs have had major deficiencies as shown above. The policy attempts have mainly lacked a clear implementation framework, and the political goodwill to push for the implementation of initiatives. In addition, beneficiary involvement in their design and implementation was lacking.

The inadequacies in policy have been reflected in actual implementation of initiatives which have largely left out ASALs, have been donor driven and more than often had sector bias. The results of these failures are:

- Uncoordinated development efforts in the ASALs
- Inadequate allocation of resources to ASAL development

- Potential for wastage of resources
- Feeling that people from these areas are not valued as useful contributors to the development of the country
- Short term interventions whose full synergies and multiplier effects have been limited
- High and increasing poverty levels
- Low investment in infrastructure
- Poorly mitigated climatic shocks
- Food insecurity
- Increasing frequency of conflicts over scarce resources
- High dependence on relief resources
- Knee jerk response to climatic shocks
- Slow formation of human and social capital
- Lack of monitoring and evaluation thus making it difficult to ascertain progress.

2.5 Renewed political and policy commitment

Since the National Rainbow Coalition (NARC) government came to power in 2002, there has been renewed political interest in addressing the ASAL development agenda. The Economic Recovery Strategy for Wealth and Employment Creation (ERSWEC) devotes a full chapter to the development potential and challenges in the ASALs. During a visit to North Eastern Province in 2005, the President of Kenya unveiled a development programme for North Eastern Province and Isiolo, Marsabit Moyale districts. In addition, the Ministry of Special Programmes is at an advanced stage of preparing a Sessional Paper on the National Policy for the Sustainable Development of Arid and Semi Arid Lands of Kenya. These are clear indications of Government commitment to the development of the ASALs.

2.6 Steps towards concretising government commitment to developing the ASALs

It is clear that there is growing realisation in government and business that the frontier for this country's development lies in the ASALs. To concretise its commitment to leveraging the development potential in the ASALs, the Government of Kenya (GoK) is in the process of finalizing a draft National ASAL Development Policy. This Policy sets out the broad framework within which the ASALs can be

used to drive national development. This Vision and Strategy sets out the strategic initiatives required to drive the development initiatives entailed in the draft Policy. The Strategy is meant to be one of the first tools and means of implementing the ASAL development policy.

2.7 The Process of formulating the ASAL Vision and Strategy for Kenya

This National ASAL Vision and Strategy is the result of wide ranging consultations with the principal stakeholders that are involved in diverse development initiatives in the Kenyan ASALs. The consultations were facilitated by PricewaterhouseCoopers (PwC) consultants through the support of the Arid and Semi Arid Lands Resource Management Project (ALRMP) of the Ministry of Special Programmes of the Office of the President. These consultations involved collecting the views of a diverse base of key national and district-based ASAL development actors and community-based organizations (CBOs).

The strategy development process was divided into two phases. The first phase involved extensive consultations in 22 ASAL districts in the following provinces: Eastern, Central, North Eastern, Rift Valley and Coast. The objective of the district consultations was to establish the key challenges that the communities were experiencing in the sustainable management of natural resources in the 22 participating districts. This phase was facilitated by DMOs. The district consultations also focused on priority interventions required to address the identified challenges.

The participating districts were as follows:

- λ Eastern Province: Moyale, Marsabit, Isiolo, Tharaka, Mbeere, Mwingi, Kitui, Makueni
- λ North eastern Province: Mandera, Wajir, Garissa, Ijara
- λ Coast Province Province: Tana River
- λ Central Province: Nyeri (Kieni East and West)
- λ Rift Valley Province: Turkana, West Pokot, Baringo, Samburu, Kajiado, Trans-Mara, Narok, Laikipia.

The district consultations were facilitated by the PwC consultants through the support of the Drought Monitoring Officers of the ALRMP in the above 22 districts and these resulted in a draft vision and strategy for each district.

The second phase involved refining the district visions and strategies and the development of a National ASAL Vision and Strategy, based on the 22 district visions and strategies. This second phase of the consultative process involved a national conference with the stakeholders drawn from the 22 participating districts and selected key national institutions and was facilitated by the PwC consultants.

2.8 The format of the district consultations

This section sets out the framework used to develop and refine the district vision and strategy. The seven-step framework was used to facilitate the district workshops. The steps were:

- λ **Step 1:** Identify each district's key natural resources (the natural resource base)
- λ **Step 2:** Identify the key strategic challenges that constrain the sustainable management of natural resources in the district. This involved undertaking a comprehensive SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis of the district with respect to the natural resources and the peoples' livelihoods. It also entailed undertaking a detailed PEST (Political, Economic, Sociological and Technological) analysis to identify the overriding forces that impact on the way natural resources are managed in the district.
- λ **Step 3:** Confirm District Vision (or Dream)
- λ **Step 4:** Confirm District Mission (Why it exists)
- λ **Step 5:** Confirm core development principles to guide the utilisation of natural resources in support of sustainable livelihood options in the district
- λ **Step 6:** Identify strategic responses (initiatives) to address the challenges identified in Step 2
- λ **Step 7:** Prioritise interventions and develop indicative investments/costs required. Also identify collaborating institutions to complement local initiatives

2.9 Refining the views on ASAL Vision and Strategy from below

In order to refine the district visions and strategies, ALRMP and PricewaterhouseCoopers used the following overall approach:

- λ Clustered the 22 districts into six axes as hereunder:
 - Upper Eastern: Moyale, Marsabit, **Isiolo** (axis meeting point)
 - North Eastern: Mandera, Wajir, **Garissa** (axis meeting point), Ijara, Tana River
 - Rift Valley: Turkana, West Pokot, **Baringo** (axis meeting point), Samburu
 - Southern Rangelands: **Narok** (axis meeting point), Trans-Mara, Kajiado

- Mt Kenya Region: Laikipia, Kieni (East and West), Tharaka, Mbeere. **(Nyeri was the axis meeting point)**
 - Ukambani: Mwingi, **Kitui** (axis meeting point) and Makueni.
- λ Facilitated district consultations in each of the axes, drawing on the expertise of select district-based participants to fine-tune the vision and strategy. The stakeholders in each district included community representatives, business people, Community Based Organisations (CBOs), Non Governmental Organisations (NGOs), women representatives and civil servants. The consultations at each axis took the form of a three-day workshop. For the Upper Eastern, North Eastern and Rift Valley axis, the workshops took place on March 21st -23rd 2005 while the Southern Rangelands, Mt Kenya Region and Ukambani axes held their consultations on March 29th -31st 2005.

3 Vision and Strategy

3.1 Rationale for a Vision and Strategy for the ASALs

The key objective of a National ASAL Vision and Strategy is to provide the basis for the implementation of the National ASAL Development Policy. This strategy will assist the actors involved developing the ASALs to make informed decisions that are aligned to community and national aspirations. The specific focus of the strategy is on how Kenya can achieve sustainable local and national development through proper utilization of the natural resources that are resident in the ASALs.

3.2 Benefits of the ASAL Vision and Strategy

The failure of past ASAL policies and development initiatives has resulted in the current gross underdevelopment in the ASALs. This Vision and Strategy is aimed at:

- λ Establishing realistic and achievable development goals and objectives that are consistent with the aspirations of the ASAL communities
- λ Providing mechanisms and media for a shared ASAL vision or dream
- λ Developing a sense of ownership for the strategic development initiatives
- λ Effectively channeling available ASAL resources to key priority areas in order to avoid duplications and wastage
- λ Providing a base from which progress can be measured and establishing a mechanism for informed change when needed
- λ Motivating key development actors around a common Vision and Mission
- λ Assisting to address cross-cutting issues.

The strategy will be implemented within ten years and the proposed interventions are closely synchronized with the short and medium terms targets of the draft National Policy for ASALs.

3.3 The Sustainable Rural Livelihoods Framework for Vision and Strategy Development

The Vision and Strategy development for the ASALs aims to provide a framework that should guide the development of economic activities in these areas in order to assure food and livelihood security to the people who live in these areas.

Available literature shows that rural households in low-income/developing countries are pursuing diverse livelihood strategies by engaging in activities that derive income from a wide range of farm, off-farm and non-farm sources. There is also evidence that the share of non-farm income in the income portfolio of the rural households is increasing. However, agriculture (broadly defined to include livestock) remains an important income source for a large proportion of the rural households despite the increasing income diversification. It is further noted that most off-farm diversification in Africa is linked to agriculture through forward and backward production linkages (Freeman and Ellis, 2002).

More recent studies undertaken in Kenya, Zimbabwe and Burkina Faso actually support the above observations and confirm that the households seek to assure their food and livelihood security by engaging in both farm and non-farm income-generating activities in order to diversify their income sources (Freeman, et. al 2002).

A livelihood system with respect to a given community or group of people refers to the mechanism through which the particular group of people ensures that they have adequate stocks and flows of food and income to meet basic needs and support to their well-being. The mechanism should guarantee their rights to reliable access to resources, including food, income and basic services. That access should be concerned with both tangible and intangible assets so that the group of people has the capacity to offset risk, ease shocks and meet contingencies.

