REPUBLIC OF KENYA

Programming Framework to End Drought Emergencies in the Horn of Africa

ENDING DROUGHT EMERGENCIES IN KENYA

Country Programme Paper

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ACRONYMS

ASAL ICC	Arid and Semi - arid lands Inter-ministerial Coordination Committee
ASAL ITC	Arid and Semi - arid lands Inter-ministerial Technical Committee
ASALs	Arid and Semi-arid Lands
ASCU	Agricultural Sector Coordination Unit
ASDS	Agricultural Sector Development Strategy
ASDS ICC	Agricultural Sector Development Strategy Inter-ministerial Coordination Committee
AU	African Union
CAADP	Comprehensive Africa Agriculture Development Programme
CCRS	Climate Change Response Strategy
CEWARN	Conflict Early Warning and Response Mechanism
COMESA	Common Market for Eastern and Southern Africa
CPP	Country Position Paper
DSG/CSG	District Steering Group/County Steering Group
EAC	East African Community
EDE	Ending Drought Emergency
EDE ICC	Ending Drought Emergency Inter-ministerial Coordination Committee
EEZ	Economic Exclusive Zone
EHRP	Emergency Humanitarian Response Plan
GDP	Gross Domestic Product
GHG	Green House Gases
GOK	Government of Kenya
HDI	Human Development Index
ICT	Information Communication Technology
IGAD	Intergovernmental Authority for Development
KFSM	Kenya Food Security Meeting
KFSSG	Kenya Food Security Steering Group
MMRC	Meteorological Monitoring and Reporting Capabilities
MoFA	MoFA
NACONEK	National Commission on Nomadic Education
NDDCF	National Disaster and Drought Contingency Fund
NDMA	National Drought Management Authority
NGO	Non - Governmental organization
PDNA	Post-Disaster Needs Assessment Report
SALW	Small Arms and Light Weapons
SRA	Strategic Response Area
SWG	Sector Working Group

TADs	Trans-boundary Animal Diseases
TWG	Thematic Working Group
UNDP	United Nations Development Programme
VICOBA	Village Community Bank

Preface

The severity, extent and adverse impacts of the 2010/2011 drought emergency in the Horn of Africa and particularly Northern Kenya brought about serious soul-searching in the Government's efforts and actions in effectively dealing with drought emergencies. Consequently, the Ministry of State for Development of Northern Kenya and other Arid Lands together with respective line Ministries embarked on developing a Country Programme Paper on ending drought emergencies.

This Programme Paper was founded on the basis of the new paradigm shift that places emphasis on building resilience and pursuing ASALs development objectives in a holistic manner. The Paper draws from Africa Union's Pastoralist Policy Framework for Africa, an IGAD Drought Framework, and the Country's various development strategies including Vision 2030, the Vision 2030 strategy for the development of Northern Kenya, the Agricultural Sector Development Strategy (ASDS), the National Strategy for sustainable development of Northern Kenya and other Arid lands among others in developing Strategic Response Areas. It further strengthens its interventions using the experiences and lessons learnt from previous development projects and programmes that targeted the ASALs in addition to numerous concerted stakeholder input.

This Country Programme Paper on Ending Drought Emergencies identifies six Strategic Response Areas that are based on the capacity to build the community's resilience by addressing short term issues in the context of long term development by integrating core foundations as the cornerstone of interventions.

The six Strategic Response Areas in the Country Programme Paper on Ending Drought Emergencies are: Peace and human security; Humanitarian assistance; Climate-proofed Infrastructure development; Building human capital; Sustainable livelihoods adaptive to Climate change and Multi-sector and Multi-stakeholder coordination. It succinctly prescribes effective corresponding interventions on which programmes and projects to end drought emergencies will be based.

The Ministry for the Development of Northern Kenya and Other Arid Lands determination to end drought emergencies is reinforced by the international community's resolve to support all efforts in this endeavor.

It is our conviction, that full funding and effective implementation of the Country Programme Paper will certainly bring an end to drought emergencies as we know them today.

Hon. Mohamed Elmi MP, EGH, MBE
Minister, Ministry of State for Development of Northern Kenya and Other Arid Lands

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Dr. Mohamed Isahakia, Office of the Prime Minister

Mr. Kenneth M. Lusaka, Ministry of Livestock

Dr. Romano Kiome, Ministry of Agriculture

Prof. Micheni Japhet Ntiba, Ministry of Fisheries Development

Eng. David N. Stower, Ministry of Water Resources and Irrigation

Mr. Seno Nyakenyanya, Ministry of Cooperative Development and Marketing

Eng. Carey Orege, Ministry of Regional Development Authorities

Ms Dorothy N. Angote, Ministry of Lands

Mr. M.A.M. Wa-Mwachai, Ministry of Forestry and Wildlife

Dr. Edward Sambili, Ministry of Planning and Vision 2030

Mr. Ali Mohamed, Ministry of Environment and Mineral Resources

Mr. Joseph Kinyua, Ministry of Finance

Mr. Andrew Mondoh, Ministry of Special Programames

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Lawrence N. Lenayapa, CBS
Permanent Secretary
Ministry of State for Development of Northern Kenya And Other Arid Lands

Executive Summary

1. This paper presents the Kenya Country Programming Framework for ending recurrent drought emergencies in Kenya. It combines the efforts of the communities concerned; the Government of Kenya, the Private sector and states in the Horn of Africa; and the international development partners.

2. The framework begins from the premise that because droughts have a slow-onset nature and are predictable, better management of their impact on communities is possible and will eliminate their worst effects. The focus is on creating a more conducive environment for building drought resilience. Stronger foundations and institutions for development in drought-prone areas will increase the efficiency and impact of all activities across all sectors, whether led by Government, the private sector, or communities themselves.

3. Although Kenya has suffered from periodic droughts throughout its recorded history, their magnitude and severity has increased in the recent past as a result of global climate change. This is particularly true of the arid and semi-arid lands (ASALs) which make up more than 89% of Kenya's total land mass. The economic and social consequences of drought affect the entire country. Severe droughts and floods are estimated to cause an annualised reduction in GDP of 2.4 per cent. Early and appropriate response to emerging drought would therefore not only save lives but would also enhance Kenya's overall economic and social development, besides improving livelihoods in some of the poorest regions of the country.

4. The Programming Framework has six Strategic Response Areas (SRA) enumerated here below:

i. SRA1: Peace and human security: The socio-cultural and environmental causes of insecurity and conflict will be addressed through a coherent capacity-building strategy for peace and conflict transformation and prevention. The goals are achievable through establishing and strengthening community-led institutions for conflict resolution, improved deployment and capacity of law-enforcement agencies and the police force, border management capacity and effective monitoring of conflicts and trends.

ii. SRA 2: Humanitarian relief: The ills of reactive and late response will be fully addressed through the establishment of a well-maintained early warning system backed by reliable and effective social safety net programs carried out by empowered youth and women. The program will build on the traditional coping mechanisms and will make effective use of advances in meteorological monitoring information technology. Full consideration will be taken to assure prominent and effective inclusion of the non-agriculture sector institutions such as education and public health.

iii. SRA 3: Climate-proofed infrastructure development: All elements of cost-effectiveness and competitive advantage of the ASAL production systems must be harnessed to lift people out of uncertainty and vulnerability caused by poverty and despair. This will be achieved through effective marketing and trading systems. Climate-proof major and feeder roads will be constructed. The necessary ICT infrastructure will be developed in the well-established settlements and townships in

ASAL. Strategic multipurpose dams will be established and extensive use of the ASAL regions renewable energy capabilities (wind, solar and biogas) will be explored and connected to the national grid.

iv. SRA 4: Building human capital: The Government is committed to addressing the causes of inequalities between the ASAL regions and the rest of Kenya. The region will have modern human capital development facilities and staffed with trained personnel. The education sector will incorporate a demand driven curriculum to enable increased access to relevant and quality education at all levels in pastoral areas. Affirmative action to facilitate progression from primary to secondary and tertiary education for ASAL students will be effected. Pastoral communities will be strengthened and empowered through promoting collective action in form of community groups, cooperatives and producer organizations.

v. SRA 5: Sustainable livelihoods adaptive to climate change: The diversity of ecosystems and the vast natural resource base of the ASALs will be exploited to the full extent possible. This will be through investment in community-based livestock systems, crop farming (both irrigated and rain fed), dryland forestry and forest products, fisheries and other alternative livelihoods. Effective systems of water harvesting, management and irrigation will be developed. Competitive trading in livestock and agriculture products will be revitalized through improvements along the production and food supply value chains. Sustainability will be assured through the supporting activities that protect the environment.

vi. SRA 6: Multi-sector and multi-stakeholder coordination: Drought management is a cross-cutting issue that requires collaborative action by a range of public, private, civil society organizations, community actors as well as development partners at different administrative levels. Currently, several actors are involved in implementing and coordinating drought management initiatives and humanitarian response at the local and national levels. This has been characterized by duplication, competition, lack of synergy and complementarities, confusion and poor accountability particularly from humanitarian actors.

5. The implementation of the planned Ending Drought Emergency (EDE) program will require effective coordination of all stakeholders. The Government has created the National Drought Management Authority (NDMA), to be the focal point for coordinating drought management activities in the country. The NDMA will require support from all the stakeholders to be effective. The government will put in place the necessary policies and the legal framework to back the respective strategies on drought management. The institutional arrangements, including roles and responsibility for each of the stakeholders have been clarified to avoid ambiguities and conflicts.

6. A carefully planned reporting and M&E system will be established and linked to all of the programmatic and project details needed to implement at national, sub-national and regional (IGAD) levels.

7. A five-year indicative budget for the EDE has been developed to implement the six key strategic response areas. Kenya shillings 453 billion will be required over the five-

year period to implement the program. It is expected that there will be concerted effort to mobilize the resources to implement the program. This calls for the participation and commitment of all actors including the public and private sectors as well as development partners.

1.0 Background Information

1.1 Drought emergencies in Kenya

The 2010/2011 drought in the Horn of Africa region was the worst in 60 years. It resulted in a severe humanitarian and food crisis affecting over 10 million people mostly from Somalia, Kenya and Ethiopia. The crisis further complicated the social, economic, political and security situation in the region. The combined economic impact of the drought and related shocks was estimated at approximately 0.7–1.0% of GDP (World Bank 2012).

While the damage was significant in the whole of Kenya, the impact on food security and livelihoods and assets of the ASALs was the worst. According to the Kenya Inter-Agency Food Security Steering Group (KFSSG), an estimated 4.5 million people in Kenya were affected by the 2011 drought (3.8 million people in ASALs and 700,000 in non-ASAL areas). During that period, the Government of Kenya hosted approximately 530,000 refugees, mostly from Somalia, further straining local resources.

Drought records between 1983 and 1993 indicate that droughts in the arid and semi-arid parts of Kenya have become longer and more frequent. Over the past 8 years (2005–2012) Kenya has experienced four episodes of severe drought (2004/05, 2005/06, 2008/09, and 2010/11). The droughts elicited varied emergency responses, some of which have not been entirely effective in restoring livelihoods. According to the Kenya Post Disaster Needs Assessment (PDNA) report (2012), the overall effects of the 2008–2011 drought in Kenya have been estimated at KShs. 968.6 billion (US$12.1 billion). This figure includes destroyed physical and durable assets worth KShs. 64.4 billion (US$805.6 million) and another KShs. 904.1 billion (US$11.3 billion) of losses in income flows across all sectors of the economy. Appropriate management of drought is therefore critical to the country's development.

Agriculture is the mainstay of the Kenyan economy, directly contributing about 24% of the annual GDP, 65% of total exports and provides more than 60% of informal employment in the rural areas. Agriculture in Kenya, therefore, offers considerable options for economic growth and rural poverty reduction. The sector comprises six subsectors: food crops, horticultural crops, industrial crops, livestock, fisheries and forestry.

Livestock contributes more than 50% of the agriculture GDP, and 13% to the national GDP. The livestock sector in Kenya employs about 50% of the agricultural workforce and about 90% of the ASAL workforce. Approximately 95% of ASAL households derive their income from the livestock subsector. Eighty percent of agricultural production and activities are concentrated in the high rainfall areas while 70% of livestock is produced in the ASAL region. The number of smallholder farmers and small-herders who are unable to sustain a living from agriculture is however increasing and yet, with concerted efforts these groups could benefit greatly from the country's long experience in collective actions through cooperatives and producer associations as witnessed in the dairy and horticulture sub-sectors. The under-exploited potential of the forestry and fisheries subsectors could also offer the small crop and livestock producers in the ASALs sustainable livelihood options.

1.2 Natural, human, social and economic features of the ASALs

The ASALs cover 89% of the Kenyan landmass of which 70% is arid (Northern Kenya) and 19% semi-arid lands dispersed all over the country with pockets of semi-aridity in some of the high-potential areas (Figure 1, and Table 1). The ASALs host slightly more than one third of the total population of Kenya.

Figure 1: ASAL Districts

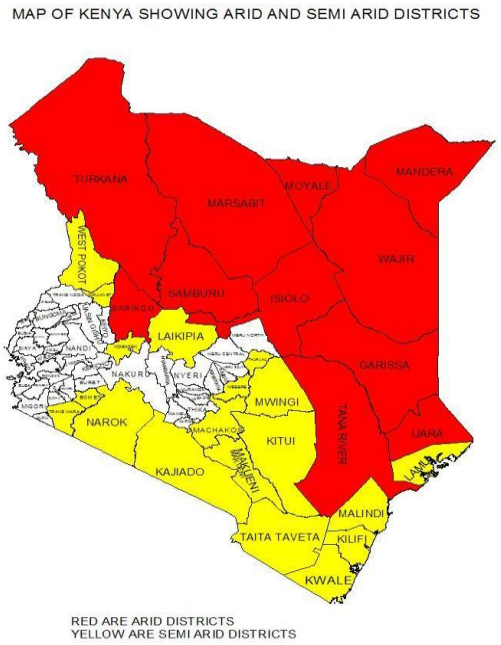


Table 1: ASAL Population Data, 2009 Census

Arid counties		Semi-arid counties	
Garissa	623,060	Kitui	1,012,709
Mandera	1,025,756	Makueni	884,527
Wajir	661,941	Meru	1,356,301
Marsabit	291,166	Tharaka-Nithi	365,330
Isiolo	143,294	Embu	516,212
Turkana	855,399	Nyeri	693,558
Samburu	223,947	West Pokot	512,690
Baringo	555,561	Narok	850,920
Tana River	240,075	Kajiado	687,312
		Laikipia	399,227
		Kilifi	1,109,735
		Kwale	649,931
		Lamu	101,539
		Taita Taveta	284,657
	4,620,199		9,424,648
% national population	12%		24%

Aridity is the defining feature of the ASALs. Annual rainfall in the arid districts ranges

between 150 mm and 550 mm, while in the semi-arid districts it is between 550 mm and 850 mm. Temperatures in the arid districts are high throughout the year, with high rates of evapo-transpiration. Owing to these climatic conditions, most of the ASAL landmass is suitable for extensive and intensive livestock agriculture systems. Over 70% of the country's livestock and 75% of the wildlife are also found in the ASALs. Only about 19% of the landmass is suitable for crop agriculture. The region's low and erratic rainfall, frequent droughts and extreme vulnerability to climate change have resulted in severe economic and social consequences for the whole country, with noticeable impacts in the Horn of Africa Region. The ASALs were the most affected by the recent severe droughts and floods that resulted in a 2.4% reduction in the annual GDP (approximately KShs. 16 billion).