A livelihood system should thus be sustainable and equitable, where sustainability implies that the livelihood system should enhance resource productivity in the long run while equitability implies that the system should maintain or even enhance the well-being of everyone. There is a general consensus that the livelihoods for the poor are fairly complex and diverse, yet they are least understood by the external development partners and the non-poor. The theoretical model that is often used to characterize livelihoods is the sustainable rural livelihoods (SRL) framework (Ndjeunga and Savadogo, 2002).

The SRL framework brings together various relevant concepts to allow poverty to be understood more holistically. The framework draws on the improved understanding of the poverty dimensions, as well as on other streams of analysis in economic theory, development theory, anthropology, and sociology, relating to households, gender, governance and farming systems (Ndjeunga and Savadogo, 2002). From a planning perspective, the significance of the SRL framework lies in the fact that the framework encourages its users in planning to think about existing livelihood

patterns as a basis for planning research and development activities. Therefore, this move must entail the analysis of the various tools in order to better understand:

- λ The context in which different groups of people live, including the effects upon them of external trends (economic, technological, population growth, etc.), shocks(whether natural or man-made) and seasonality
- λ People's access to different types of assets (physical, human, financial, natural and social) and their ability to put these to productive use
- λ The institutions, policies and organizations which shape their livelihoods
- λ Tthe different strategies that they adopt in the pursuit of their goals.

The significance of the SRL approach in strategic planning is that it encourages everyone involved in the strategic planning process to take a broad and systematic view of the factors that cause livelihoods problems (especially poverty) in the ASALs – whether these are shocks and adverse trends, poorly functioning institutions and policies, or a basic lack of assets – and to investigate the relations between them during the consultative process.

One should note and appreciate that the SRL framework does not take a sectoral view of poverty. Rather, it tries to recognize the contributions made by different but interconnected assets, processes, and structures that people draw on to devise livelihood strategies in order to achieve an anticipated livelihood outcomes. The model does not require that the development activity itself be multi-sectoral, but there is need to conceive problems and solutions in a holistic manner while selecting target and manageable approaches for implementation. For this reason, the PricewaterhouseCoopers (PwC) consultancy team decided to take into account the SRL framework during the consultations with the representatives of the various communities and stakeholders in the different ASAL districts of Kenya while developing the vision, mission, core development principles and strategies for the natural resources management in these ASAL districts.

The objective was to get the participants in these consultative forums to think in terms of how the natural resources found within their ASAL districts can best be managed to ensure sustainable and equitable livelihoods for the ASAL residents.

4 Situation analysis: Key issues, challenges and opportunities

4.1 Introduction

The following situation analysis of the ASALs in Kenya is primarily informed by the consultations that took place in the 22 ASAL districts between 21st March and 1st April 2005, the deliberations of the national workshop (6-10 June 2005), discussions with the ALRMP staff and available literature. The analysis focuses on the following critical areas:

- λ The natural resource base of the ASALs
- λ Past and present weaknesses in the management of each of the resources
- λ The impediments/threats that constrain the sustainable management of the natural resources
- λ The opportunities and potential impact of enhancing the sustainable management of natural resources.

Significantly, this analysis is about how people in the ASALs relate with their environment and how they adapt to, and cope with, it. The approach used provides a useful framework for examining the political, ecological, economic, sociological and technological factors that impact on the lives of the people resident in the ASALs.

In undertaking this analysis, emphasis was put on how to identify ways of enhancing the adaptive capabilities (and therefore reduce livelihood insecurity) of local ASAL communities through:

- λ Identifying the assets, activities and knowledge which communities in the ASALs currently use to make a living
- λ Identifying the strategic challenges (political, ecological, economic, sociological and technological) that constrain local adaptive capabilities
- λ Identifying and prioritising strategic responses and opportunities available to the communities in addressing those challenges. We also identified the potential impact of those strategic responses on the people's adaptive capabilities.

The ultimate aim is to identify those factors that enhance livelihood security in the ASALs and those that constrain it. This would be the basis for the way forward.

4.2 ASALs issues analysis

4.2.1 Overview

In general, the key challenges that impact on the way the various livelihood systems in the ASALs revolve around the following:

- λ The growth of human population and the concomitant stress on the fragile ASAL ecosystems
- λ Frequent climatic shocks and the resultant livelihood vulnerability and insecurity
- λ Growing inter-communal and inter-ethnic conflict primarily over access and use of resources
- λ Overwhelming dependence on pastarolism
- λ A mobile lifestyle that challenges social services delivery
- λ A national planning and funding process that does not adequately respond to local felt needs
- λ A lack of monitoring and evaluation framework to inform Natural Resource Management

Table 4.3 below gives a resource-based SWOT analysis of the ASALs in Kenya

Table 4.3 SWOT analysis of the ASALs in Kenya

Strengths	Weaknesses
<p>λ Natural capital: Well endowed with a large reservoir of natural capital including livestock, minerals, game, visitor attraction sites, rangelands, space and water</p> <p>λ Social capital: A resilient local community with developed mechanisms for coping and adapting in the harsh environment</p> <p>λ Human capital: Despite its obvious underdevelopment, the ASALs have a stock of human capital that has useful indigenous knowledge on the optimum use of natural resources</p> <p>λ Pockets of highly enterprising communities that can be leveraged on</p>	<p>λ Fragile eco-systems</p> <p>λ Laissez-faire exploitation of some resources especially mineral wealth</p> <p>λ Weak local governance institutions</p> <p>λ Declining authority of traditional governance structures</p> <p>λ Marginalisation due to poor past policy environment</p> <p>λ Weak human capital base due to low investment in formal education and high dropout rates</p> <p>λ Poor or non-existent physical infrastructure</p> <p>λ Poor industrial infrastructure</p> <p>λ Low attractiveness to private sector</p> <p>λ Inequitable links/exchanges with non-ASAL economies</p> <p>λ Migration of skilled labour to the urban areas</p> <p>λ Cultural practices that hinder uptake of new ideas</p> <p>λ Over-reliance on livestock and pastoralism (too many eggs in one basket)</p>
Opportunities	Threats
<p>λ Renewed government, private sector and development partner interest for the ASALs</p> <p>λ Likelihood of peace in regional pockets of instability (Somalia and Southern Sudan) – new markets</p> <p>λ Increasing local community assertiveness</p> <p>λ ASAL-friendly research products like fast growing trees species – <i>melia volkensii</i>, drought resistant eucalyptus</p>	<p>λ Increasing conflicts over scarce resources (human versus human, wildlife versus humans)</p> <p>λ Endemic poverty</p> <p>λ HIV/AIDS</p> <p>λ Poor financial infrastructure</p> <p>λ Rapid population and herd growth</p> <p>λ Growing frequency of climatic shocks</p> <p>λ Local and national political will</p> <p>λ Historical anger and cynicism</p> <p>λ Entrenched stakeholder interests (private sector, political, donor) that are interested in</p>

<p>species and drought escaping and tolerating plants – <i>katumani</i> maize etc</p> <p>λ International interest and market for ASAL medicinal plants such as <i>Aloe Vera</i>, <i>Prunus Africana</i></p> <p>λ Increased national and international interest and market in emerging livestock such as butterflies, crocodiles, lizards, ostriches, chameleons etc</p>	<p>status quo</p> <p>λ Lack of a system to protect indigenous intellectual property rights (e.g., medicinal plants)</p> <p>λ An assertive community that feels short changed and marginalised</p>
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4.3 ASALs natural resource base

As indicated elsewhere in this report, the ASALs of Kenya occupy more than 80 percent of the country and host over 10 million people. Broadly, the ASALs are endowed with the following natural resources upon which the people depend for their livelihood:

- **Livestock**
- **Water**
- **Wildlife**
- **Minerals**
- **Pasture**
- **Scenic landscapes**
- **Culture**
- **Sun and wind**
- **Forests**
- **Medicinal plants**
- **Emerging livestock**

In the sections that follow the key constraints to the sustainable utilisation of each of the above resources and the opportunities available to communities to use them to improve their livelihoods are identified.

4.4 Livestock

Livestock is perhaps the most important natural resource in the ASALs and supports the primary livelihood system for the vast majority of the people – pastoralism. Nearly 70 percent of Kenya’s national livestock population is domiciled in the ASALs and is estimated to be worth more than KShs 70 billion².

Pastoralists are almost solely dependent on animal products such as milk, blood, meat, hides and skins. The key livestock species are cattle, sheep and donkeys (which graze) and camels and goats which browse. The ASALs have a comparative advantage in livestock production compared to other parts of the country.

4.4.1 Strategic challenges

There are a number of key challenges that continue to constrain the sustainable management of the livestock resource in the ASALs. These challenges are discussed in the following paragraphs.

(a) Declining natural pasture: Declining natural pasture is primarily the result of two factors namely increasing population pressure and environmental degradation. Rising human and animal populations are exerting pressure on the fragile ASAL ecosystems leading to degraded pastures. It is also observed that there is systematic disappearance of palatable pasture species.

(b) Inadequate water resources: Water is crucial to the sustenance of livestock in the ASALs. The key challenge with regard to water is limited availability. People and animals frequently have to travel long distances to access water and drought is frequently the cause of extensive animal losses in ASALs and wastage of productive potential of the people – waste of time looking for water. Better management of existing water sources and more strategic location of watering points in dry season grazing areas is important. Permanent watering points, such as boreholes have had the unintended effect of sedentarising pastoralists leading to extensive degradation of rangelands around them.