Most of the ASALs (Northern Kenya) are remote and constrained by rudimentary transport, energy and communication infrastructures. The population is sparse and scattered across large areas of relatively small settlements inhabited by pastoral communities. For the pastoralists, mobility is a strategic coping and survival mechanism in a harsh environment vulnerable to extreme and erratic climatic conditions. The social system is mostly communal, governed by customary (informal) institutions.

Because of past development strategies that concentrated on developing Kenya's high rainfall areas while ignoring the ASALs, most of the ASALs counties receive the lowest and have the least effective social and economic services in the country (Table 2). The regions record the highest incidence of poverty and lowest human development indexes (HDI) in Kenya, in some places being half the national average. The joint GOK and UNDP Human Development Report of 2009 showed that HDI for the pastoralists in 5 districts was between 0.21 and 0.37 compared to the national HDI of 0.50. The counties most affected by the recent drought register an average poverty rate of about 73%.

Table 2: Provision of social services in North Eastern Province vs. national average, Kenya 2003 (source: HPG 2010, Pastoralism demographics, settlement and service provision in the HOA)

Service Provided	North Eastern (%)	National Average (%)
Primary education net attendance	36.3	78.7
Girls completion rate in primary school	25	75
Secondary education net attendance	2.2	12.5
Electricity at home	3.2	16.0
Access to safe drinking water	9.9	56.3
Women using antenatal care	31.7	89.9
Vaccinated children (12 – 23 months old)	54.3	92.6

In most ASAL counties the human capital is poorly developed and characterized by low levels of literacy due to, among other factors, low access to education. For instance, primary school completion rate in Northern Kenya is about 43%, Few institutions of higher learning provide training in subjects that are relevant to the ASALs. ; There is no university in the north, and vocational and technical institutions are poorly equipped to provide science-based courses. At the same time, relevant research centers are also few and dispersed. As a direct Consequence, there have been fewer scientific breakthroughs in the livestock sector than in crop research.
Similarly, health services in the ASALs are thin and scattered resulting in low vaccination rates among children, poor antenatal care and prevalence of disease outbreaks.

Compared to the rest of the country, the ASALs are the least equipped with reliable and effective information communication technology (ICT) infrastructure. The fact that some groups are difficult to reach also means that information about them is less reliable.

An important cross-cutting strategy within the Social Pillar of Vision 2030 calls for investing in gender-disaggregated systems of data collection and analysis in order to enhance the understanding of people's welfare and inform gender balanced interventions.

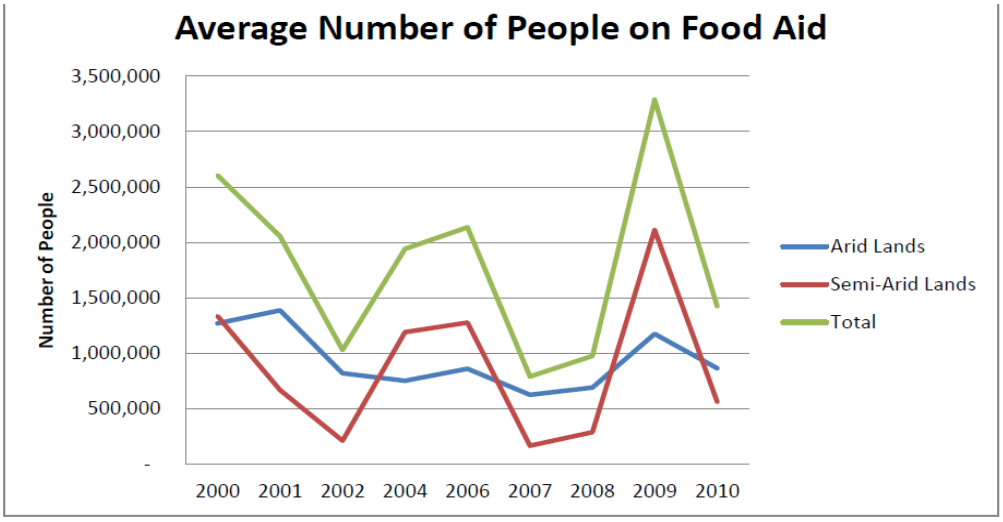
Over the past few decades, the ASALs have witnessed several transformations that impacted on the livelihoods of the pastoralists. Migration of the rural communities from the congested high-potential areas and the dry arid areas to cities has contributed to over-populated slums and settlements that lack basic services. The dwellers of the slums in turn continue to migrate to the semi-arid areas and pursue non-pastoral activities such as cropping in grazing lands not well suited for agriculture. Also, large

pastoral grazing areas have been converted to settlements, removed from communal use to conservation. The pastoral grazing areas have also been targeted by large government schemes such as Turkwell Electricity Project and the Olkaria Geothermal Project thereby reducing accessible communal grazing and leading to deterioration and overgrazing of the rangelands. The limited, overgrazed and degraded rangelands hamper herd growth, leading to reduction of stock numbers below economical thresholds, consequently driving many pastoralists out of their traditional occupation and exposing them to human–wildlife conflict.
In spite of the above events and transformations, pastoralism remains the most viable economic activity for most of the people of the ASAL region.

1.3 Impact/extent of recurrent droughts

The negative impact of drought is particularly evident among pastoralists who have lost their livestock as a result of recurrent severe droughts that afflicted the region between 1981 and 2011 and in the increasing proportion of people receiving food aid (Figure 2).

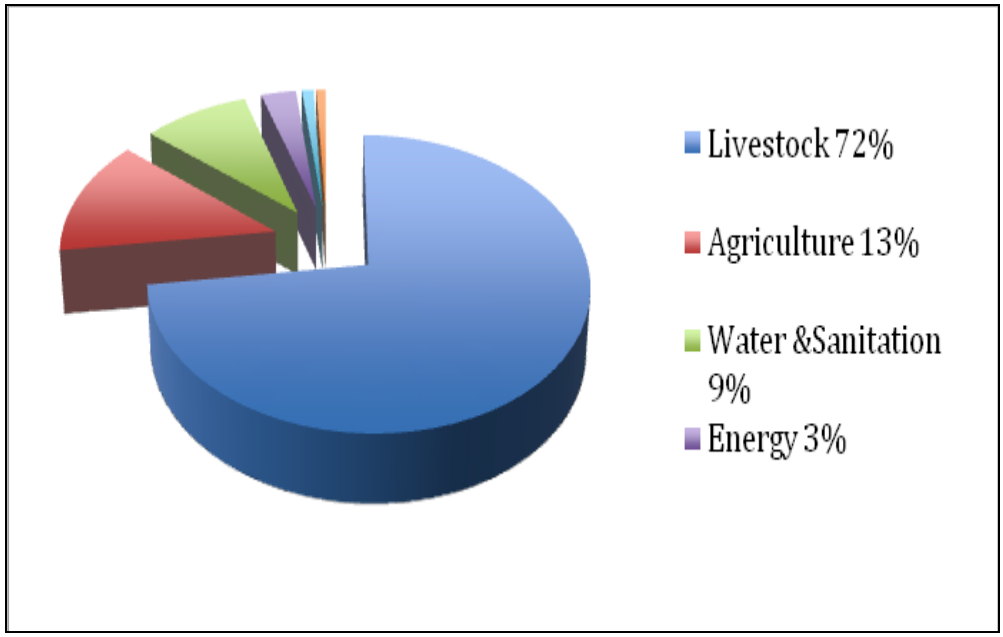
Figure 2: Average number of people on food aid



Source: Ministry of Northern Kenya

The people receiving food aid as a proportion of the total affected by drought increased from 60% in 2006 to 91% and 88% in 2009 and 2010 respectively. The livestock subsector sustained significant losses as a result of the drought between 2008 and 2011 (Figure 3).

Figure 3: Sector damages and losses caused by 2008–2011 droughts



According to the joint GOK-interagency PDNA report, livestock worth KShs. 56.1 billion died because of the droughts, in addition to approximately KShs. 643.2 billion lost as a result of emerging constraints along the production and food supply value chains (e.g. water, feed and veterinary services; decline in production of meat, milk and other by-products). The second most drought-affected sector during this period was agriculture where production of food and industrial crops reduced by an amount of Kshs. 121.1 billion. In the water sector, rural households suffered limited damage due to the lowering of the groundwater table. The social sectors of education, health and nutrition also suffered increased costs of related services.

During the recent years, especially after 1981, cyclical droughts have become more severe and frequent and are progressively eroding livelihoods in pastoral, agro-pastoral and agricultural zones, with a significant financial cost to the Government of Kenya and the international community (Table 3).
Insecurity of tenure to land and other productive resources is a major factor in increasing the vulnerability of pastoralists and other rangeland to drought. This has contributed to access-related conflicts in particularly for key resources such as riverine dry-season grazing areas. The provision of basic social services during drought periods is often overstretched further deepening the humanitarian crisis.

Table 3: Impact of drought in Kenya during the last decade (UNOCHA financial tracking service and GOK Food Security Steering Group)

Major Drought events	GoK and DPs Humanitarian Aid Received (USD Millions)	Number of People Affected (in Millions)
(1998-2000)	287.5	2.36
(2003-2004)	219.1	2.23
(2006)	197.0	2.97
(2009)	423.0	3.79
(2011)	427.4	3.75

The consequences of drought on livelihoods of the pastoral communities have always been devastating (**Box 1**).. As drought progresses, livestock owners are forced to sell their animals before they die, which leads to low sale prices. Deteriorating livestock health, low crop yields, and rising food prices exacerbate food insecurity. Lack of food at household level is occasioned by low milk production and depressed purchasing capacity of
pastoralists (as food prices increase) increasing their vulnerability to starvation. Increased competition for scarce grazing and water resources often leads to inter-communal conflicts, insecurity, limited access to markets and other basic services. Furthermore, poor infrastructure makes it difficult to transport available food or relief assistance to deficit areas. Increasing wealth divisions are due to the inability of the poor to hold on to assets needed to maintain (and rebuild) their livelihoods once the crises have ended and social support mechanisms are broken down. Successive droughts have led to 'fall out' of many pastoral families of the pastoral economy.

Box 1. An Illustration of the Effects of Drought on a Pastoral Economy

1. Loss of livestock: Kenya lost livestock worth US$77 million in the 1999–2001 drought and distributed food aid worth US$200 million)
2. Reduction in pastoralists' purchasing power through livestock mortality, loss of animal condition, and deteriorating terms of trade between livestock and grain
3. Reduced nutritional status
4. Disruption in the flow of livestock to market
5. Disruption to animal reproductive cycles
6. Undermining of animal health systems as herders become less able to pay, and some organizations distribute free or subsidized drugs
7. Drought-driven sedentarization contributes to localized environmental degradation, and disrupts social integration (increasing informal settlements)
8. Increased risk of conflicts and desperation
9. Increased workload for women
10. Extended migration (including cross border)
11. Increase in school dropouts rates and reduced academic performance
12. Sudden rise in poverty and food insecurity levels

1.4 Other trends observed in the ASALs

Besides aggravating poverty, other social impacts arise from droughts and climate change in dryland communities. Environmental and socio-economic changes occurring in dryland areas have led to shifts in gender roles whereby women, who were previously viewed as vulnerable and in need of care and protection, are now playing key roles in ensuring the survival of their families. With the depletion of livestock and with some men migrating to other areas either in search of pasture or wage employment, women are acting as heads of households with all the accompanying responsibilities and associated impact on the social fabric of the pastoral societies.

Increased exposure and opportunities for education in the midst of high levels of unemployment and constrained income generation opportunities has resulted in the youth, especially young men, increasingly challenging the traditional power and decision-making systems that previously resided with the elderly men. This is leading to a breakdown in the respect and control that customary institutions have making it increasingly difficult to resolve inter- and intra-community conflicts. Commercialization of cattle raiding has magnified the negative impacts of such practices especially through a noticeable increase in the number of small arms that has facilitated more violent clashes in the ASALs. The previously subdued attention to development initiatives in the ASALs contributes to magnified feelings of marginalization among ASAL communities and undermines the sense of national unity that the country urgently needs.

The increasing demand for meat and livestock products both within the region and beyond expands the marketing opportunities for livestock producers. However, poor road network, scanty physical market infrastructure and lack of financial institutions are compromising pastoralists' gains from livestock and livestock product's sales exposing them to the vagaries of intermediaries. Whereas livestock herds per capita are decreasing, herd growth is quite remarkable during favorable years. Therefore, many small herders are being pushed out of herding while wealthier herders are raising more animals. This dynamics is poised to continue over the coming years. These small herders require support to either return to pastoralism or find alternative livelihoods through interventions that foster commercial orientation and the formation organized and functional pastoral associations.

Accelerated ecological deterioration is also being witnessed in the ASALs. This is characterized by increasing loss of vegetation cover, land degradation through soil erosion, fragmentation, destruction of wildlife habitats, and degradation of water catchments that is often exhibited as humans and livestock strive to cope with drought. The poor resort to overly destructive survival / livelihood strategies such as felling indigenous trees to burn charcoal for sale in urban centers, river bed sand harvesting and the cultivation of marginal and fragile lands, all which aggravate environmental destruction resulting in low carbon sequestration, increased GHG emissions due to loss of vegetation cover. These are further manifested in negative social implications for instance women having to walk long distances in search of fuel wood and water leaving little time for productive engagements. While some pastoralist 'dropouts' have resorted to fishing, they have limited adaptive skills, and

generally lack appropriate fishing gear, equipment and boats.