² Draft National ASAL Policy (2004)

(c) Diseases and pests: Diseases and pests continue to be a challenge of strategic importance in the ASALs. The vastness of the ASALs combined with the poor physical infrastructure have worked together to render the provision of animal health services in the ASALs especially difficult. The porous international borders in the ASALs make disease surveillance and control difficult. Diseases and pests ultimately constrain the productivity of this resource and the ability of the people to build a sustainable livelihood around it.

(d) Poor physical and marketing infrastructure: As with other natural resources, the poor state of physical infrastructure is a major constraint to the development of the livestock production system. Roads and telecommunications are poor in all ASAL areas making access to and information about vital markets in both ASAL and non-ASAL areas difficult and expensive.

4.4.2 Opportunities and potential impact

The livestock sector in the ASALs has tremendous opportunities for improving the livelihoods of the ASAL communities. Below are the key opportunities that are available and their potential impact on the livelihoods of the people.

(a) Value addition at source

There is very limited value addition in the ASAL livestock sector. Enhanced value of livestock products in the ASALs will provide alternative livelihood options for the people and better returns for the pastoral economy. There are opportunities in small scale industries using livestock products such as hides and skins, horns, hoofs, milk and meat. For this to take off there is need to open up the ASALs in terms of communications as a way of providing incentives for people to invest resources in the necessary industrial infrastructure.

(b) Focus beyond local markets to international markets

Infrastructural hurdles are the key limitation in the ASALs extending their markets beyond the Kenyan market. Appropriate physical, marketing and industrial infrastructure in strategic ASAL locations as well the development of appropriate disease free zones will help focus the sector on lucrative exports that have stringent public health requirements.

4.5 Water

Water is critical to the development of the ASALs and remains one of the scarcest natural resources in the arid and semi arid regions of Kenya. Droughts are a common occurrence in the ASALs yet the regions are ironically also subject to periodic and frequently devastating floods. Water is to be found in rivers (permanent and seasonal) as well as sub-surface sources and run-off.

4.5.1 Strategic challenges

The key challenges in the sustainable use of water in ASALs are discussed in the following paragraphs.

(a) Availability for domestic and livestock use

Existing water sources are being negatively impacted by activities both inside and outside the ASALs. Upstream over-abstraction is denying the resource to ASAL users downstream in a number of ASAL districts and has been a common source of conflict. There has also been rapid destruction of water catchment areas in most ASAL regions.

(b) Underutilisation: In regions where water is a scarce and valued commodity, it is ironical that in some districts water is plentiful but largely underutilised. In particular, the districts straddled by the Tana River appear to have made little use of its waters. Irrigated farming is one of the options available to the ASALs but use is constrained by lack of will to invest in irrigation and inappropriate technology for irrigation.

Despite the low rainfall in the ASALs, much of it falls in flushes within very short time periods and most of it goes to waste in the form of devastating floods. Appropriate rainwater harvesting technologies can help conserve the rain water in the wet season.

(c) Mismanagement of existing sources: In most ASAL regions, existing sources such as dams, pans and boreholes are poorly managed. Many boreholes are in a state of disrepair while dams and pans have silted up. While the community appreciates the need for the resource, responsibility for the maintenance of the supporting infrastructure is lacking. And the reason is because most communities do not fully identify with some of the projects because they perceive them as Government or donor initiatives – rather than their own. More community involvement in the identification of beneficial water projects and in the formulation of clear operational rules is a prerequisite to the development of sustainable projects.

4.5.2 Opportunities and potential impact

More effective and efficient management of water resources is perhaps the most important factor in assuring sustainable ASALs development. Well-utilised ASAL water resources can afford opportunities/alternative livelihood options based on irrigated farming as highlighted below.

(a) **Irrigated farming:** Even though ASALs constitute the largest part of Kenya yet only 14 percent³ of the potentially irrigable ASALs are under irrigation. Irrigated farming has the potential to improve household and national food security. It can also provide alternative livelihood options for communities through diversification into crop farming. Care, however, must be taken to ensure environmental and socio-economic sustainability.

4.6 Rangelands

ASALs occupy 80 percent of Kenya and though they receive low and infrequent rainfall, this landmass is endowed with a diverse range of flora and fauna. The ASAL rangelands contain natural pasture that gives them a comparative advantage in livestock and game production.

4.6.1 Strategic challenges

The key challenges in the sustainable management of the range resources are set out below.

(a) **Degradation:** Overuse of rangelands coupled with periodic droughts and flooding has led to degraded rangelands in most ASAL districts. Extensive harvesting of trees and woodlands for charcoal and building materials has also contributed to range degradation.

(b) **Conflict over access and use:** The current land tenure system in the ASALs is primarily Trust Land, a system that is easily abused and does not fully guarantee community rights. Unclear rights continue to be a recipe for conflict between communities in the light of dwindling resource base. The system also provides no incentive for communities to manage the range sustainably.

(c) **Declining quality of pasture:** A common worry in many parts of the ASALs is the declining quality of natural pasture due to degradation and crowding out by bush and other invasive species such as *Prosopis* (commonly known as *Mathenge*). It is also observed that there is a systematic disappearance of palatable pasture species.

³ Draft National ASAL Policy – 2004

4.6.2 Opportunities and potential impact

In the following paragraphs the opportunities and potential impact are discussed.

(a) Revival of traditional range management practice: Traditional range management practices are still practised in certain communities particularly the Turkana. Increasing pressures on available resources, however, mean that the system's effectiveness is under serious threat as these traditional range management practices differ from community to community yet livestock movement is not confined to community specific boundaries. The systems are also undermined by modern administrative arrangements that have little regard to the aims and objectives of the traditional range management arrangements. Reviving these practices is one way of ensuring that range degradation, and therefore people's livelihood vulnerability are minimised. Another option is to develop and promote the use of these practices where they may not have been practiced in the past.

(b) Diversification of livelihood strategies: Another opportunity for better range management is to encourage diversification into non-livestock based activities such as trade to ease pressure on land. This could encourage value addition for livestock and livestock products as alternative livelihood options.

(c) Focus on emerging livestock rearing: As an alternative to normal livestock rearing, the ASALs people could consider a focus on rearing alternative emerging livestock such as bees, chameleons, crocodiles, lizards and snakes could provide households with extra sources of income security.

4.7 Wildlife and tourism

The ASALs are home to Kenya's best known visitor attraction sites that primarily draw on their wildlife and scenery.

4.7.1 Strategic challenges

Below are some of the key challenges limiting full realisation of benefits from wildlife and tourism in the ASALs.

(a) Human-wildlife conflict: The high Human population growth rate in the background of declining pasture for livestock and game is causing conflicts between human beings and wildlife as they compete for pasture and water. Humans are increasingly encroaching on habitats set aside for wildlife and vice versa. Often, communities have lost life, limb and/or property from wildlife while in some communities, poaching for meat and trophies has been serious. Managing

this conflict requires that the root causes are addressed and incentives for minimising the conflict institutionalised.

(b) *Declining wildlife population:* Human activities, especially poaching and illegal encroachment on wildlife habitat, have led to considerable reduction in wildlife numbers in certain districts.

(c) *Benefits to local community:* With more than 90 percent of the country's wildlife-related resources sitting in the ASALs, increasingly assertive local communities are asking that there must be real benefits to them from these resources. Communities need to be provided with incentives – through participatory community wildlife management initiatives to – become beneficiaries of this resource. This will ensure that they conserve wildlife since it becomes for them a sustainable source of livelihood.

(d) *Declining wildlife population:* Human activities especially poaching and illegal encroachment on wildlife habitat have led to a considerable reduction in wildlife numbers in certain districts.

(e) *Neglect of cultural resources in visitor attraction:* The ASALs boast of having considerable cultural resources with visitor attraction potential such rock art in Marsabit, the famed Maasai “lifestyle” and legend and various shrines. These resources have not been sufficiently marketed.

4.7.2 Opportunities and potential impact

In the following paragraphs are presented the opportunities to realise full potential and the likely impact to the livelihoods of the people in the ASALs.

(a) *Public-private partnerships in tourism development:* To enhance community participation in wildlife management and tourism, locals should be encouraged to partner with the private sector in tourism initiatives. Care, however must be exercised so that the gains from such investments reach the community. Community-based eco-tourism enterprises such as game ranches and conservancies are another avenue through which the community can become direct beneficiaries of wildlife and tourism. Participation is perhaps the best incentive for communities to conserve and take care of wildlife and other tourism resources.

b) Trade and employment: As a means of diversifying their livelihood options and strategies, trade and employment in tourism-related products and services offer considerable opportunities for the ASAL communities. This, however, requires that appropriate enabling capital – such as finance and skills is available to the locals.

4.8 Minerals

The ASALs have undetermined magnitudes of mineral wealth. In terms of mineral exploitation, artisanal mining tends to dominate especially in sand harvesting, stone and precious stones quarrying. There is also widespread local expectation of oil deposits especially in the northern parts of Kenya.

4.8.1 Strategic challenges

As a livelihood option, mining as it is currently structured faces significant sustainability challenges and requires re-organisation to make it viable. Below are some strategic challenges.

(a) General lack of information on quantities, location and type: Information on most minerals is generally lacking in the ASALs. Exploitation is thus limited to artisanal miners. This especially so for precious stones, sand harvesting and quarrying.

b) Environmental degradation: Artisanal activities in mining tend to be degrading to the environment due to their unplanned and haphazard nature. For instance, sand harvesting in parts of Ukambani (which supplies most of Nairobi's construction needs) is impacting negatively on water table. Quarrying and prospecting for precious stones often leave the pastures degraded, yet, there are often no requirements for remedial action on the part of the prospectors. In north eastern and upper eastern parts of Kenya, local communities complain that under the guise of oil prospecting, vast areas of their rangelands was polluted and this has led to contamination of water sources and increased ill health among people and livestock.

(c) Limited benefits to local community: Where there are commercially viable deposits of minerals, the challenge is to ensure that there is a beneficial partnership between local communities and the investor. Magadi Soda in Kajiado district for instance attempts to ensure locals benefit as much as possible. In most ASAL districts however, the communities feel that the benefits that accrue to them from mining via their local authorities, are limited.

4.9 Solar, wind and geothermal energy

The ASALs in Kenya enjoy long periods of extensive sunshine and strong winds during the year and these have the potential to provide alternative and clean energy to the local communities. Some sections of the ASALs also have potential for geothermal power production especially the North Rift. The key challenges with these as sources of energy are high costs of available technology and lack of knowledge on the uses of these types of energy. Appropriately costed technology and a taxation regime that provides incentives to private investors would help uptake in ASALs. Since fuel energy is one of the key causes of environmental degradation, there would be a positive knock-on effect on the peoples' livelihoods if these alternative sources of energy were exploited.

4.10 Fishing

Fisher folk whose primary livelihood system is based on fishing are found in ASAL regions where there are permanent water sites such as lakes, rivers and artificial dams. Considerable fishing potential exists in Lakes Turkana, Baringo and River Tana, for instance. Fish resources are important as food security option for ASALs and the major strategic challenge is to increase the potential for higher fish production. Increased and sustained fish production is dependent on sustained and clean [unpolluted] water inflow into the lakes, dams and rivers. The necessary strategic interventions include water catchment protection, provision of fishing gear for optimal harvesting of fish and promotion of fish processing and marketing.

The key opportunities arise from fishing not only include the provision of an alternative livelihood option but also a source of healthy food for the communities in the ASALs. However, some communities in the ASALs do not consume fish on cultural grounds and efforts towards promoting healthy attitude to fish as a product in communities living near the lakes and rivers are required.

4.11 Medicinal plants

The ASALs have some plants that continue to provide alternative medicines for various ailments such as prostate cancer. Some other plants such as aloe vera are valued for their cosmetic value. Hence the medicinal plants found in the ASALs have the potential of diversifying the livelihood options available to the ASAL

communities. Therefore, commercial overexploitation of the wild plants is a key challenge as well as ensuring that communities benefit from these resources.

5 Vision and strategic framework

This chapter sets out the vision and the strategic framework underpinning that vision.

5.1 The place of ASALs in national development

5.1.1 National wealth in the ASALs

The ASALs in Kenya are home to over 10 million Kenyans majority of whom live in abject poverty. National wealth creation initiatives need to focus on this large portion of the Kenyan population for impact. The ASALs support 90% of Kenya's large wildlife and account for 80% of the country's eco-tourism attractions⁴. It is clear from the foregoing statistics that the ASALs occupy a critical position in Kenya's development agenda.

5.1.2 Political commitment

Kenya has signed an international declaration for eradication of poverty, hunger and disease by 2015. This would be achieved through the Millennium Development Goals which are depicted in table 5.1 below

Table 5.1: Millennium Development Goals

Millennium Development Goals	Target
Eradicate extreme poverty and hunger	Halve the proportion of people whose income is less than one dollar a day between 1990 and 2015, Halve the proportion of people that suffer from hunger between 1990 and 2015.
Achieve universal primary education	Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.
Promote gender equality and empower women	Eliminate gender disparity in primary and secondary education preferably by 2005 and in all levels of education no later than 2015.
Reduce child mortality	Reduce by two thirds, the under five-mortality rate between 1990 and 2015,
Improve maternal health	Reduce by three-quarters, the maternal mortality ratio between 1990 and 2015,
Combat HIV/AIDS, malaria and other diseases	Have halted by 2015 and begun to reverse the spread of HIV/AIDS. Have halted by 2015, and begun to reverse the incidence of malaria and other major diseases.
Ensure environmental sustainability	Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources. Halve, by 2015, the proportion of people without sustainable access to safe drinking water. Have achieved, by 2020, significant improvement in the lives of at least 100 million slum dwellers.
Develop a global partnership for development	In cooperation with developing countries, develop and employ strategies for decent and productive work for youth. In cooperation with the private sector, make available the benefits of new technologies, especially information and communication.

⁴ Draft ASAL Development Policy

As already seen, the ASALs are home to some of the poorest people in Kenya. In order for the country to fulfill its international obligations and convince the rest of the world about its seriousness in fighting poverty, hunger and disease, it must dedicate a significant amount of resources and effort towards development of the ASALs.

Secondly the NARC government came to power on the promise that it would reduce poverty and kick start a process of creating a more progressive society that would make and execute decisions affecting the peoples' lives. The national vision and strategy for the ASALs and the draft ASALs Policy will significantly contribute to this process.

The key messages that are enunciated in the ASAL NRM core development principles underscore the desire for local self governance and participatory and nationally inclusive development. And the Draft National ASAL Policy emphasizes a devolved decision-making system whereby the division and the village levels are vested with the power to make decisions on development in their spheres. This philosophy is enshrined in the main thrust of the vision, missions and core development principle statements of the National Vision and Strategy as presented below.

5.2 A Vision for ASALs

This national Vision is primarily informed by the content of 22 district Visions and an analysis of the broad strengths, weaknesses, opportunities and threats in the ASALs. This Vision is also informed by the need to align it to the key policy pronouncements affecting ASALs and national development. The National ASALs Vision is:

Livelihood security for all through sustainable utilisation of natural resources in the ASALs

5.3 Shared Mission and Core Development Principles

5.3.1 Shared Mission

The shared Mission is derived from the district missions and defines what the key development actors in the ASALs commit to do in order to achieve the national Vision. The National ASAL Mission is to:

To Ensure Coordinated, Efficient and Effective Utilisation of Natural Resources through Community Capacity Building, Participatory Planning and Decision Making

5.3.2 Development Principles

The district consultation process carried out to inform and create a broad based sharing and ownership of this vision and strategy, also developed a set of core development principles for each district. The core development principles define the acceptable behaviour and philosophy underpinning natural resource utilisation in the ASALs. The core development principles mirror those of the districts. They are:

- λ ***Proactive local participation***
- λ ***Beneficial, equitable and just partnerships***
- λ ***Respect for tradition and culture in development initiatives***
- λ ***Inclusiveness especially for gender***
- λ ***Integration with the national economy***
- λ ***People-centred development***
- λ ***Environmental sustainability***

5.4 Guiding principles for strategy implementation

To address the issues, problems and challenges in the development of the ASALs the strategy has features that fall under the following sub-headings:

- Linking the strategy to the wider government policy
- Multi-sector programmatic approach to strategy implementation
- Coordination of interventions
- Sustainability through beneficiary/stakeholder involvement and ownership
- Cognisance of scarce resources
- Giving due attention to the poor and the disadvantaged
- Interdependence with non-ASAL areas
- Maintaining a long term perspective
- Pursuit of diversified livelihoods.

5.4.1 Linking the strategy to the wider government policy

The ERSWC devotes considerable attention to the ASALs development agenda. It recognises the challenges and handicaps faced by the ASALs but it also acknowledges the potential for reinvigorating development in the ASALs and beyond at the same time.

The main development interventions outlined in the ERSWC are:

- λ Support to livestock and range management
- λ Promotion of eco-tourism
- λ Enhancement of security
- λ Promotion of community access to health, education, water energy and telecommunications.

The ASAL strategy focuses on the sustainable utilisation of natural resources in order to improve the livelihoods of people in the ASALs in particular and Kenya in general. It proposes strategic interventions that should optimise development benefits from the use of natural resources.

The draft National ASAL Policy (2004) envisions a three-phased implementation period as outlined in table 5.1 below.

Table 5.2: Phases of the Draft National ASAL Policy

Phase	Key interventions
Short Term (5 years)	<ul style="list-style-type: none"> λ Needs of the poor in ASALs reflected in all national policy and planning frameworks (ASAL de-marginalisation) λ Local ASALs capacity to respond to climatic shocks enhanced λ Improved local governance
Medium Term (10-15 years)	<p>This phase will be underpinned by public-private partnerships in priority areas:</p> <ul style="list-style-type: none"> λ Physical infrastructure λ Livestock production and marketing λ Water resources development λ Education λ Health λ Tourism λ Trade and industry
Long term (25-30 years)	<ul style="list-style-type: none"> λ Vibrant ASAL economy with strong links with non-ASAL economic systems and contributing significantly to national economic development

This National ASALs Vision and Strategy is targeted at operationalising certain aspects of the draft National ASAL Policy in the three envisioned policy phases. In

particular, this strategy should contribute in de-marginalising the ASALs by building a compelling agenda for ASAL development and engaging policy makers at all levels. The strategy should also provide a platform for building a case for public resource allocation through the MTEF and budget cycle throughout the strategy period and beyond. In addition, the specific district strategies should be used to bid for development resources at the local level. This would mainly be through the Constituency Development Fund (CDF) and the Local Authority Transfer Fund (LATF).