On the other hand the climatic and cultural diversity of the vast arid and semi-arid areas offers significant economic and livelihood opportunities, most of which are either untapped or underexploited. The ASALs are a landscape rich in biodiversity, both fauna and flora, there are untapped underground water resources as well as stretches of land that could be used for food and animal feed production. In addition, the ASALs are rich in oil, gold and other non-renewable resources. These vast resources and opportunities, if properly managed and exploited in the presence of reliable infrastructure and social services, could offer sustainable and prosperous livelihoods for the inhabitants and eventually spur significant economic growth for the whole nation.

Sustainable development of this vast stretch of land, that comprises 23 counties, is being coordinated by the newly formed Ministry of State for the Development of Northern Kenya and Other Arid Lands.39 This level of high-profile political commitment40 is timely and justified.

2.0 Rationale and Objective of the Country Programme

2.1 Rationale

The Program to End Drought Emergencies was a consensual response of all concerned countries to the severe drought of 2011, which affected the entire Horn of Africa in varying degrees. In response to the unprecedented humanitarian crisis that ensued, the Heads of State and Governments of East Africa and Horn of Africa came together in a summit held 8–9 September 2011 in Nairobi to specifically discuss strategies to End Drought Emergencies. There was also high-level representation of the United Nations, Development Partners and international agencies. The Heads of State directed IGAD to lead and coordinate member states in the implementation of this initiative. This resulted in formation of the IGAD regional platform for Ending Drought Emergencies in the Horn of Africa. The IGAD member states were asked to develop strategies on how to end drought emergencies that always culminate into famines.

In the past, the Kenya government assisted by a willing international community attempted to address the recurring problems through mostly humanitarian interventions supported by limited and poorly coordinated development attempts, with little regional coordination. The Governments and the Development Partners (DPs) devoted more resources and paid more attention to emergency response than preventive, risk-reducing and Sustainable development initiatives. However, these efforts failed to reduce the number of people who suffer from the occurrence of droughts and the costs associated with these attempts as evident in table 3.

Although incidents of drought in the ASALs are complex and unpredictable, concerted efforts are needed at the national and regional levels to invest in the opportunities of the ASALs in a manner that future shocks are avoided or mitigated to reasonable extents, supported by humanitarian efforts. To achieve this vision, there must be a dramatic paradigm shift that pays attention to the resilience of the biophysical and human capital of the ASALs. Increased occurrence of droughts should be expected, given increasing variability caused by climate change. Given their slow-onset nature, droughts can be predicted and managed and should never evolve into emergencies and famines. The main factors contributing to recurrent drought and emergencies in the ASALs are known and are highlighted in **Box 2**.

Box 2: Factors Contributing to Drought Emergencies

Environmental

Weather variability, drought frequency and intensity, climate change

Land degradation, over-exploitation of natural resources such as overgrazing and destruction of water towers

Overexploitation of woodlands for fuelwood, lack of alternative sources of energy

Humanitarian assistance

Over-reliance on relief assistance, particularly food aid, that does not build resilience within communities:

Reactive, crisis management approach, rather than an anticipatory and preventive risk management approach

Late response despite great strides having been made through contingency plans
Failure to respond to existing drought early warning information
Lack of a national drought contingency fund
Failure to link relief operations to recovery and development

Socio-Economic

Under-investment in critical sectors, such as livestock development, infrastructure, agriculture, health and education, that weakens adaptive capacity to climate variability and climate change;
Macro-economic instability and challenges such as inflation or trade constraints (e.g. maize prices in 2011 in areas of key concern were 70–130% higher than their respective five-year averages)
Increased frequency of droughts leading to lack of recovery, herd and seed depletion
Conflicts over grazing resources
Lack of community involvement in decision making
Cultural barriers to decision making and development
Lack of livelihoods options for those who have dropped out of the pastoral system

Production

Lack of security to exploit natural resources, land tenure system and limitations on mobility, which have contributed to resource-based conflicts and environmental degradation
Poor land use policy
Lack and high cost of agricultural inputs
Poor storage structures
Poor extension services
Poor adoption of agricultural technology

Regional

Disjointed regional approaches to sustainable pastoralism that fail to adequately value and invest in sustainable production systems
Poor harmony of cross- border policies
Lack of transboundary disease control policies
Lack of harmonization of natural resource policies

It is recognized that an appreciation of the factors contributing to drought and related emergencies is critical in developing a long-term strategy for mitigating or ending the emergencies.

The Country Programme Paper (CPP) therefore aims to enhance livelihoods resilience to drought in the ASALs within the framework and medium-term plans timeline of Vision 2030. It takes into account the fundamental development foundations while recognizing the expected challenges and obstacles. The Programme will benefit from the lessons learned from past national and regional ASALs development projects. As such the CP presents a unique opportunity to tackle the issue of ending drought emergencies in an inclusive, coordinated and holistic way. The programme will be based on a comprehensive technical, institutional and policy constraints analysis of past and ongoing development interventions in the region.

2.2 New dimensions in Drought Management

Whereas humanitarian relief efforts have saved lives during drought emergencies, it is often observed that they have simultaneously undermined the survival strategies of the dryland dwellers by turning them into passive recipients of handouts and donations. Existing evidence show that emergency interventions cost more than preventive measures for the same level of reduction of vulnerability to drought.

A consensus is now emerging from the Kenya government, other countries in the Horn of Africa and Development Partners to re-examine past and current humanitarian and food aid initiatives and their net impact on resilience to droughts. In view of this perspective, a Pan African Policy Framework to secure and protect the lives, livelihoods and rights of pastoral peoples and to ensure continent-wide commitment to political, social and economic development of pastoral communities and pastoral areas has been developed. The Policy Framework aims to reinforce the contribution of pastoral livestock to national, regional and continent-wide economies.

The lessons learned from the experience of managing previous droughts suggest that a more comprehensive, strategically sustained and better regionally coordinated responses are required to end drought emergencies in the Horn of Africa Region.

Therefore, the main thrust of the Country Programme Paper on Ending Drought Emergencies (EDE) in Kenya will be to create a more conducive environment for building resilience to drought while at the same time focusing on strengthening the link between relief, recovery and development through long-term planning. IGADs Platform for EDE is particularly welcome in recognition of the regional origins and dimensions of drought emergencies.

2.3 Objective of the Country Programme

The objective of the Country Programme, planned to cover two successive mid-term plans, is to transform the management of drought, substantially reduce its impact and eventually end drought emergencies in Kenya. This will be achieved by focusing on the following strategic issues:

1. Investing in the foundations for development in the ASALs, as articulated in the Kenya Vision 2030 (mainly infrastructure, security, human resource development, and land/natural resources).
2. Developing an effective institutional framework to sustainably manage drought and it's consequences.
3. Enhancing the adaptive capacities of communities to the effects of climate variation through the application of the relevant ecosystems management approaches.
4. Comprehensive monitoring and evaluation of implementation and regular assessment of the progress towards achievement of the objectives.

The requirements for achieving these objectives will include:

 Managing emergencies and mitigating their effects through comprehensive and coordinated implementation of the multi-sectoral programme of work set out in Kenya's Emergency Humanitarian Response Plan.

 Re-focusing investment in arid and semi-arid lands towards measures that will support recovery in the short to medium term and strengthening drought resilience and adaptive capacity to climate change in the medium to long term.

3.0 Opportunities and Challenges for the Country Programme

3.1 Enhancing livelihoods resilience in the ASALs

The ASALs cover the largest landmass in Kenya. Most of the region, especially the arid areas, is prone to periodic droughts, uncertainties and severe effects of climate change (e.g. very high temperatures, erratic rainfall and low water resources). However, the silver lining emerges from the fact that the potential of this difficult and complex region has not been sufficiently tapped. Past investment policies ignored the basic foundations for developing the arid and semi-arid areas in view of their strategic position, livestock trade opportunities, tourism potential, natural wealth, the resilience and social cohesion of its people and their ability to manage climate variability. To develop and mainstream the significant manpower from the ASALs into the country's labor and talent pool, it is critical that the communities access well planned and equitably distributed basic social services such as education and health.

3.2 Opportunities for EDE in the ASALs

The wealth of opportunities in the ASALs can be secured by exploiting the natural resources (renewable and non-renewable) through strengthening the human capital of the region. However, any commitment to longer-term development and coordinated regional interventions (e.g. trans-boundary animal diseases, cross-border natural resource management) in these predominantly disaster-prone areas must take into consideration the wellbeing, dignity and human rights of the ASAL communities who have for several decades endured persistent neglect, marginalization and inequality. The opportunities in the ASALs include:

i. Strong traditional institutions and customary mechanisms of conflict resolution, knowledge sharing, support in absorbing shocks, loaning of animals and re-building assets. These are supported in some areas by openness to new ideas and engagement between the formal and the traditional institutions that offer an opportunity for livelihood support and resilience building. The pastoral coping strategy for risk and uncertainty management is reflected in their opportunistic mobility, herd diversification and maximization.

ii. Diversification of income sources while supporting existing livelihoods in the ASALs and increasing opportunities for the population is likely to reduce inter- and intra-communal conflicts that are commonly triggered by conflicts over natural resources. The key areas of investment include natural resources management and environmental protection, sustaining herd growth, developing livestock-based enterprises, promoting alternative livelihoods, and institutional capacity building targeting resilience building. The role of the public sector especially in creating a favorable environment (policy, infrastructure), is a key enabling factor. To sustain diversification, scaling up successful innovations developed by pilot projects should be carefully planned through community action plans supported by rural financial services including community-based credit (village cooperative banks and

revolving funds), small and medium enterprises and payments for environmental services. When taking advantage of livelihoods diversification opportunities, care should be taken to ensure inclusion of the most vulnerable segments of the communities such as the non-literate, petty traders and people who depend on unsustainable or destructive activities such as charcoal burning. Such activities tend to offer short-term and low-impact solutions while degrading the environment and undermining ecosystem resilience.

iii. Investing in human capital development to overcome drought and make the most of social and economic opportunities that are being created in the ASALs is equally essential. Investing in youth, women and community education will contribute toward building a solid foundation for sustainable growth in the future. It also helps the government meet its international obligations and commitments in the international arena.48

iv. Developing infrastructure in the region including roads, markets, health facilities, irrigation/water-harvesting structures and others has the potential to boost the economy of and to facilitate and increase income-generating activities for the ASAL population. The development of infrastructure is critical but could also lead to further marginalization of communities if not properly planned. Roads and the provision of other infrastructure normally attract a rapid influx of migrants who end up dominating most economic activities leading to the alienation of the locals and diminishing the potential for sustainable natural resource use.49

v. Creating marketing opportunities for livestock and other dryland products within Kenya and beyond supported by a market value chain analysis and within an overall regional economic integration strategy. There is a high demand for livestock and livestock products in Kenya and the Horn of Africa region due to the growing population. In essence, it is vital to support increased engagement of pastoralists and smallholder farmers in national, regional and international markets through strengthening institutions such as marketing cooperatives and producer associations, and harmonizing trade policies.

vi. Enhancing options for food security through advancing sustainable irrigation networks to increase production (ASALs have a potential 9 million ha of land suitable for irrigation), adopting drought-tolerant crops and animal breeds, reducing post-harvest losses and food waste, and promoting indigenous high-value edible, herbal or medicinal plants.

vii. A drought contingency fund linked to National Drought Management Authority will ensure availability of resources in times of need.

viii. The Climate change phenomena provide opportunities for generating new sources of income through carbon trading.

ix. The existence of ASALs natural resource management vision and strategy.

3.3 The challenges to EDE in the ASAL

Despite the available opportunities discussed above, many challenges stand in the

way of realizing the end of drought emergencies in ASALs. These include:

i. High poverty levels in the ASAL region hamper community participation in development programs and access to basic social services such as education, health, water, and housing. The vicious circle of poverty, lack of access to productive resources and services reinforce apathy and inability to participate in development programs.

ii. The poor human security environment is a major challenge that could detract investors and businesses in the region. This has been exacerbated by the inability of the formal justice system and, increasingly, customary institutions to deal with livestock raids.

iii. Poor and inadequate social and physical infrastructure, considering the nature of the ASALs that are characterized by many porous borders and inhabited by large, sparsely populated mobile groups, in addition to the remoteness of the area.

iv. Recurrent droughts could jeopardize achieved successes, if not acted on early enough to buffer the population and to facilitate long-term resilience building, and could also challenge short-term relief activities.

v. Overexploitation and poor management of rangelands and water resources. Weak controls over the spread of settlements and water points have created localized degradation and recurrent conflicts. Furthermore, the subdivision of rangelands into individual parcels and the influx of non-pastoral land management systems have led to range degradation and loss of dry-season grazing areas.

vi. Destruction and overuse of dryland vegetation by refugees.
The influx of civil strife and drought-driven refugees to northern Kenya is another challenge to the ASAL economy and natural resource base. According to UNHCR, Kenya is currently (2012) hosting 650,000 refugees located in three camps (specifically Dadaab clusters, Liboi and Kakuma). Based on a recent Kenya Forest Service (KFS) report 11,388,000 tonnes of fuelwood were cut by the refugees from an area of 80-km radius over three years. The recovery of these resources will take a long time in the pastoral areas.

vii. Multitude of poorly organized actors with diverse policies and mandates, and uncoordinated activities pose a major challenge during humanitarian crises response. National and regional coordination by Government and donors in most cases is inadequate leading to delays and ineffective responses.

viii. Lack of mainstreaming drought-preparedness and risk-reduction measures in major planning processes, livelihood and investments programs. It is generally acknowledged that any year could be a drought year, a fact that calls for coordinated arrangements for preparedness, mitigation and response at the household, community and National levels that assure full participation of men and women.51

ix. Youth (18–35 years) and unemployment: Urban centers are growing but not creating sufficient jobs to capture youths graduating from colleges. School leavers lack skills and required qualifications to compete in the limited labor market. Labor laws are problematic to apply in traditional systems of

production where there is over-reliance on child labor.

x. Research and knowledge base: There is a general weakness in the ASAL research network characterized by extremely few government centers targeting ASAL research problems. Decades of neglect have left a gap in knowledge and a dearth of trained qualified researchers capable of solving the problems of dryland agriculture. Current challenges as posed by the effects of climate change on the abiotic and biotic factors responsible for dryland production should be prioritized, researched and understood.

4.0 Foundations of the Country Programme Paper

4.1 Policies, strategies and legal frameworks

To build a firm foundation for the Country Programme Paper (CPP), information was obtained from the following selected policy, strategy, legal frameworks and assessment documents that reflect the Government's position on drought management and the development of arid and semi-arid lands.

- **The Kenya Vision 2030**

  This is the overarching national development master plan that aims to move all Kenyans towards the future as one nation that respects and harnesses the diversity of its peoples' values, traditions, and aspirations for the benefit of all. It re-affirms the Government's commitment to addressing the particular priorities of Kenyans living in arid and semi-arid lands.

- **Vision 2030 strategy for development of northern Kenya and other arid lands**

  This aims to deepen Kenya Vision 2030 by showing not only how national goals will be pursued in the specific context of the ASAL region, but also how the development of the region will enhance shared national prosperity.

- **The Draft Sessional Paper on the National Policy for Sustainable Development of Northern Kenya and Other Arid Lands,**

  This Sessional Paper emphasizes the need to address three distinct policy challenges that are particular to northern Kenya and other arid lands. These include:
  - How to close the developmental gap between Northern Kenya and the rest of the country, which is a product of its historical experience, and in so doing strengthen national cohesion;
  - How to protect and promote the mobility and institutional arrangements that are so essential to productive pastoralism;
  - and how to ensure food security across the arid and semi-arid lands where unpredictability is certain to increase as the impact of climate change deepens.

- **The Draft Disaster Management Policy,**

This Policy emphasizes preparedness on the part of the Government, communities and other stakeholders in disaster risk reduction activities. The policy aims at establishing and strengthening disaster management institutions, partnerships, networking and main streaming disaster risk reduction in the development process so as to strengthen the resilience of vulnerable groups to cope with potential disasters.

- **Agricultural Sector Development Strategy (ASDS 2010–2020);**

The ASDS is the overall national policy document for all the agricultural sector ministries and stakeholders. The document outlines the characteristics, challenges, opportunities, vision, mission, strategic thrusts and the various interventions that the ministries will undertake to propel the agricultural sector to the future.

- **National Climate Change Response Strategy,**

This Strategy stipulates the Government's commitment to enhancing the resilience of communities in all drought- and other climate change-induced disasters and improve

the capacity for adapting to global climate change.

- **Food and Nutrition Security Policy,**

The Food Security and Nutrition Policy provides an overarching framework and cover the multiple dimensions of food security and nutrition improvement. It has been purposefully developed to add value and create synergy to existing sectoral and other initiatives of government and partners. It recognizes the need for multi-public and private sector involvement, and that hunger eradication and nutrition improvement are a shared responsibility of all Kenyans. The policy and associated actions will remain dynamic to address contextual changes and changing conditions over time. This policy is framed in the context of basic human rights, child rights and women's rights, including the universal 'Right to Food'.

- **The Draft National Social Protection Policy,**

It provides a framework for interventions based on the social safety net concept in responding to and building drought resilience.

Other documents on which the Country paper is based include: the National Environment Action Plan (NEAP, 1994); the National Policy on Environment, Strategy for Dryland Forestry Development in Kenya, the Environmental Management and Coordination Act (1999), EAC Trans-boundary Ecosystem Management Bill (2010), and IGAD's Horn of Africa National Adaptation Plan of Action (NAPA).

4.2 Relevant Past Projects and Programmes

The Kenya Government has a rich history of development approaches for the ASALs since independence in 1963. The first phase of ASAL development focused on landscape management by promoting commercial livestock production (1963–1980), and registration of pastoral group ranches mainly in Kajiado, Narok, Samburu and Laikipia for semi-arid districts while in the more arid districts on Northern and Eastern Provinces, a block-grazing model was promoted (1968-1982).

The first 10-year ASALs development program was formulated in 1979 and implemented until 1988. In 1989, the government demonstrated its commitment to the ASAL by creating the Ministry of Reclamation and Development of Arid and Semi-arid Areas and Wastelands (MRDASW) that was mandated to coordinate the overall policy formulation of all developments in ASAL. During the tenure of this Ministry, the Environmental Action Plan (EAP) was developed. The main objective of the EAP was to enhance the ability of the ASAL communities to manage their resources in a sustainable manner. The significance of the EAP with reference to Ending Drought Emergencies is drawn from its emphasis on the need for policies, legislation and institutions that would address economic development and seek solutions for environmental problems of the ASAL with emphasis on improved pastoralism, dryland farming, wildlife integration, drought management, reclamation of wastelands, community participation and overuse of wood forest resources.

The following projects and programs were designed with the aim of building the resilience of ASAL communities to drought using advanced approaches and technologies and form a basis for the Country Programme and subsequent projects.

i) Kenya Livestock Development Program (KLDP), 1968–1982:
The World Bank funded KLDP was a large, complex, multi-donor, long-term and expensive project. It lasted 14 years and cost about US$81.2 million. Its planning was primarily top–down, complicated by the lack of ecological function of Kenyan rangelands characterized by non-equilibrium systems.
Although KLDP was considered one of the most promising rangeland management programs, lack of planners' knowledge of the socio-cultural and ecological conditions on the ground, and the absence of a holistic community-based approach were behind its failure.
Lessons learned from this early development project have led to the present-day nature of ASAL projects that are bottom–up, localized, small-scale, community-oriented and devoted to poverty alleviation.

ii) Emergency Drought Recovery Project, 1991–1996:
This was a World Bank funded project. A key lesson from the project was that short-term emergency interventions were insufficient for reducing the vulnerabilities of ASAL communities and building their resilience to shocks. The key achievements of the project were the formation of water users associations for village water supply and the livestock drug users associations, both of which enhanced community participation in drought management.

iii) Arid Lands Resources Management Project (ALRMP), 1996–2010:
This World Bank funded initiative's main thrust was to institutionalize drought management in the Government system as well as undertake integrated development of the ASALs. A key lesson from this project was that building community structures/institutions, such as pastoralist associations and CBOs, greatly increases the local capacity to manage droughts and respond to emergencies in a timely and effective manner prior to the arrival of external assistance. It emphasized the need to promote community level contingency planning and early warning systems.

iv) ASAL-based Livestock and Rural Livestock Support Programme (ALLPRO), 2004–2010.
ALLPRO was implemented by the Ministry of Livestock Development and funded by the African Development Bank. It focused on improving sustainable rural livelihoods and food security through improved livestock productivity, marketing and support for drought management and food security initiatives in 22 districts.

v) Kenya Drylands Livestock Development Programme 2010–2013, is funded by USAID and implemented by the Citizen's Network for Foreign Affairs (CNFA). The program's focus is to enhance trade in livestock and livestock products to increase incomes and food security for Kenyan pastoralists in greater Garissa, Mandera, Wajir and Tana River districts. The program is investing in the livestock value chain as a means to raise income and assure food security.

vi) Kenya Rural Development Programme (KRDP) is a five year project that is ongoing.
The key result area for ASALs in this project is to increase the capacity of ASAL communities to respond effectively to drought and other vulnerabilities. It focuses on securing long-term food security through improving agricultural productivity nationwide, better responses to drought, and improved livelihoods in the ASALs. The

program is informed by the need for a sector-based approach that has not featured prominently in previous interventions. It is mainly built on lessons from the Drought Management Initiative (DMI). The KRDP will continue the Linking Relief Rehabilitation and Development (LRRD) efforts started under the DMI.

vii) The DFID-supported Hunger Safety Net Programme is an ongoing project that uses biometric technologies to disburse cash transfers using electronic point-of-sale devices managed by a network of traders. The program is demonstrating that increasing the penetration of new technologies into remote areas is both beneficial and achievable. The key lesson learnt from the project is the use of ICTs to minimize the effect of distance on social service delivery.

4.3 Summary of Lessons Learned from Projects and Programs

Several lessons have been learned from past and ongoing projects and programs in the ASALs. However, the importance of enlisting community involvement and active participation in small area-based pilot projects stands out as the key lesson. In many previous instances, participatory planning was not taken into project design thereby drawing little interest from affected communities.

While past experiences in ASAL development initiatives identified drought and land degradation as major challenges for the livestock-based livelihoods, they are not the only constraints and success can only be assured through:

- Recognition of the ASALs potential particularly in the livestock sector, renewable energy, and its strategic position as the gateway to markets in the Horn of Africa and beyond;
- Emphasizing the importance of investing in the foundations for development particularly the region's economic and social infrastructure (roads, renewable energy, water, education, and health). This will facilitate increased private sector investment, civic engagement, reduce basic inequalities in access to infrastructure and services, and underpin the productivity of pastoralism and other dryland production systems.
- Consideration of alternative modes of service deliver in arid lands that take into account the social and environmental characteristics of the region, including mobility, low population density, and the distinct institutional arrangements which underpin pastoralism.
- The adoption of appropriate technical solutions to the challenges of ensuring food and nutrition security in dryland environments in the context of climate change.

5.0 Strategic Response Areas and Proposed Interventions

The Nairobi Summit of the IGAD Heads of State of September 2011 called for an end to drought emergencies (EDE) in the Horn of Africa. In response, the Government of Kenya committed to provide the political leadership to establish the country strategy. This commitment was based on the understanding that though drought incidences cannot be avoided, frequent and severe drought emergencies could be mitigated and avoided by focusing on long-term sustainable development of the vast natural and economic potential of the ASALs. This was clearly underscored in Kenya Vision 2030 Development Strategy for Northern Kenya and Other Arid Lands. The strategy envisages a comprehensive approach to human resource development, agricultural development and food security in the ASALs as integral parts of Kenya Vision 2030.

The anchoring of the Kenya Country Program Framework for Ending Drought Emergencies (CP-EDE) within the provisions of the enumerated policy and strategy documents including Kenya's Vision 2030, the Agricultural Sector Development Strategy, the African Union Policy Framework on Pastoralism in Africa, the overall Horn of Africa initiative and IGAD's regional CAADP framework are based on the following considerations:

1. The traditionally resilient livelihoods practiced by the ASAL communities have succumbed to progressing and complicated challenges, subjecting the people to death by famine or to receiving humanitarian food aid.
2. Local communities should be understood, empowered and integrally involved in planning / development of the ASAL regions.
3. ASAL communities are not homogeneous and have different needs and entitlements to food and or assets.
4. The strategies to ending drought emergencies should consider environmental threats (e.g. climate change, water scarcity) and geopolitical changes, and must take into consideration the diversity of the ASAL ecosystems.
5. Sustainable development of the diverse resources and communities of the ASAL is complex, requires the galvanized efforts of the many actors and players for effective coordination of tasks and responsibilities.
6. The basic human rights and dignity of the ASAL communities must be observed when investing in the development of the region renewable and non-renewable resources.

All elements of the CP-EDE are designed and will be implemented in ways that take full account of the likely impacts of climate change. Furthermore, the strategy focuses less on individual projects and more on ensuring that the overall environment becomes more conducive to building drought resilience. With stronger foundations and institutions for development in place, the efficiency and impact of all interventions in arid and semi-arid lands whether led by Government, the private sector, or communities themselves will be increased.

Details of the interventions proposed under Kenya's Vision 2030 are based on six Strategic Response Areas (SRA) aligned to the IGAD Common Architecture and are described below. The elaboration of each strategic intervention is preceded by an appropriate situation analysis that places them in context.

5.1 Peace and human security

5.1.1 Situation analysis

Insecurity and violence can be high in the ASALs, particularly in times of drought. In general, these are not directed at outsiders. Insecurity and violence in the ASALs tend to be clan-based, episodic rather than constant, and complex. Insecurity has international dynamics and ramifications, given the volatility of some neighboring countries and pastoralists' need for mobility. For Kenya, this applies most urgently to its international borders in Northern, Upper Eastern, North Eastern and Rift Valley.

Conflicts often arise from increased competition over shared natural, physical, human and development resources. For instance, the need to re-stock after massive losses from livestock deaths or raids; encounters with armed raiders during migration along porous borders; sharing of grazing and water resources with wildlife which endangers human lives and leads to livestock losses are flash points for the conflagration of conflicts. The slow pace of advance negotiations with neighboring communities and lack of security for mobile pastoralists while accessing grazing and water resources, render pastoralists and host communities vulnerable to attacks and confrontation with law-enforcement agencies. Various cross-border peace mechanisms have been tried, but they tend to be sporadic, under-resourced and take place in the absence of a comprehensive policy that facilitates interaction and coordination among states.

Peace and human security are pre-requisites for investment, development and for facilitating pastoral livelihoods, including mobility for trade and access to resources. The Government has committed to improving the quality of life of its populace by declaring peace building, human security and national cohesion as major goals for sustainable development in Kenya. The National Steering Committee on Peace Building and Conflict Management has taken a proactive role in order to serve these commitments. Security and peace committees have been established at provincial, district, divisional and community levels.

Successful interventions to address the underlying motivations for conflicts and strengthen peaceful coexistence among communities include the development and enforcement of community social agreements, CEWARN's ICT for Peace Project;

conflict early warning desks linked to CEWARN; women-led interventions including women's peace forums, peace caravans, and the establishment of peace dividends. At community level, customary institutions still play a major role in resolving and transforming conflicts especially during early stages. However, as new types of conflicts arise and new actors get involved, the effectiveness of customary institutions is being challenged and in some cases eroded. In recent times, the government has directed concerted efforts toward containing the influx of small arms and light weapons into the country. The national perspective on peace and human security in the ASALs is that it is weak and episodic. However, in this instance, there is a distinct difference between crime and insecurity. While insecurity is influenced by biophysical and socio-cultural factors, crime is mainly driven by greed and poverty. The ASALs have porous borders that are susceptible to friction caused by geopolitical factors. Moreover, border control measures and instruments are weak and sometimes unstable.

Where conflicts occur, they require political solutions, which sometimes take too long to achieve. Different layers of conflicts with different actors require different strategies and institutions to address them. A full understanding of the root causes of conflicts is

necessary if effective and sustainable solutions are to be found.