In the medium term, the strategy should contribute to policy implementation by directing resources and effort towards:

- λ Development of infrastructure especially those that would facilitate the utilisation of natural resources
- λ Livestock production and marketing
- λ Capacity building to manage climatic shocks – this would mainly be through capacity building for better management of natural resources
- λ Improved local governance as the strategy advocates for enhanced involvement of the community in designing, planning, implementation, monitoring and evaluation of interventions in natural resource development
- λ Water resource development (this would have commenced in the short term but would be accelerated and consolidated during the medium term phase)
- λ Promotion of tourism -some initiatives would commence during the short term but intensified efforts will be made during the medium term phase.

5.5 Multi-sectoral approach to strategy implementation

ASALs development covers virtually all sectors of the economy. The bulk of the proposed interventions in the strategy are in the agricultural and rural development sector. This is where interventions on crop production, livestock production and marketing interventions are reflected. It also touches on human resource development which focuses on capacity building for improved management of natural resource. Physical infrastructure enables access to natural resources and therefore interventions on improved utilisation of natural resources include improvement of access roads to tourist attractions and access to markets for livestock and crops.

Some of the strategic interventions include building capacity for value adding especially on livestock products such as skins, hides and meat. They also include development of facilities for primary processing of farm produce. Examples include extraction and processing of fruits, honey refining, processing of gums, resins and medicinal plants.

As the population increases, there is more pressure on available natural resources and conflicts over these resources are on the rise. The interventions for improved safety, law and order include reorganisation for traditional peace keeping structures and conflict resolution mechanisms. Interventions also include the rollout of some key government legal instruments that provide mechanisms for conflict prevention. An example is the New Water Act 2002 which provides the regulatory and legal framework for avoiding conflict over water resources. The above are the sectors within which the bulk of the strategic interventions are developed.

5.6 Coordination of ASALs development interventions

One of the key impediments to the ASALs development in Kenya has been poor co-ordination of interventions for the ASALs. To date there has never been an ASALs-specific development co-ordination mechanism despite growing recognition of the need to accord special attention and focus on the ASALs. The co-ordination would allow experience sharing, focusing of efforts and reduction of duplication and wastage. As noted elsewhere in this report, past attempts at co-ordinating development in the ASALs were generalised and loaded into a broad bracket of development activities thus diluting their impact.

In recognition of these shortcomings, the government is proposing an enhanced coordination of development efforts in the ASALs within the Draft National ASAL Development Policy (2004). Guidelines for proposed implementation coordination are:

- λ Interventions will be undertaken within the District Focus Strategy, but with emphasis on sub-contracting to the most suited agency on the ground
- λ As far as possible, decision-making will be devolved to the divisional and village levels.
- λ Co-ordination, facilitation and implementation of interventions at the district level will be carried out by the District Steering Groups (DSGs). The DSGs will be further split into sector working groups for better focusing. The DSGs will ensure that adequate targeting, assessments and appraisals are undertaken and that communities get involved in the design, planning and implementation of development initiatives.
- λ Monitoring and evaluation mechanism will be developed with communities based on appropriate project cycle, management procedures and agreed norms
- λ Where DSGs do not exist their equivalent will be responsible for co-ordination, facilitation and implementation. Their role would include development of Programme Implementation Plans

- λ At the national level a Ministerial Committee will coordinate implementation of the strategy
- λ Ecological, social, livelihood and economic appraisal criteria will be applied to ensure sustainability of project/program activities.

5.7 Sustainability of interventions

In the past development initiatives in the ASALs have mainly been supported by donors or *ad hoc* government resources. The result has been that the impact of the initiatives has been limited since more than often the initiative ceased with the stoppage of donor resources and withdrawal of technical experts. The difference this time round is that efforts will be made to ensure sustainability. This will be achieved through allocation of public resources on a consistent manner through the proposed ASALs Development Authority. Secondly community ownership and participation will be obtained at all stages of project implementation.

5.8 Cognisance of scarce resources

Over the decades the Government has made policy pronouncements for the ASALs but it is clear that there have been gaps in the way the policies have been designed and implemented. The more prominent gaps in the policies have been lack of clear ways and means of funding the policy initiatives and clear implementation mechanisms. The interventions have not been focused adequately and as a result the situation has not improved. The two gaps are now bridged through the proposed ASAL Development Policy (2004).

At the first level, there must be a deliberate injection of resources to implement the proposed ASAL development initiatives. This can be done through a fresh allocation of funds through the MTEF and budget process.

At the second level, the approach would be to turn the resources devoted to relief into a development fund. A detailed presentation is provided hereafter.

5.8.1 Food relief and funding of ASAL development initiatives

The post-colonial period has been marked by unending provision of food relief for people in the ASALs in Kenya. On an annual basis, 200,000 to 2,000,000 Kenyans depend on relief food. During severe droughts, this figure can go up to 4 million people⁵. In this strategy we propose that an analysis be conducted to establish the annual resources devoted to food relief. We propose that a matching fund is created to provide long term development resources to the ASALs. To start with, the fund should be twice the amount spent on relief food each year. And the allocation of funds from the fund should be proportional to the number of people who need relief food in a given district.

⁵ Food Security Concept Note by the PS, Agriculture – presented in 2002

5.8.2 Recent opportunities for ASAL development

During the last two years, the Government of Kenya has been moving towards the constituency as a focal point for development. Substantial amounts of public funds are now channelled through the constituency. These include the Road Fuel Fund, the Constituency Development Fund, the HIV/AIDS Constituency Committee and the School Bursary Fund. In addition, the Government has also created a window whereby local authorities in the country are allocated general development funds through the Local Authority Transfer Fund (LATF).

While majority of these sources for local development funds have been created for specific purposes, the CDF and the LATF are general and therefore available for development interventions at the local level. These sources provide opportunities for funding ASALs-specific strategic interventions. This strategy proposes that the ASALs district strategies should be used to bid for public resources from these funds.

5.9 Giving due attention to the poor

Once the proposed ASALs Development Authority (or Inter-Ministerial Committee) is established, it will create a pool of resources for ASALs development. The allocation of the funds to the districts should be determined by the level of poverty in the particular district thus the district with the highest level of poverty should get highest priority in the allocation of resources. Within each district, a set of criteria should be developed to ensure that the poorest sections of the community get the highest allocation of funds.

5.10 Maximising utility and value in use of resources

This strategy is being developed at a time when there are serious resource constraints and increasing poverty levels in the ASALs. A clear trade off must be made if the government has to meet its development objectives for the country and the ASALs in particular. In the past, there has been sub-optimal use of resources due to lack of mechanisms to harmonise the interventions and coordinate efforts to stem resource wastage through duplications and inertia.

5.11 Interdependence with non-ASAL area and diversified livelihoods

There is a very close relationship between the ASALs and non-ASALs economies. The ASALs supply the other areas with products in which the ASALs have a comparative advantage. These include tourism attractions, animal and crop products. In turn, the ASALs are a market for processed goods such as animal drugs, manufactured household goods and farm implements and tools. The linkage between the two creates value for both. These linkages need to be strengthened and made more equitable.

The majority of people in the ASALs depend on livestock and subsistence crop farming. These two livelihood systems to a large extent depend on natural elements. Improving the well being of the people of the ASALs must increasingly be driven by diversification into new ways of doing old things or doing entirely new things.

Livelihood diversification could potentially result in new products, crops, markets, lifestyles and income sources. The key is to ensure livelihood security for the ASALs inhabitants by availing alternatives to the current dominant production systems. Examples of diversified livelihoods include value addition through semi-processing for livestock products, irrigated agriculture where there is potential, agro-forestry fruit tree farming, bee-keeping, rearing of emerging livestock and eco-tourism. This means that the ASALs communities would not have all their eggs in one basket and would be less exposed to the vagaries of natural elements.

5.12 Maintaining a long-term perspective

The long term development targets have been captured by the Millennium Development Goals. The reduction of poverty and creation of wealth in the ASALs ought to take this perspective. The level of poverty and deprivation in the ASALs is extensive. In the past piecemeal and non-coordinated approaches have resulted in minimal gains. This time round, the Government has demonstrated commitment to a firm foundation to launch the ASALs into renewed growth and prosperity path. This is demonstrated in the draft ASALs Development Policy (2004) that has an implementation horizon of 35 years.

This strategy, while addressing immediate and basic development challenges in the ASALs, also lays foundation for the longer term perspective.

6 Key Result Areas: Strategic Outputs and Initiatives

6.1 Introduction

The key outputs of the ASALs Vision and Strategy reflect the specific challenges, constraints and opportunities facing the ASALs. These challenges, constraints and opportunities have been pointed out in studies commissioned by the Ministry of Special Programmes, the Agricultural Sector Strategy (SRA 2004-2014), lessons learnt in the implementation of Arid Lands Resource Management Project Phase I, district consultations and the national forum that validated this National Vision and Strategy. Through the analysis of the strengths, weakness, opportunities and threats in the ASALs, seven Key Result Areas were identified as follows:

- λ Mainstreaming ASALs in the national development agenda
- λ Environmental sustainability
- λ Improved capacity to respond to climatic shocks
- λ Enhanced public-private/CBOs/NGOs partnerships for socio-economic development
- λ Enhanced and equitable linkages between ASALs and non-ASALs economies
- λ Enhanced local self-governance
- λ Effective co-ordination of ASALs development initiatives.

6.2 Relationship between the Key Result Areas and the district specific strategic initiatives

Based on the Key Result Areas, desired outputs have been developed. Further key strategic initiatives required to achieve the outputs have been identified. Attempt has also been made to estimate the required levels of resource investment to achieve the desired outputs and to identify indicative executing and collaborating institutions. Tables on these desired outputs and indicative executing and collaborating institutions for each key result area form the rest of this chapter. In **Annex I** are presented the estimated investment resources that would be required to implement the strategic initiatives contained in the tables.

Annex I should be seen as a summary of the investment estimates for all the districts. However, it has a higher resource estimate because in addition to the district specific strategic initiatives, the national level would require resources to carry out initiatives that are of a national nature. Such initiatives would include

championing ASAL agenda at the national level, especially in the MTEF and budget cycle, monitoring and evaluation of the different ASAL initiatives and documenting and disseminating and disseminating best practices in Natural Resource Management in the ASALs.

The district specific vision and strategies complete with required strategic initiatives to unlock the development potential for each natural resource and the commensurate investment resources are reflected in each specific district strategy. The total resource estimate for the National Strategy is slightly higher than the total investment resources for all the districts. The extra investment resources will be utilised to address cross cutting issues and to influence at the national level.

Annex II is the list of participants who participated in the validation workshop for this document.

Key Result Area 1: Mainstreaming the ASALs in the national development agenda

MAIN OUTPUTS	STRATEGIC INITIATIVES	EXECUTING AGENCY/COLLABORATING INSTITUTIONS
1 Sessional Paper for ASAL prepared and implemented	Prepare a Cabinet Paper for ASAL development policy	Ministry of Special Programmes
	Present Draft Sessional Paper for debate by Parliament	Ministry of Special Programmes, Cabinet Office
	Roll out new ASAL development policy to stakeholders	Ministry of Special Programmes, Sector Ministries
	Monitor policy implementation	Ministry of Special Programmes, Sector Ministries
2 ASAL agenda institutionalised into the MTEF and GOK Budget Cycle	Develop key specific sector ASAL resource allocation cases	Ministry of Special Programmes
	Present cases to respective sector ministry Budget Committees MTEF Sector working Groups	Ministry of Special Programmes
	Lobby relevant Sector Working Groups for priority funding of ASAL initiatives	Ministry of Special Programmes
3 Natural Resource management in the ASALs allocated resources under the Constituency Development Fund	Capacity build DSGs to prepare presentations to the CDF members	Ministry of Special Programmes , NGOs, CBOs, Parliamentary Committee for CDF
	Present the district ASAL Natural Resource Development Strategies to CDF members	Ministry of Special Programmes Parliamentary Committee for CDF,
	Lobby for resource allocation for ASAL Natural Resource Development activities in the CDF	Ministry of Special Programmes , Parliamentary Committee for CDF
4 Natural Resource management in the ASALs allocated resources under the Local Authority Transfer Fund (LATF)	Capacity build DSGs to prepare presentations to the local council (s)	Ministry of Special Programmes , Drought Management Officers, Ministry of Local Government
	Present the district ASAL Natural Resource Development Strategies to local authorities	Ministry of Special Programmes , Drought Management Officers, Ministry of Local Government
	Lobby for resource allocation for ASAL Natural Resource Development activities in the LATF	Ministry of Special Programmes , Drought Management Officers, Ministry of Local Government
5 Functional ASAL Development Authority	Conduct a due diligence on viability of an ASAL Development Authority	Ministry of Special Programmes Ministry of Regional Authorities Directorate of Personnel Management
	Develop legal requirements for the operations of the ASAL Development Authority	Ministry of Special Programmes , Attorney General

MAIN OUTPUTS	STRATEGIC INITIATIVES	EXECUTING AGENCY/COLLABORATING INSTITUTIONS
	Develop organisational structure for the ASAL Development Authority	Ministry of Special Programmes , Directorate of Personnel Management
	Recruit suitable staff for the ASAL Authority	Directorate of Personnel Management, Ministry of Special Programmes

Key Result Area 2: Environmental Sustainability

MAIN OUTPUTS	STRATEGIC INITIATIVES	EXECUTING AGENCY/COLLABORATING INSTITUTIONS
1 Provide support towards enforcement of environmental law i.e. EMCA	Build local capacity to demand environmentally sound utilisation of resources through public information campaigns and trainings in all 22 districts	Ministry of Special Programmes, National Environmental Authority, NGOs, CBOs
	Enhance the capacity of environmental standards enforcement and prosecuting authorities	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources
	Regulate artisanal mining activities	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources
	Provide legal protection for endangered plant and animal species such as <i>Prunus Africana</i> , Rhino chameleon, etc	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, Ministry of Water, NGOs, CBOs
	Provide legal framework to protect (through patenting) for indigenous knowledge especially on medicinal plants	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources
2 Land sustainability capacity improved	Incorporate traditional range and other natural resources management practices into the overall NRM policy	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources
	De-concentrate livestock in watering points through strategic location of water points in dry grazing areas	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, Ministry of Water, NGOs, CBOs
	Promote agro-forestry	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources
	Promote/introduce plant species that protect the environment	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, NGOs, CBOs
	Introduce animal species that are better-suited to local fragile eco-systems e.g., camels in Marsabit	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, NGOs, CBOs
3 Enhanced community participation in environmental	Review ASAL land tenure systems to make them more ASAL-friendly	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, Ministry of Lands and Housing, NGOs, CBOs

MAIN OUTPUTS	STRATEGIC INITIATIVES	EXECUTING AGENCY/COLLABORATING INSTITUTIONS
conservation	Promote alternative livelihood options to charcoal burning and fuel wood harvesting	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, Ministry of Lands and Housing, NGOs, CBOs
	Promote solar and wind energy utilisation to counteract dependence on wood fuel energy	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, NGOs, CBOs
	Protect water catchment areas through reforestation	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, Ministry of Lands and Housing, NGOs, CBOs
	Capacity build communities to conserve soil through appropriate anti-erosion technologies	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, Ministry of Lands and Housing, NGOs, CBOs,
	Build local community capacity to restock and de-stock appropriately	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, Ministry of Lands and Housing, NGOs, CBOs
	Build local capacity to deal with accidental fires	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, Ministry of Lands and Housing, NGOs, CBOs
4 Integrated flood management	Build infrastructure in flood-prone areas in ASALs to contain flooding	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, NGOs, CBOs
	Protect water catchment areas through reforestation	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, NGOs, CBOs
	Improve local physical and social structures for emergencies	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, NGOs, CBOs
	Strengthen Early Warning Systems	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources NGOs, CBOs

MAIN OUTPUTS	STRATEGIC INITIATIVES	EXECUTING AGENCY/COLLABORATING INSTITUTIONS
5 Effective drought management in the ASALs	Strengthen early warning system in ASAL	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources NGOs, CBOs
	Promote drought tolerating and drought escaping crops	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, Ministry of Agriculture NGOs, CBOs
	Promote commercial agro-forestry	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, Ministry of Agriculture NGOs, CBOs
	Promote drought tolerant animal species such as the camel	Ministry of Special Programmes, National Environmental Authority, Ministry of Environment and Natural Resources, Ministry of Agriculture NGOs, CBOs

Key Result Area 3: Improved Capacity to Respond to Climatic Shocks and Social Insecurity

MAIN OUTPUTS	STRATEGIC INITIATIVES	EXECUTING AGENCY/COLLABORATING INSTITUTIONS
1. Improved household food and income security	Establish/strengthen early warning systems in all districts	MoSP, MENR, NEMA, Community, Private sector
	Diversify into irrigated farming	Community, private sector, MoSP
	Promote mixed farming to include drought-escaping/tolerant plants and animals	MoA, MoSP, Community, Private sector
	Strengthen ASALs access to markets through value addition of livestock based products	MoA, MoSP, Community, Private sector, NGOs
	Decentralise service provision to accommodate mobile lifestyles	MoA, MoSP, Community, Private sector
	Promote appropriate post harvest storage technologies to stem losses and contamination	MoA, MoSP, Community, Private sector
	Institutionalise emergency livestock off-take (Boom and bust management)	MoA, MoSP, Community, CBOs, NGOs
	Review and tenure system to empower local communities to utilise land better (incorporated in the new land policy)	Ministry of Lands, MoSP, community, NGOs, CBOs
2. Reduced conflict over natural resources	Control sale and use of small arms	Community, OOP, NGOs
	Promote traditional conflict resolution mechanisms	Community, MoSP, private sector, NGOs, CBOs
	Strengthen traditional range and water management practices	Community, MoSP, private sector, NGOs, CBOs
	Strengthen cross-border cooperation on security matters	OOP, private sector, community, MoFA, Community, private sector