5.1.2 Interventions

 Development of a coherent capacity-building strategy for peace and conflict transformation and prevention. This will be integrated across all major sectors and include all actors in order to strengthen and institutionalize the peace infrastructure at all levels.

 Encouraging and strengthening community-led peace and human security institutions, processes and actions in order to pre-empt, prevent and resolve conflicts at the local level where early response and effective resolution are more likely. Conflicts over natural resources and livelihood assets including livestock will be given particular attention. Additional resources, such as rapid response kits, will be made available to provisional district security and peace committees. Government, private sector and NGO partnerships will be explored. Support and interventions will build on already existing mechanisms (described above), with the introduction of new, innovative approaches to promote positive change and tackle new challenges.

 Improve the deployment and capacity of law-enforcement agencies and the police force (police posts, training, provision of better equipment, communication / radios / power supply) to enhance security in the ASALs. Particular attention will be given to curbing the cross-border influx and use of small arms and light weapons.[65]

 Development of effective systems of monitoring conflicts and trends and early response. These systems will provide timely early response and appropriate support for their resolution. Drought contingency plans need to include conflict mitigation.

5.2 Humanitarian Assistance

5.2.1 Situation analysis

Despite recent approaches to early warning and contingency planning systems, humanitarian assistance in Kenya continues to take a reactive crisis management approach rather than an anticipatory and preventive risk management approach based on contingency plans. It is characterized by late responses leading to over-reliance on emergency food aid, poor mobilization and outreach. Failure to respond appropriately to drought early warning information and lack of a national drought contingency fund contribute immensely to emergencies. Moreover, impassable roads or lack of accessible feeder roads to reach affected communities, disease outbreaks / epidemics, inadequate staff at community and institutional levels to deliver essential services aggravate humanitarian emergencies. Other causes of the crisis include under-investment in critical sectors such as livestock development, infrastructure, agriculture, health and education weakens adaptive capacity to climate change and variability. Low levels of community involvement in public decision making; and cultural barriers to participation in development initiatives also contribute to widespread humanitarian emergencies. Food insecurity is aggravated by loss of production, high cost of food and fuel, limited access to a strategic food reserve, and constrained livelihood options for those who have dropped out of pastoralism. An emerging concern has been the failure to strongly link humanitarian assistance

operations to recovery and long-term development. Food insecurity creates over-dependence on food aid, which disrupts socio-economic activities in the community and region and does not build resilience of communities.

Though humanitarian assistance has its place and saves lives in the short term, it contributes little to long-term social and economic growth, and in many cases results in the development of retrogressive traits. The consensus by the international and regional communities to speed up relief mechanisms offers assurances for saving lives but does not lead to sustainable long-term solutions. At the same time, the climate change phenomenon exacerbates drought effects, worsens vulnerability and reinforces chronic poverty. The fact that droughts are manageable and is known to be recurring phenomena has not always been translated and incorporated into strategic response plans.

Kenya is well positioned to undertake a strategic approach to pastoral disaster risk management. The country has several strategic, policy and legal instruments[67] and agreements in addition to a track record of supporting the development and pilot testing of several technical instruments and donor-supported programs. A case in point is the recently created National Drought Management Authority (NDMA) and the proposed National Drought Contingency Fund (NDCF) that are capable of implementing the existing policies, coordinate other sector institutions and undertake monitoring and evaluation of the effectiveness and efficiency of drought-resilience programs. However, weak emphasis on the long-term development perspective due to the short-term nature of funding and programming is a major challenge

5.2.2 Interventions

The proposed interventions under Humanitarian assistance are as follows:

- Support the consolidation and coordination of scattered drought-management initiatives that currently operate independently of each other under one institution.
- Ensure an effective and coordinated transport system to facilitate access to humanitarian assistance supplies.
- Multi-sector integration and collaboration with under-funded sectors of the Emergency Humanitarian Response Plan (EHRP) that complement drought management but are currently ignored—such as protection, education, health and nutrition—and ensuring a harmonized and coordinated approach across sectors.
- Strengthen and support early warning systems to ensure timely response by building on traditional and community-based interventions, risk management initiatives and a reliable flow of support from a National Drought and Disaster Contingency Fund.
- Support the National Cereals and Produce Board (NCPB) in ensuring that the strategic food reserve maintains adequate physical stocks and cash equivalent to effectively play its role in sustaining food availability and access.
- Prioritize and pursue drought disaster risk-reduction strategies that utilize non-food interventions to support the pastoral economy early in the drought cycle.
- Develop effective cross-border distribution channels and mechanisms for efficient delivery of humanitarian assistance.

 Strengthen meteorological monitoring and reporting capabilities in the ASALs to ensure weather and climate information is shared in a timely manner.
 Mainstream the government-supported social safety net programs such as the social network for the aged, index-based livestock insurance, the African Union Insurance, the community-based livestock off-take programs and the farm input supply schemes.
 Expand minimum economic return programs to other farm enterprises and strengthen public–private partnerships in humanitarian assistance.
 Support and encourage traditional coping mechanisms.
 Initiate and support programs for youth empowerment (e.g. Kazi Kwa Vijana, National Youth Enterprise Fund, Economic Stimulus Fund, etc.).

It is certain that the adoption of these aspects of humanitarian assistance will make the provision of humanitarian assistance more timely, targeted and efficient. It will enhance the capacity of communities to take appropriate action and respond to drought and eventually normalize the planning for frequent droughts. It is envisaged that adoption of livelihood-based approaches will build on the indigenous systems of drought early warning and response (including movement of livestock), and will increasingly involve women and apart from mainstream gender into interventions. It is intended that in the long term, the need for emergence humanitarian assistance will decline. For the proposed humanitarian interventions to be effective, needs assessments will pay specific attention to marginalized demographic and socio-economic groups. While drought affects everyone, the impacts on some vulnerable groups, while extremely damaging, are often hidden. The experience from previous droughts have show that these vulnerable groups include poor women and children, the elderly, the disabled, internally displaced persons and their host communities, people living with HIV and AIDS and their families, and the food-insecure living in urban areas.

5.3 Climate-proofed infrastructure development

5.3.1 Situation analysis

The transport infrastructure in the ASALs is thin, disjointed and in some places non-existent. Although the ASALs cover 89% of Kenya's landmass, the road and ICT infrastructure is rudimentary. Renewable energy and water resources are substantial but hardly exploited while water, hygiene and sanitation related infrastructure are poor. Physical Markets are generally underdeveloped (**Box 3**) and poorly integrated locally and regionally. In several instances, poorly supported cross-border trade and mobility are major causes of health and security hazards. The foregoing situation undermines investment and reinforces the perceived separation of the ASALs from the rest of the country. Impassable or non-existent roads in remote areas are responsible for the high cost of goods and services. Further, lack of reliable transport, highway banditry, insecurity, porous borders and wildlife attacks sometimes make movement in the ASALs a risky venture.

Box 3: Physical Markets in ASALs
Market infrastructure in northern Kenya is poor. In many locations there are no clear market days. Because of poor road conditions it takes approximately 48 hours by lorry to transport animals on the 730-km road from Moyale to Nairobi at a total cost of around US$723 for one lorry-load of 18 cattle. The lack of an integrated policy and institutional framework between the Ministry of Livestock Development and local county councils has constrained the development of livestock marketing.
Source: Pavanello, 2009.

A more robust infrastructure in the arid lands will improve the food supply chain (packaging, transport, storage), market access (e.g., retail and wholesale outlets, market information) and terms of trade. It is likely to stimulate investment, economic growth and improve operational efficiency for both the public and private sectors. It will contribute to the creation of, reduction of poverty, improvement in terms of trade and lower cost of doing business. In parts of Ethiopia, public investments in roads and extension services have increased consumption growth by up to 16% and reduced poverty by nearly 7%. Better infrastructure will stabilize the ASALs improve security, and enhance its integration with the rest of the country.
Demand for electricity in Kenya is projected to grow at 7% per annum over the next 10 years. The natural endowment of renewable energy in the ASALs offers an execellent opportunity to help meet this demand and build a greener economy.

It is recognized that increased infrastructure in dryland areas risks exposing pastoral societies and environments to a rapid process of change that can lead to the emergence of new challenges. These may lead to the breakdown of customary support systems and to environmental degradation. To avert such risks, communities will require assistance in adapting to, managing and controlling the infrastructure changes through capacity building, empowerment, a central role in relevant decision-making processes and secured rights to resource proceeds.
Environment and social impact assessments will be conducted on all infrastructure developments. The development of infrastructure should therefore be part of land-use planning processes within approved physical plans and must involve national, regional, county and representatives from local communities.

5.3.2 Interventions

Under climate proofed infrastructure development, interventions will be driven by the desire to develop cost-effective, world-class infrastructure facilities and services in the ASALs. These interventions include:

- Develop and equip physical markets and growth poles to promote value addition enhanced for regional trade.
- Construction of priority roads. Roads requiring finance include Modogashe/Mandera (600 km), Kitale/Lodwar (300 km), Bura/Garsen (100 km), and Rumuruti/Maralal (200 km).
- Map all established settlements in arid lands without permanent water and identifying and implementing sustainable technical solutions for each. This is a

one- off intervention that will substantially reduce the need for water trucking during drought periods, improve health status, and expand the options for urban and peri- urban livelihoods.

 Developing irrigation schemes in areas where it is technically feasible (e.g. along the rivers) and socially appropriate (not harming local livelihoods and social systems) to do so. Sprinkler and drip irrigation systems minimize the total losses. For example, in surface irrigation the same amount of water can irrigate three times as much land area under sprinkler irrigation and five times as much under drip irrigation.

 Developing irrigation systems under the context of sustainable livelihoods. These systems should be identified through effective land-use planning processes that give opportunity for all interested parties to have a say in decisions. Negative impacts identified through environmental and social impact assessments should be mitigated. In particular, access to permanent water sites and dry-season grazing areas should be considered in order to support pastoral production systems that may be affected by the establishment of such schemes.

 Construct strategic multipurpose dams in each county.

 Develop and effect mechanisms that ensure timely maintenance of existing water sources (poor management being a major cause of drought stress). This involves establishing appropriate management structures and institutions including water resource users associations.

 Develop and expand ICTs capabilities and infrastructure including the introduction of innovation such as provision of information through local press, community radio, and mobile phones/SMS. This can include information on markets/prices, development/extension messages, weather/climate trends and related rangeland/vegetation quality trends.

 Development, rehabilitation and management of export quarantine centers (establishment of disease-free zones).

 Reactivate and develop livestock marketing infrastructure (water points, feeding points, disease surveillance and control centers) along stock routes and grazing areas and developing watering and feeding points in parks and reserves.

 Develop and harness energy sources including solar, wind, biogas, coal and oil and where possible connect to the national grid.

5.4 Building human capital

5.4.1 Situation analysis

There are major inequalities in human wellbeing between the arid lands and the rest of Kenya that are obstacles to development. This is caused by the near-absence of quality education and training institutions, leading to ASALs chronic dependence on skills from the rest of the country. Most employment is informal and is confined to the pastoral sector that can only absorb a finite number of people. The limited urban employment, inadequate enforcement of labor laws and standards aggravate the ASALs human capital problem. The region is also constrained by high fertility and mortality, as well as reverse migration from the high-potential areas. There is acute understaffing in all sectors including education because most qualified personnel avoid being posted to the ASAL areas, which are considered remote due to poor infrastructure and limited social amenities. Girls are particularly disadvantaged due to vulnerability during conflicts, and cultural biases and practices. The free primary education is hampered by lack of inadequate teaching staff and dilapidated learning facilities. Overall performance of most ASAL districts in national examinations has been very poor.

The health service infrastructure is particularly constrained with few and scattered health facilities staffed by inadequate numbers of qualified personnel and intermittent drug supplies. The average distance to a health facility in Northern Kenya is 52 km, 10 times further than the national average of 5 km. There is also evident lack of effective health referral systems. At the time of an assessment by the APHIA II programme in North Eastern Province in late 2007, 49 of the province's 153 health facilities (32%) were closed due to lack of personnel. The North Eastern Province is particularly badly serviced: healthwise. For instance, there are 13,551 people per health facility in compared with 5,883 in Coast Province.[75]

Ex-pastoralists become particularly vulnerable to health and nutrition risks as they move from a relatively mutually-supportive social system to a more individualized one. Existing evidence shows that child nutrition and morbidity worsens in the transition to sedentrization for formerly nomadic pastoralists. There are also examples of household wealth differentiation and exacerbated childhood malnutrition.[76] Women too are at greater risk as they have less security, assets and power to control/influence change for positive outcomes.

A strategic response to reduce these inequalities has to recognize the distinct needs of service delivery in arid lands.

5.4.2 Interventions

- Increase participation rates in all sectors of education and training in the region as a long-term measure to address human capital challenges and support livelihood diversification. This effort will be led and coordinated by the new National Commission on Nomadic Education in Kenya (NACONEK), and will involve activities such as developing demand driven curricula for each level of education

(primary, secondary and tertiary).

- Increase access to education at all levels through constructing new schools, improving and expanding existing school infrastructure, supporting alternative models of education provision to nomadic families including adult education. Guarantee annual allocation to the Northern Kenya Education Trust, bursaries, government scholarships conditional cash transfers, construction of middle-level colleges and the recruitment of qualified school-leavers into middle-level technical and teacher training institutions will constitute further measures to increase access to education in the ASALs.

 Increase access to health facilities by building new and improving existing health facilities as well as providing adequate qualified personnel.

 Improve the capacity of financial institutions to provide appropriate support to dryland communities. Village Community Banking (VICOBA) has provided opportunities for dryland communities to diversify incomes. Such initiatives should be scaled-up in other ASAL areas. Traditional saving mechanisms (e.g. Sanduk) offer, especially women, saving opportunities that could be promoted.

 Provide for the sharing of experiences and approaches for building human capital throughout the region for synergy and efficiency.

 Establishing cooperatives, producer associations (pastoral, traders, fisherfolk, community forest products) and other self-help groups through collaborating with the respective counties with the purpose of empowering the local communities and transforming them as full contributors' to the economic growth of the ASALs regions.

5.5 Sustainable livelihoods adaptive to Climate Change

5.5.1 Situation analysis

In spite of extensive natural wealth and biodiversity, ASAL populations are predominantly poor and marginalized with limited access to and control of productive resources especially by women and youth. Aspects of sustainable livelihoods critical to the development of appropriate interventions in the presence of climate change are presented below.