Key Result Area 4: Enhanced Public-Private/CBOs/NGOs Partnerships for Socio-economic Development

MAIN OUTPUTS	STRATEGIC INITIATIVES	EXECUTING AGENCY/COLLABORATING INSTITUTIONS
1 Increased income generating opportunities for local communities	Build at least one abattoir in each district	Ministry of Livestock and Fisheries, Local Authorities
	Build small scale livestock based industries including tanneries, handicrafts (suing hooves, bones etc) at locational level	Ministry of Livestock and Fisheries, Local Authorities
	Train local communities on investing in and managing eco-tourism projects and emerging livestock	ME&NR MoSP, NGOs, CBOs
	Build local market centres for tourism-related products such as handicrafts	Mol&C, MoSP, NGOs, CBOs
	Train local communities on investing in and managing eco-tourism projects	
	Support formation of artisans' marketing associations to market livestock, precious stones, sand and stones	Mol&C, MoSP, NGOs, CBOs
	Train Community Based Animal Health Workers (CBAHWs) to provide veterinary services	Mol&C, MoSP, NGOs, CBOs
	Build cooling facilities for fish and milk	Mol&C, MoSP, NGOs, CBOs
	Build capacity of local people to move into commercialise agro-forestry including medicinal plants	Mol&C, MoSP, NGOs, CBOs
	Develop appropriate credit facilities for the ASALs	Mol&C, MoSP, NGOs, CBOs, MoF
2 Appropriate enabling infrastructure	Build strategic livestock holding grounds	MOL&F, MoSP, NGOs, CBOs,
	Resource the department of veterinary services to provide more effective disease surveillance	MOL&F,
	Rehabilitate existing boreholes, dams and pans	MOW, MOL&F,
	Train local community on commercial management of water resources	MOW, MOL&F,NGOs, CBOs

MAIN OUTPUTS	STRATEGIC INITIATIVES	EXECUTING AGENCY/COLLABORATING INSTITUTIONS
	Provide appropriate incentives for private sector investment in health and education	
	Undertake geological surveys to establish mineral and ground water resources in ASALs	MOW, Water Boards
	Build capacity of communities to protect water catchment areas	MOW, MOL&F,NGOs, CBOs, Water Boards
3 Research and Development	Undertake and disseminate research on appropriate range management practices for ASALs	Research Institutions, MOW, MOL&F,NGOs, CBOs
	Undertake and disseminate research on appropriate agro-forestry products such as fast maturing trees	Research Institutions, MOW, MOL&F,NGOs, CBOs
	Undertake and disseminate research on alternative drought escaping/tolerant crops	Research Institutions, MOW, MOL&F,NGOs, CBOs
4 Strategic Partnerships	Build local organisational capacity at CBO, FBO and local authority level to develop strategic partnerships with the private sector	MoF, MoP &ND, private sector, local communities

Key result area 5: Enhanced equitable linkages between ASAL and non-ASAL economies

MAIN OUTPUTS	STRATEGIC INITIATIVES	EXECUTING AGENCY/COLLABORATING INSTITUTIONS
1 Enhanced flow of public and private capital to the ASALs	Encourage establishment of micro-finance institutions in ASALs	Ministry of Finance, Ministry of Trade and Industry, NGOs, CBOs
	Promote rural industries in the ASALs (e.g. refining of honey, process of gums and resins)	Ministry of Trade and Industry, NGOs, CBOs
2 Improved movement of people and goods between ASALs and non-ASALs	Promote use of farm inputs to increase productivity in the ASALs	Local Authorities , Ministry of Agriculture, NGOs, CBOs
	Improve marketing infrastructure	Local Authorities , Ministry of Agriculture
	Rehabilitate at least one trunk road and 5 feeder roads in each district	Ministry of Roads and public works, Ministry of Transport and Communications
3 Efficient flow of ideas, information and innovation	Provide better communication networks between ASALs and non-ASAL areas	Mobile telephone operators, Ministry of Transport and Communications
	Promote energy saving products in the ASALs e.g. energy saving jikos, manually operated water pumps and posho mills	Ministry of Energy, NGOs, CBOs
	Improve flow of innovative products and ideas to the ASALs	Research institutions , Ministry of Agriculture, NGOs, CBOs, Private Sector
4 Value add to ASAL products	Support processing of ASAL products (semi-manufacturing of animal products such as skins and hides, honey refining, processing of resins and gums)	Ministry of Trade and Industry, NGOs, CBOs, private sector
5 Improved supply of food stuffs to the urban areas	Promote growing and marketing of horticultural produce	Ministry of Agriculture, NGOs, CBOs, Kenya Horticultural Development Authority
	Support formation of producer cooperatives for horticultural produce	Ministry of Cooperatives, Kenya Horticultural Development Authority, NGOs, CBOs

Key result area 6: Enhanced local self governance

MAIN OUTPUTS	STRATEGIC INITIATIVES	EXECUTING AGENCY/COLLABORATING INSTITUTIONS
1 Strong local institutions and organisations	Facilitate the development of Water Users Associations (WUAs)	MoSP, MoW&I, private sector, communities
	Facilitate the development of River Users Associations (RUAs)	MoSP, MoW&I, private sector, communities
	Strengthen traditional range management mechanisms	MoSP, MoLD&F, private sector, communities
	Strengthen farmers and pastoral marketing cooperatives	MoSP, MoCD, MoA, MoLD&F, private sector, communities
	Strengthen small scale savings and credit associations	MoSP, MoCD, private sector, communities
	Strengthen/facilitate development of Resident Associations	MoSP, private sector, communities
	Strengthen women self help groups	MoSP, Social Services, private sector, communities
	Build capacity of School Management Committees	MoEST, communities, private sector
	Build capacity of district education board	MoEST, communities, private sector
	Build capacity of district health management boards	MoH, communities, private sector
	Build capacity of ASAL FBOs and CBOs	MoSP, communities, private sector

Key Result Area 7: Effective Coordination of ASALs Development Initiatives

MAIN OUTPUTS	STRATEGIC INITIATIVES	EXECUTING AGENCY/COLLABORATING INSTITUTIONS
1 District based ASAL initiatives monitored and evaluated	Develop a programme for implementation of ASAL initiatives in the districts	Ministry of Special Programmes Drought Management Officers
	Develop a monitoring and evaluation system for ASAL initiatives in the districts	Ministry of Special Programmes
	Conduct regular reviews of ASAL activities in the districts	Ministry of Special Programmes
2 Effective inter-sectoral coordination of ASAL initiatives	Establish Inter-Ministerial Committee on ASAL initiatives	Ministry of Special Programmes
	Hold regular and planned coordination forum with sectoral ministries	Ministry of Special Programmes
3 Coordination of ASAL initiatives at the district level	Enhance the role of DSGs to take on initiatives on natural resource management at the district level	Ministry of Special Programmes, DDCs, Sectoral Ministries, NGOs, CBOs, Private Sector
	Make DSGs more inclusive i.e. include private sector organisations involved in natural resource management in the districts	Ministry of Special Programmes, DDCs, Sectoral Ministries, NGOs, CBOs, Private Sector
	Hold regular working sessions to advance implementation of ASAL strategy initiatives	Ministry of Special Programmes, DDCs, Sectoral Ministries, NGOs, CBOs, Private Sector

7 Implementation and funding arrangements

7.1 Introduction

The preparation for this strategy was undertaken in parallel to the finalisation preparation of a long term policy for guiding the development of the ASALs in Kenya. This draft ASALs Development Policy (2004) provides for an implementation and funding arrangement both at the national and at the district level. The implementation arrangement for this strategy will be as enunciated in the draft National ASAL Policy.

7.2 The implementation approach

The implementation approach of this strategy is shaped by the need to address the strengths, weaknesses, opportunities and threats that face ASALs and by the need to avoid past mistakes. The key features of the approach are:

- λ A multi-sector programmatic approach
- λ Intensive capacity building
- λ Need for strong linkage to the national and local level planning and funding
- λ Need for strong leadership and effective coordination
- λ Multiple sources of funding and implementing agencies
- λ Effective monitoring and evaluation.

7.2.1 Multi-sector programmatic approach

One of the main reasons for the slow pace of development in the ASALs has been the disjointed manner in which the development initiatives have been introduced and implemented in the past. There is now an opportunity to consolidate the efforts towards development of the ASALs. This calls for a programmatic approach. The benefits of a programmatic approach are:

- λ All stakeholders will be required to buy into the strategic objectives of the strategy. This would ensure a focused application of efforts and resources
- λ The programmatic approach would require a longer term perspective which would allow for a learning curve as lessons are brought to bear on the design and implementation of specific strategic initiatives
- λ It would create a forum where shared values guide the design and implementation of development initiatives

- λ Multi-sector approach would create room for implementers and stakeholders to contribute in the implementation of the strategy
- λ The sharing of information implicit in the programmatic approach would limit duplication of efforts, filling of gaps, reduction of conflict and confusion to the beneficiaries.