Water resources: There has been a general decline in both quantity and quality of water both for production and domestic use. During drought, reduced water tables are common leading to low yielding boreholes and longer waiting times at the few water points available. Other observed changes are drying of surface water sources, high siltation and long trekking distances.

However, and contrary to the generalized misconception of water scarcity in the ASALs, equitable water resource management and linking water use with community livelihoods are the most critical factors in developing the regions' water resources.

The rangelands: These are being subjected to increasing pressure from competing other forms of land use. The change from customary communal land tenure to private investors is threatening the livelihoods of the local communities. However, pastoralism

remains the most viable source of livelihoods for a majority of the ASAL population.

Animal Health: Formal Veterinary services are nearly non-existent in many areas. Herd mobility and concentration of herds in the dry-season grazing areas and water points expose livestock to diseases, which result in losses due to death, or inability to access markets on time. In addition, lax vaccination and disease surveillance services along border points exposes host communities to the risk of human and livestock diseases. Failure to control livestock diseases and meat quality in the ASALs has been one of the major obstacles preventing pastoralists from exploiting regional and international markets.

Though initiatives to promote community-based animal health workers have been supported, these are sporadic and lack sustainability. Mainly curative as opposed to preventive veterinary care is offered. To remedy this situation, policy attention is required to appropriately integrate the activities of animal health workers within the existing formal animal health delivery system in marginal areas.

Marketing and trade: Disjointed regional approaches to sustainable pastoralism such as poor harmonization of natural resource management, cross-border trade and transboundary disease control practices have prevented substantive investment in sustainable production systems. Macro-economic instability and challenges such as inflation or trade constraints have also aggravated the humanitarian crisis.
Forestry: ASAL woodlands and bushland that cover about half of Kenya's land surface are major contributors to the livelihoods of local populations. This vegetation provides primary products for livestock grazing, fuelwood, and habitat for diversity of wild animals and plants. During drought, there is overexploitation of natural resources such as overgrazing and destruction of water towers, and overexploitation of woodlands for fuelwood due to lack of alternative sources of energy. This degrades the environment further.

Fisheries: Fisheries activities in the ASALs are practiced in Lake Turkana and parts of Eastern, Central and coastal regions. There has been a general trend of reduced fish landings over the past 10 years from capture fisheries of Lake Turkana and the Indian Ocean. However, the warm climate in these areas is conducive to faster growth of the tilapia fish species. It is observed for instance, that these conditions favour the development of fishponds which, if accompanied with public awareness on potential of fisheries resources for income diversification, will likely boost production of fish from ASALs.

Research and knowledge management: Abundant research results have been generated that could help tapping the potential of the ASALs. But there is constrained knowledge management and dissemination capacity to assist decision makers in responding in a timely way to the emerging biophysical and social problems of the ASALs.

In general, there are few well-established community-based mechanisms of sustainably up scaling and mainstreaming suitable climate change adaptive innovations.

5.5.2 Interventions

The priority interventions under the Strategic Response Area on Sustainable Livelihoods adaptive to climate change are intended to safeguard and to strengthen livelihoods and are categorized in the following five broad areas:

I) NATURAL RESOURCES MANAGEMENT AND ENVIRONMENTAL PROTECTION

- Support improved rangeland management through grazing management, dry season reserves and re-seeding of degraded land using adapted indigenous species and bush control using indigenous knowledge and practices.
- Support environmental protection and management including sensitization on the benefits of environmental protection, e.g., through carbon credits, natural resource management, stronger enforcement of relevant laws, and actions to promote conservation, for example, reforestation or energy use.
- Establish mechanisms to effectively control the spread of invasive species such as Prosopis juliflora and Sanseveria spp. and their removal. This includes the development of strategies and action across the Horn of Africa region. While the main objective of this intervention is to remove the invasive species, scientific investigations should also be carried to understand how these species can be utilized to benefit households as livestock feed, fuelwood and construction material.
- Enact the Climate Change Bill and ensure full implementation of the National Climate Change Response Strategy, including the role of local communities. Target activities at community level will include adaptation and mitigation measures to enhance their resilience towards adverse climatic change effects.
- Develop regional ecosystem management approaches.

II) WATER RESOURCE MANAGEMENT

- Develop surface water through appropriate community-owned water-harvesting structures such as pans and dams while harnessing groundwater based on social and environmental sustainability criteria including the linking the developed water sources with market centres and pastures.
- Effectively manage field water resources through water storage and spreading techniques such as road runoffs, roof catchments and sand dams.
- Scale up successful water-harvesting and use models developed in watershed benchmark sites.
- Exploit irrigation potential, especially in the semi-arid areas along the main rivers.[81,82]

III) AGRICULTURE AND IRRIGATION

- Expand land under irrigation using appropriate technologies (e.g., conservation agriculture, protected agriculture) and ensuring structures are maintained. Suitable areas will be identified for implementation targeting small household units as past experience has shown that large irrigation units have generally not been successful in the ASAL.
- Support establishment of dry season fodder and forage through practices

such as the development of irrigated local fodder production systems, strategic fodder reserves, seed bulking for pastures, forages and fodder; establishing water-use efficient fodder crops and discouraging expansion of high water-consuming food crops under rain-fed irrigation.

 Promote research on drought-tolerant crops and pastures suitable for the ASALs.

 Promoting seed bulking for sustained agricultural production.

 Crop disease management

- Develop cold storage facilities for irrigated agricultural products

IV) LIVESTOCK VALUE CHAIN AND MARKET DEVELOPMENT

 Develop livestock value chains through product development and farmer training, on post-harvest management and storage.

 Ensure cross-border mobility of livestock and people in the region while cognizant of disease control, sanitary and phytosanitary issues; livestock quality and traceability.

 Integrate the activities of animal health workers within the existing formal animal health delivery system in marginal areas.

 Support financial service provision to small business for improved livelihoods in urban, peri-urban and rural settings, and particularly for women[83] and young people.

 Support the establishment of 'pastoral group' owned private animal quarantine facilities vertically linked to markets through well-structured and cost-effective value chains.

 Develop highly competitive 'green livestock' systems for the regional and international markets owned by pastoralists organized into commercial and highly market-responsive organizations.

 Develop policies and strategies to facilitate and foster competitive cross-border trade in livestock and livestock products.

 Preserve livestock as a source of livelihood and means of reducing poverty among pastoral communities through developing accessible and sustainable disease prevention and control and improved flock management interventions.

V) SUSTAINABLE DEVELOPMENT AND MANAGEMENT OF DRYLAND FORESTRY RESOURCES

 Sensitize communities and law enforcers on laws and regulations for sustainable forestry in the ASALs through effective forestry extension services.

 Promote community forestry in monetized commercial schemes.

 Promote appropriate technologies for the sustainable management of dryland forests.

 Commercialize non-wood forest products (gums, resins, essential oils, honey, insects, wood carving).

VI) EFFECTIVE USE OF FISHERIES POTENTIAL

 Support sustainable exploitation of ASALs' fisheries resources through the development of commercial, trained and vertically integrated fishers organizations and cooperatives.

 Develop capacity of and train fishers and traders on modern fish preservation.

 Support private investors and fishers' community organizations in establishing

fish-processing plants.

 Support fish industry-related auxiliary businesses such as ice making, boat building, packaging, transportation and value addition.

 Promote the construction of fish ponds and developing

 Enhance the male fish farming ponds in order to take advantage of it fast growing characteristics.

VII) SUSTAINING SOCIAL LIVELIHOODS

Establish social protection mechanisms such as index-based insurance, cash transfers, food for assets and food vouchers. Nomadic and transhumant pastoralists, who form a large proportion of drought-affected populations, have a well-developed relationship with markets for barter and selling livestock products and purchasing food. Cash is easy to carry, and where food is available in markets, using cash and vouchers allows pastoralists to continue moving with their herds and protects the health and nutrition of the livestock and human population. As cash is more flexible, it can be used in complex and planned ways that can reinforce livelihoods of pastoralist communities, traders, producers and consumers and even revitalize traditional charity and loans.

VIII) RESEARCH AND KNOWLEDGE MANAGEMENT

- Research and knowledge management: Participatory action research and adaptive research methods targeting new innovations, and developing adaptive seed varieties, water-harvesting and storage facilities will be carried out on farm using the Farmer Field Schools that have proved successful under FAO programs in Kenya. The effect of climate change on abiotic and biotic factors responsible for dryland production will be given priority with emphasis on the impact of emerging environmental variables on ecology and resilience of the ASAL agricultural production systems.
- Support sharing and learning mechanisms that offer opportunities to disseminate knowledge and up-scale proven innovations suited to addressing the environmental challenges in the ASALs through Research and Development, knowledge management and dissemination and building the capacity of communities and local professional staff.
- Ensure regional collaboration in research and knowledge dissemination.

5.6 Multi-sector and Multi-Stakeholder Coordination

5.6.1 Situation Analysis

Drought management is a cross-cutting issue that requires collaborative action by a range of public and private sector agencies at national, county and community levels.

Currently, several actors are involved in implementing and coordinating drought management initiatives at local and national levels. Characteristic features of these activities are duplication, lack of synergies and complementarities, confusion and poor accountability. The implementation of the planned Ending Drought Emergencies program may be complicated by the efforts required to effectively coordinate a large number of public sector ministries (Agriculture, Water, Regional Development, Education, Public Health, Finance, Interior), ASAL communities, civil society

organizations and the private sector involved in drought management in addition to the progressive association of a large number of development partners.
The new Constitution is explicit in its elevation of equity and non-discrimination to the status of national values and principles of governance. If the constitutional requirement for equitable development is to be met, including special provisions for marginalized groups and areas, then an appropriate and effective institution is needed to monitor progress towards that goal and ensure that the necessary actions are taken. Among other things, these actions must include stronger synchronization, alignment and synergy of development activities by all stakeholders in the ASAL.
This degree of complexity calls for the establishment of coordinated institutional, policy and legal frameworks capable of aligning the initiatives to the government's development plans and harmonizing the approaches/strategies in the different areas. Considering the on-going process of devolution to the counties and the expected post-election reorganization of the government, it may not be possible to suggest the full features of the possible coordination framework.
The ASAL Secretariat will fill the critical gaps in the institutional landscape for ASAL development. The Secretariat will provide the leadership needed to deliver coordinated action. It will be a permanent and specialized institution with a mandate to champion and coordinate development in the ASALs, in order to ensure that their distinct challenges and opportunities are appropriately and equitably addressed in national policy, programming and resource allocation, and in support of ongoing reform processes. The scope of its work will embrace all sectors relevant to the region's development. Previous development initiatives in the ASALs have suffered from short timeframes and lack of sustainability, which a Permanent ASAL Secretariat and its associated institutional structures will be well-placed to address.

The Arid Lands Resources Management Project (ALRMP) established a drought management system and corresponding coordination structures at national, county and community levels. The drought management coordination structures include; the Kenya Food Security Meeting (KFSM) and the Kenya Food Security Steering Group (KFSSG) at national level; and at the district level the district/country steering groups (DSGs/CSGs). The structures, however, operated informally under the government led project.

In order to ensure the sustainability of the established drought management system, the government formed the National Drought Management Authority (NDMA) that has provided a sustainable specialized institutional base and statutory underpinnings of the drought management system and associated institutional coordination structures. The NDMA will therefore be responsible for the supervision and coordination of all drought management activities and coordination of all stakeholders implementing any drought management program in Kenya.
The capacity of the NDMA is being strengthened to be the main institution charged with the coordination of the EDE Program. It will be the liaison institution with relevant government line ministries as well as other stakeholders (UN agencies, NGOs, private sector, civil society organizations).

5.6.2 Interventions

The multisector-wide coordination for EDE will require five main interventions. These will be:

- Support for the multi-sector and multi-agency coordination efforts.
- Support for requisite capacity building and operationalization of the National Drought Management Authority and its structures to the grassroots.
- Support for the institutionalization of the ASAL Secretariat with the necessary authority to undertake effective cross agency co-ordination. The ASAL Secretariat should be established within appropriate government structures.
- Support to the establishment of the National Drought Contingency Fund.
- Supportthe Regional Disaster Risk-Reduction Initiatives under IGAD, EAC and COMESA, such as regional trade, transboundary animal diseases, and CEWARN Protocols.
- Strengthen the county and sub-county level structures in order to effectively undertake their coordination functions.

6.0 Implementation and Institutional Arrangements at the National and Regional Levels

6.1 Overall Responsibility

The goal of ending drought emergencies is to be achieved, through careful understanding of the roles, policies, responsibilities and institutional mandates of the stakeholders involved at the regional and national levels in Disaster Risk Reduction (DRR) and building resilience of communities. The Kenya Horn of Africa (HOA) Drought Management Programme is part of the regional HOA initiative spearheaded by IGAD. An overall coordinating mechanism for dryland development in the Horn of Africa has been established to coordinate and harmonize responsibilities currently spread among various bodies.

In Kenya, the entry point for the IGAD platform will be the IGAD Focal Point at the Ministry of Foreign Affairs, who laterally connects with the ASAL Inter-Ministerial Coordination Committee (ASAL-ICC) and the Ministry of State for Development of Northern Kenya and Other Arid Lands. The ASAL ICC will be governed by the ASAL Cabinet Sub-Committee that will be responsible for providing policy and strategic support to the ASAL Inter-ministerial Technical Committee (TC) as shown in Figure 4.

The overarching authority for coordinating and implementing the Ending Drought Emergencies (EDE) will be the Office of the President. The Office is responsible for commitment of the state to participate in regional and international initiatives such as the Horn of Africa EDE program. With respect to this program, the Office will be advised by the ASAL Cabinet Sub-committee.

The ASAL Cabinet Sub-committee will be responsible for approving relevant government policies before they are enacted by Parliament and implemented by sectors. It is expected to be the appropriate organ for advising the Executive on ASALs policy matters. The Sub-committee therefore provides the link between the ASAL ICC and the Executive.

The ASAL Inter-ministerial Committee (ASAL-ICC) will provide leadership, policy guidance and review, oversight and facilitate strategic support for implementation of ASAL programs. It will be governed by the ASAL Cabinet Sub-committee and will receive technical support from the ASAL Inter-ministerial Technical Committee. The ASAL-ICC will consist of Permanent / Principal Secretaries of relevant implementing ministries, country representatives of development partners and non-state actors. The Ministry of State for Development of Northern Kenya and Other Arid Lands will host the program.