7.2.2 Intensive capacity building

During the district consultative meetings held to inform the process and content of this strategy, capacity shortfalls were identified as stumbling blocks to full realisation of benefits from natural resources. The capacity shortfalls primarily take the form of managerial skills gaps by people or groups entrusted with service provision from certain natural resources such as water as well as inefficient processes that create rather than remove bottlenecks to realising the full benefits from the natural resources.

An example is the management of boreholes by Water Users Associations. Increasingly, the government is handing over services to these associations, but more often than not, the members of the associations are ill-prepared to take on the task because of lack of operational and managerial skills. A significant amount of resources will be devoted towards capacity building to ensure efficient provision of services.

7.2.3 Need for strong linkage to the national and local level planning and funding

Though problems affecting the ASALs have been articulated and reflected in policy pronouncements and documents, the intentions have largely remained in word. Since the NARC government has decided to go beyond policy intentions there is need to ensure that at the national level the ASAL development agenda is fully integrated into the public planning and resource bidding process at the national level.

Likewise the ASALs natural resource development agenda should be imbedded into the district and local level development agenda and resources appropriately procured from the development funds that have been established in the last few years. Specifically, the ASAL development initiatives should significantly feature in the Constituency Development Fund and the Local Authority Transfer Fund.

7.2.4 Need for strong leadership and effective coordination

In the past, some attempts including creation of a Government Ministry of Waste Lands have been made but little has been achieved as far as ASAL development is concerned. Significant effort and resources for the Ministry of Special Programmes are currently devoted to solving problems in ASALs. The efforts and resources should be translated into strong leadership accompanied by efficient coordination to

ensure that the planned interventions do not fizzle out like has happened in the past.

7.2.5 Multiple sources of funding

ASAL development cuts across many sectors and is funded in many ways. In designing the implementation of this strategy, this complexity is recognised. The draft ASAL Development Policy also recognises this complexity and the resource linkages inherent in the complexity. The draft policy proposes a new arrangement whereby the core resources for funding the ASAL development agenda are pool and flow from a single source – the ASAL Development Authority. The Authority would be the channel for all development funds but the sector ministries would continue to fund staff and operational costs of their departments at the district level.

The sectoral ministries' staff would provide technical advice in the implementation of the ASAL development initiatives.

During the last few years the Government has enhanced the role of the constituency and local authorities in local development. This has been through the establishment of the Constituency Development Fund, the Local Authority Transfer Fund, the Constituency School Bursary Fund, the Constituency Roads Development Fund and HIV/AIDS funding channelled through the Constituency AIDS Control Committees.

Put together, these funds form a significant pool of resources for development and if used properly can make a positive change in local development. Most of these funds are specific but the CDF and the LATF and to a large extent the Road fund can be applied for better utilisation of natural resources. The design of the implementation and funding arrangement takes into account these funds meant for local development.

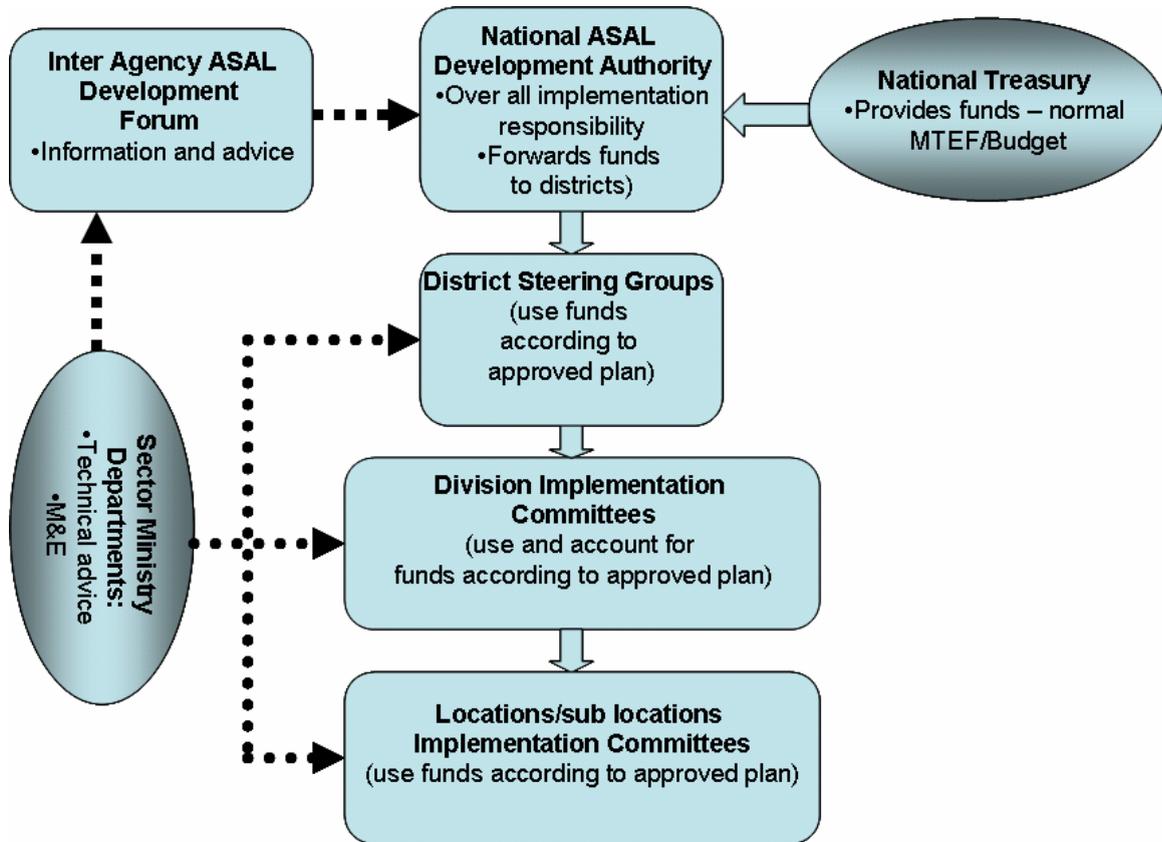
7.2.6 Effective monitoring and evaluation

Project approach to ASAL development has led to a situation whereby synergies and complementarities accruing from the projects/programmes have not been harnessed to full benefit. A monitoring and evaluation system has been designed for each individual project thus lessons learned and best practises identified have not benefited those beyond the projects. One of the key features of the programmatic approach is the design of a shared monitoring and evaluation system which would ensure that lessons learned and best practices identified are shared and create incentives for improved implementation of ASAL development initiatives.

7.3 Institutional arrangements

Following the considerations shaping the implementation approach and taking into account the provisions of the draft National Policy that aims at sustainable development of ASALs of Kenya, the institutional framework below is proposed for the implementation of this strategy is presented in figure 7.1 below.

Figure 7.1: Institutional framework for implementation and funding of ASAL development initiatives



7.4 Proposed institutional roles and responsibilities

The roles and responsibilities at each level of the institutional set up are given in the following subsections.

7.4.1 Inter- Agency ASAL Development Forum

To coordinate ASAL development agenda at the national level, the draft ASAL Development Policy 2004 proposes that a national ASAL Development Forum will be formed. The forum will be the focal point for resource mobilisation and will oversee the implementation of ASAL development agenda. Its membership will be drawn from GoK Ministries; National NGOs involved in rural development, UN Agencies and development partners who have a presence in the ASALs.

7.4.2 The National ASAL Development Authority/Inter-ministerial Committee

The draft ASAL Development Policy 2004 does not give adequate details of how ASAL development agenda will be coordinated at the ministerial level. However, it gives two options; the formation of a National ASAL Development Authority or an Inter-ministerial Committee. During the validation workshop, there was an intense discussion on the two options. Many felt that a national ASAL Development authority would have the following potential disadvantages:

- λ It will take a long time before the necessary administrative and legal setup is developed for the authority
- λ The current experience is that the existing development authorities are under resourced and are not in the mainstream of the development agenda in the country and the ASAL Development Authority may suffer the same fate

On the other hand many felt that the way institutional setup up is, an Inter-Ministerial Committee is better suited to coordinate the ASAL development agenda. Examples were given to demonstrate the suitability of this option. The point being made here is that whatever decision is made eventually, there must be a body that would coordinate the ASAL development agenda at the ministerial level.

7.4.3 The District Steering Groups (DSGs)

These are arms of the District Development Committee. The DSG will receive all ASAL development funds on its own behalf and on behalf of the lower levels. It will be responsible for making public ASAL resource allocations to all the implementers at all levels in the district. Its members will be drawn from relevant government departments, NGOs, CBOs and private sector.

7.4.4 Divisional and location implementation committees

These committees should essentially be subcommittees of the location and division development committees. They will design projects which will form the basis for funds allocation. The committees like in the case of DSGs will draw their membership from the stakeholders at their respective levels. Members to these committees will come from key government departments, CBOs, NGOs and the private sector that operate at the location and division levels.