Once the program reaches the stage of action planning and project development, an Inter-ministerial Technical Committee will be established (ASAL-ITC). It will consist of representatives of key institutions, including government ministries/departments/agencies, development partners and the private sector. The ASAL-ITC will be responsible for offering technical guidance while the program is being implemented.

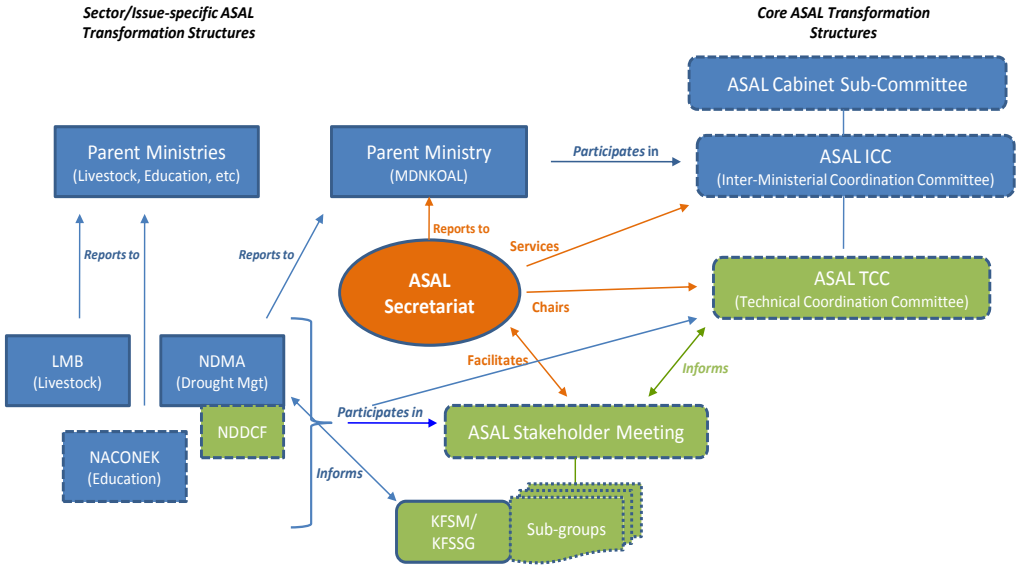
The ASAL Secretariat will be responsible for the overall vision of the ASALs. It will work closely with specialized institutions collaborating in implementation of the EDE program and ASAL development activities. The National Drought Management Authority

(NDMA) in close collaboration with the Agricultural Sector Coordinating Unit (ASCU) and other sub-sector coordination units will oversee research, knowledge management functions as well as the implementation of various nationally mandated policies dealing with drought management and food security issues.
The NDMA will foster collaboration with state and non-state technical institutions at the national and regional levels and coordinate harmonized and timely responses to drought in close partnership with all stakeholders. At county level, the EDE County Steering Committees (EDE-CSC), comprising all heads of relevant Government departments and county-level representatives of the implementing agencies, will be established to plan, budget and monitor implementation of program activities.
Therefore, the four key new institutions expected to steer the fast tracking of implementation of drought resilience and disaster risk management in dryland ecosystems will be: the ASAL Secretariat, ASCU, the newly gazetted NDMA, and the proposed National Drought and Disaster Contingency Fund (NDDCF). These institutions will work in close collaboration to ensure preparedness and early response to drought emergencies and the transition to long-term resilience programming in dryland ecosystems.

6.2 ASAL secretariat

The ASAL secretariat is a dedicated coordination mechanism with clearly defined long-term institutional arrangements that is expected to champion and coordinate development in Kenya's ASAL areas. It was established in early 2010 with skeleton staff seconded from the Ministry of State for Development of Northern Kenya and Other Arid Lands. The ASAL Secretariat is also responsible for convening the stakeholders Forum Meeting composed of Government ministries, Development Partners, civil society organizations and the private sector, among other stakeholders involved in the EDE initiative.[87]
Previous ASAL initiatives have had little impact because they lacked an appropriate institutional framework to ensure that the commitments made by sectors and stakeholders were followed through, largely because of failure to reconcile the geographic mandate for development and building resilience in the ASAL region.

Figure 4: Institutional Framework for ASAL development



Legend
Blue (dark): GOK only
Green (light): Multi-stakeholder – GOK, development partners, private sector, civil society
Orange: Secretariat
NDMA: National Drought Management Authority
NDCF: National Drought and Disaster Contingency Fund
LMB: Livestock Marketing Board
NACONEK: National Commission on Nomadic Education
KFSM/KFSSG: Kenya Food Security Meeting/Kenya Food Security Steering Group
Dotted lines: proposed institutions, not yet formed

6.3 The National Drought Management Authority (NDMA)

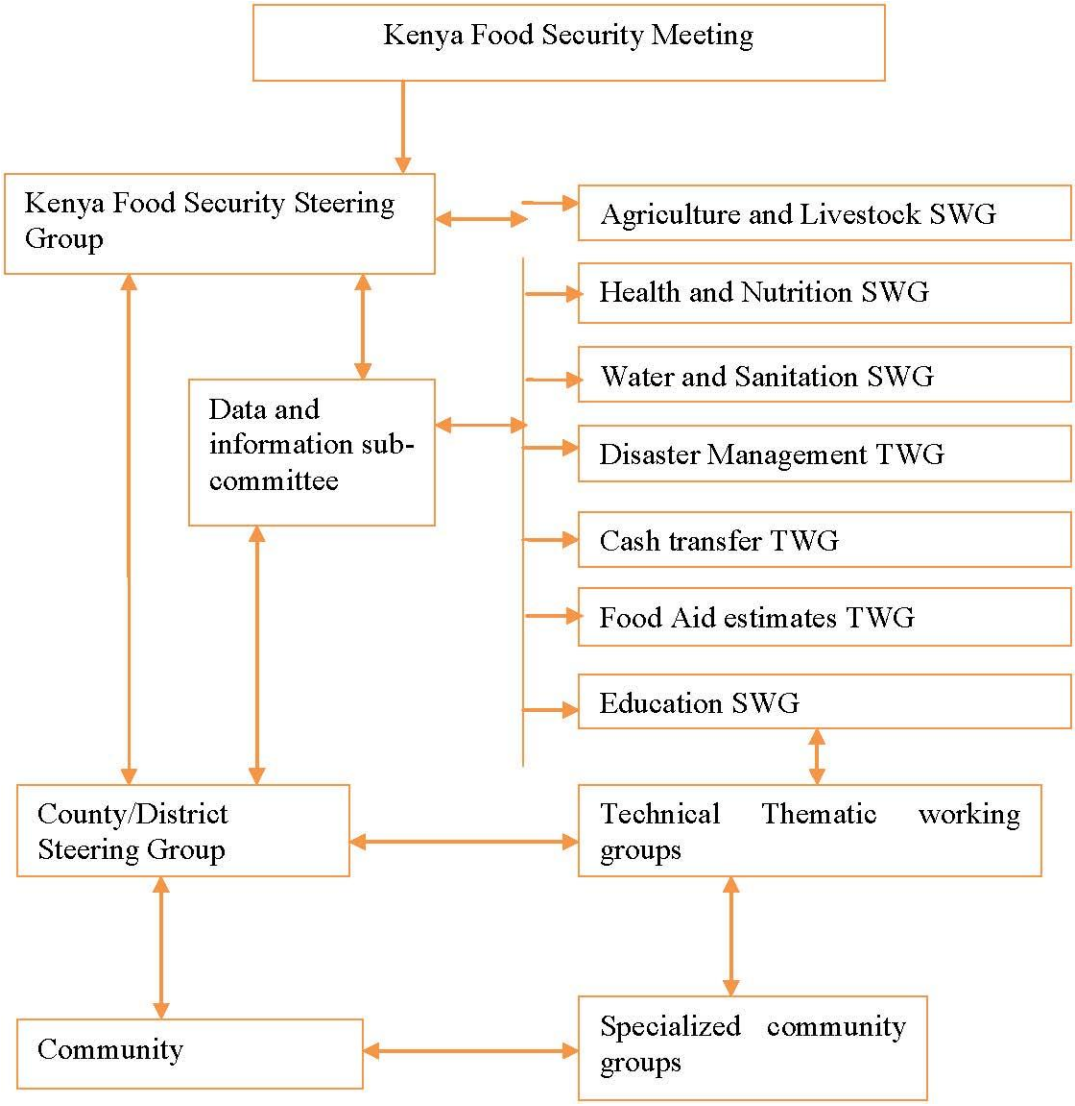
The NDMA is part of the Ministry's transformational structures, of which the ASAL secretariat is at the core, and works in close collaboration with ASCU. The NDMA was established as a national body to provide a permanent and specialized institutional base to influence preparedness, adaptive capacities of communities to drought and ensure timely and harmonized response when drought occurs across Kenya in partnership with all stakeholders (including the private sector and NGOs). It is therefore the government's principal instrument for implementing ASAL policies on drought management. Formation of the NDMA provides statutory underpinning of activities related to supervision and coordination of all matters relating to drought management. The NDMA, once operationalized, with appropriate capacity, is proposed to be the main institution charged with the coordination of the EDE program. Implementation of specific projects within the EDE Program will rest on the relevant sectors. Relevant sector ministries will be responsible for development of sectoral action plans for implementing the EDE program.

Coordination of drought is being achieved through coordination structures, which were formed at the national and sub-national levels during ALRMP II: (given in Figure 5, below) the Kenya Food Security Meeting (KFSM) and the Kenya Food Security Steering Group (KFSSG); and at the district level the district / county steering groups (DSGs/CSGs) and the corresponding sector working groups at national and sub-national levels, respectively. The SWGs namely: Agriculture and Livestock, Health and nutrition, Water and Sanitation, Education, Disaster management group, food aid

estimates, cash transfers, and social protection address detailed sectoral emergency and development aspects of drought management and disaster risk reduction. The structures will continue to provide a forum to integrate the major goals, policies, strategic plans, and actions related to food security and drought management into a cohesive whole. CSGs provide the vital linkage between the national and community structures. Community groups will be responsible for mobilizing resources, preparing disaster risk-reduction plans and must be involved in implementing drought management projects.

Membership to the technical steering groups is limited to organizations that are committed to the collaborative approach and possess technical and administrative capabilities in food security and drought management issues.

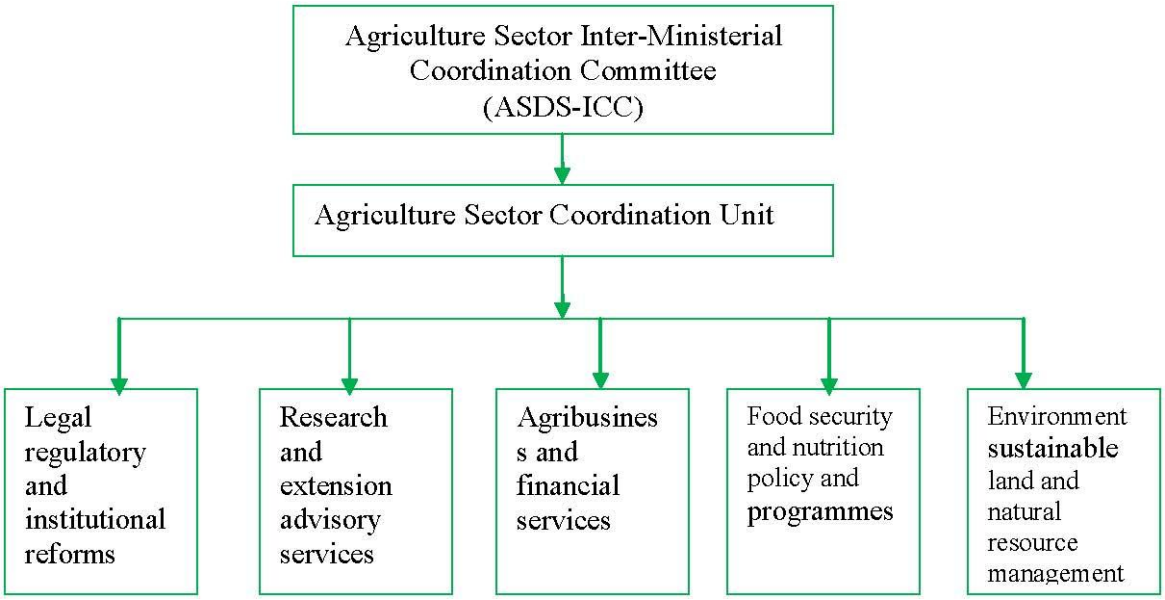
Figure 5: Kenya Food Security Institutional Structure



6.4 Agricultural Sector Coordination Unit (ASCU)

ASCU is the main coordinating body of the agriculture sector actors. Among its functions is the implementation of the Kenya Comprehensive African Agriculture Development Programme (CAADP) Compact. The CAADP compact provides a general framework for implementing agricultural development agenda under common principles. It emphasizes regional cooperation and implementation according to national capacity and context, for sustainable growth. Its principle agenda stipulates priority actions for African countries in order to reduce hunger and accelerate agricultural growth. ASCU plays the role of the country CAADP team and provides oversight and coordination during implementation under the guidance of the Agriculture Sector Inter-ministerial Coordination Committee.
The agricultural sector has developed the Agricultural Sector Development Strategy 2010–2020 (ASDS), which envisages a food-secure and prosperous nation. The ASDS was developed through a consultative process involving sector ministries, Development Partners, the private sector and key stakeholders. The Government of Kenya and Development Partners have already signed a Code of Conduct that requires all participants to support and work towards achieving the national, regional and global commitments. ASCU is also increasingly playing the role of resource mobilization to support investment in the priority areas identified in the medium-term investment plan. ASCU will continue to fast-track EDE programme priority intervention areas of the agriculture sector through its five thematic working groups: (See Figure 6),

Figure 6: Agriculture Sector Coordination Structure



- Legal, regulatory and institutional reforms
- Research and extension advisory services

- Agribusiness and financial services
- Food security and nutrition policy and programmes
- Environment sustainable land and natural resource management.

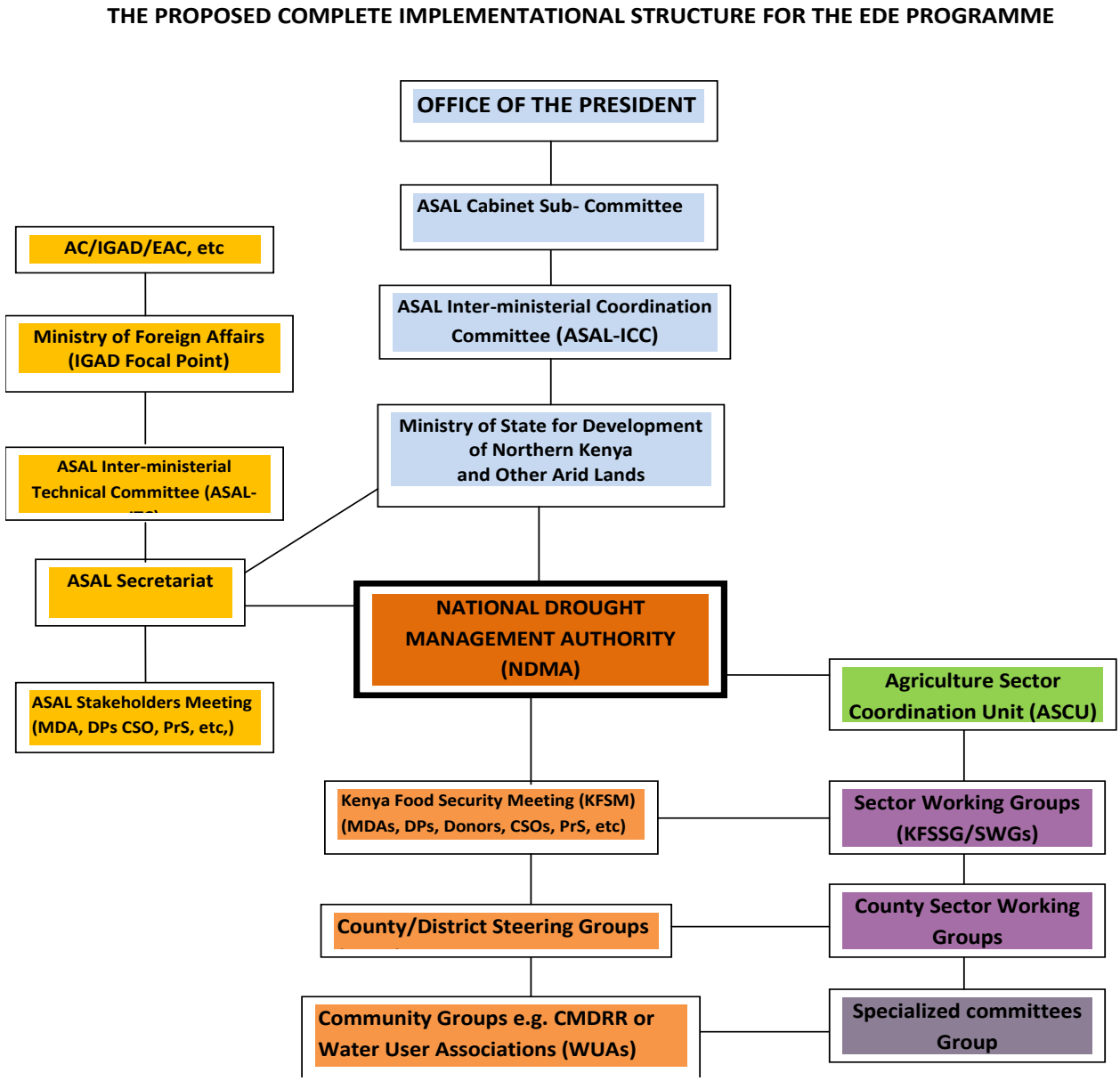
A Greater Horn of Africa regional CAADP Compact to support the Horn of Africa Drought Resilience Initiative is also being developed by IGAD.

Above the ASDS- ICC is the National Stakeholders Forum presided over by the Head of State. This is the highest decision-making organ that provides a platform for Agriculture Sector stakeholders to review progress in the implementation of the sector strategies and the extent to which the objectives are being met. The ASDS-ICC drives the implementation of the Agriculture Sector strategy.

6.5 National Drought Disaster Contingency fund

A National Drought Disaster Contingency Fund (NDDCF) will allow contributions from both GoK and Development Partners (a multi-donor basket fund). The Trust Fund will be established under Section 26 of the Government Financial Management Act of 2004. The bill is awaiting parliamentary approval. An independent Board of Trustees appointed by the Minister for the relevant ministry will manage the fund. The funds will be drawn based on drought early warning information from the ASAL Secretariat and supported by detailed contingency plans and budgets.
The proposed coordination structure for End Drought Emergencies program in Kenya is detailed in the chart below (Figure 7).

Figure 7: THE PROPOSED EDE COORDINATION STRUCTURE



The respective functions of the proposed institutional involved in ending drought emergencies in Kenya are summarized in Table 4.

Table 4: Institutional roles and responsibilities in the EDE

WHO	WHY	HOW
AU, IGAD, EAC, COMESA	Dynamic, proactive working to EDE and conflicts in Kenya and other regional States in the Horn of Africa	Engage at policy and strategy level with GoK and other Governments in the region; implement cross-border prograes such as supporting regional livestock trade, conflict management and peace-building, transboundary animal diseases, Natural resource management, CAADP Pillar 3, etc.
Ministry of Foreign Affairs (IGAD Focal Point - Coordination)/ Ministry of Planning & Vision 2030	The entry point for IGAD will be the IGAD Focal Point at the Ministry of Foreign Affairs	MOFA laterally connects with the ASAL Inter-Ministerial Coordination Committee (ASAL-ICC)
Office of the President/ ASAL Cabinet Subcommittee	Has ultimate responsibility for EDE	Overall responsibility for coordination and fostering collaborative partnerships with international and regional institutions. Also leadership.
Development Partners	Multilateral, Bilateral and Philanthropic donors UN agencies have a mandate to work with regional governments in supporting EDE Private sector plays a critical role in investing to expand opportunities, financial services, communications etc. NGOs, CBOs	By working alongside government Private sector investment in sectors such as the tourism industry, communications, etc. Implementation of projects and programs with communities Increasing funding to support a scale up of priority response interventions e.g. the HSNP
Inter-Ministerial Coordination Committee (ICC) – EDE	To ensure a strong linkage between GoK and other actors at national level	Policy implementation and review; providing oversight for implementation

WHO	WHY	HOW
	Is governed by the ASAL Cabinet Sub Committee and provides policy, strategic support to the ASAL Development Secretariat Council (ASAL Secretariat)	
ASAL Secretariat	Responsible for overall vision for the sustainable development of the ASALs The ASAL Secretariat will coordinate sustainable and long-term EDE interventions	Research, knowledge management, fostering collaboration with state and non-state technical institutions at the national and regional level
NDMA	Once operationalized with appropriate capacity, is proposed to be the main institution charged with the coordination of the EDE Program	Providing early warning information, liaison with relevant government ministries as well as other stakeholders shown in the figure above.
ASCU	In the meantime, will continue providing support and platform for the ASAL-Secretariat to coordinate EDE programs	Drives the reform process in the agricultural sector and monitors the implementation of the activities of the sector strategies.
Sectoral ministries directly dealing with EDE	Implementation of multi-sectoral interventions aimed at EDE	Sectoral plans and strategies are coordinated and harmonized to implement the Vision 2030 Northern Kenya Development Strategy; the ASDS, CCRS, etc.

WHO	WHY	HOW
KFSM/KFSSG	Will be an arm of the NDMA and will continue to bring	Planning/Information sharing; coordinating short and long rains assessments
	together stakeholders involved in food security and drought management in Kenya	
County Drought Management Committees	To develop Country Drought Management Strategies	By pulling together Constituency/District drought management plans and strategies
District/Constituency Drought Steering Groups	They provide a strong link with the community level, where the effects of the drought are felt most	Collecting early warning data and information for planning and decision-making at that level.
Community groups, e.g., Community disaster risk-reduction committees or Water User Association Groups	Communities are not passive observers but are active participants in matters that affect their lives and livelihoods and must therefore be involved in EDE initiatives from the onset.	Community resource mobilization, community-based drought contingency planning, implementation of drought management projects and activities, participation in M&E of drought management activities.

7.0 Reporting, Monitoring and Evaluation

The complexity of the program calls attention to the need to establish a carefully planned reporting and Monitoring and Evaluation (M&E) system. The system will be linked to all of the programmatic and project details needed to implement the CPP into an action plan, and the subsequent projects at the local, national and regional (IGAD) levels. The M&E system will assure learning and sharing of credible data, information and knowledge. The system will be centralized, in a portal approach at the NDMA and linked to the ASAL Secretariat.

8.0 Financing Framework

Financing for ending drought emergency should aim at supporting interventions that prevent the recurrence of crises, once the underlying causes are understood. In addition, support for strengthening the capacity of pastoral communities to cope with the effects of the shocks and to adapt to the changing nature of the shocks by building resilience is equally critical. Such targeted investments will reduce the need for and the cost of large-scale emergency response. At the same time, those willing to commit investment funds for the identified interventions should be assured of the necessary guarantee of probity that the funds will be directed to the priority areas of greatest need and managed in an accountable and transparent manner.

An effective institutional framework to supervise and ensure a coordinated mechanism to facilitate multi-sectoral development in northern Kenya and other arid lands is critical. This is the promise in the Vision 2030 Northern Kenya and Other Arid Lands Development Strategy, although evidence exists that approaches to interventions are still project-based rather than institutionalized. Adopting a coordinated institutionalized approach will reduce transaction costs and enhance the cost-effectiveness of the desired interventions.

The source of funding for the sustainable long-term solutions to drought include regional development funds through IGAD, medium-term expenditure framework (the government budgeting process for public resources), private sector, development partners, funds at county level and communities.

The National Drought Disaster Contingency Fund (NDDCF) will make finance available for rapid non-food response earlier in the drought cycle.

88 The NDDCF will ensure transparent and accountable management of funds, which will be released according to clear technical triggers that are objectively determined by drought conditions. Evidence of probity and due diligence will facilitate the flow of donor funds directly to Kenya thus reducing transaction costs. The Kenya Government, Development Partners and other agencies will replenish the Fund.

8.1 Resource requirements

A five-year indicative budget for the EDE Program has been developed, taking into account the six strategic responses contained in Vision 2030. The sources for the budget figures are the available documents at the time of writing the report. These figures need to be verified and adjusted once the specific activities to be undertaken for each project has been established and costed. The Summary budget is given in

Table 5. The detailed budget, by project is in Annex I. Approximately KShs. four hundred and fifty three billion (453 billion) will be required over the five-year period to implement the program. It is expected that there will be concerted efforts by all actors (Community, public, private and development partners) to mobilize resources and implement the program.

Table 5: Indicative summary budget over 5 year period (Billion KShs.)

Strategic Response Area	Budget	Commitments	Funding gap
1. Peace and security	11.4	4.6	6.8
2. Humanitarian relief (incl. EHRP for one year only)	25.6	11.3	14.3
3. Infrastructure	237.6	15.3	222.3
4. Building human capital	15.5	4.7	10.8
5. Sustainable livelihoods	132	57.4	74.6
6. Coordination and Institutional Framework	30.4	3.1	27.3
7. Drought disaster response Contingency fund	-	-	-
TOTAL	**452.5**	**97.1**	**356.1**

The columns on Commitments and Funding gap are calculated based on available Government budget estimates and current documented donor support.

Annex 1: Summary 5-Year Indicative Budget for Implementation of the Country Programme Paper on Ending Drought Emergencies in Kenya (Million Kshs.)

Elements of Strategic Response / Projects	Cost Year 1 (million Kshs)	Cost Year 2	Cost Year 3	Cost Year 4	Cost Year 5	Total
1. Peace and human security						
Support for development and institutionalization of a coherent and capacity building strategy for peace and conflict resolution and prevention	189	189	170	170	153	871
Support for the establishment and strengthening of community-led institutions, processes, and actions	626	701	701	701	701	3430
Support for the improvement of deployment capacity of law-enforcement agencies and the police force to enhance security.	1245	1121	1121	1121	1121	5729
Support for the development of effective systems of monitoring conflicts and trends within and across the borders for timely response including curbing influx of SALW and aliens/immigrants	283	283	281	281	281	1409
Sub-Total	**2,343**	**2,294**	**2,273**	**2,273**	**2,256**	**11,439**
2. Humanitarian relief						
Creation and Maintenance of Early Warning Systems	270	243	243	243	243	1242
Support and Maintenance of Social Safety Net Programs	153	138	138	138	138	705
Initiating and support of youth empowerment programs	80	80	80	80	80	400
Supporting traditional coping mechanisms	80	80	80	80	80	400
Strengthening the Meteorological Monitoring and Reporting Capabilities in ASALs	90	90	90	90	90	450

Elements of Strategic Response / Projects	Cost Year 1 (million Kshs)	Cost Year 2	Cost Year 3	Cost Year 4	Cost Year 5	Total
Unfunded elements of the 2011 Emergency Humanitarian Response Plan (EHRP) (one-off)	22440	-	-	-	-	22440
Sub-Total	**23,113**	**631**	**631**	**631**	**631**	**25,637**
3. Climate-proofed infrastructure development						
Priority road infrastructure development	15500	15500	14074	12667	11400	69141
Mapping well-established settlements lacking hard infrastructure (one-off)	227	-	-	-	-	227
Expansion of road network (feeder roads)	300	300	270	243	219	1332
Construction of strategic multipurpose dams	81,353	37828	29875	2500	2300	153856
Energy connection to national grid, harnessing solar and wind and biogas energy	2600	2600	2340	2106	1895	11541
Developing and equipping markets with adequate necessary facilities	190	190	190	190	190	950
Support the development and expansion of ICT infrastructure	120	96	96	96	96	504
Sub-Total	**100,290**	**56,514**	**46,845**	**17,802**	**16,100**	**237,551**
4. Building Human Capital						
Increase access to health facilities with trained personnel	877	877	877	877	877	4385
Operationalize the National Commission on Nomadic Education (NACONEK)	135	135	135	135	135	675
Increase participation rates in all sectors of education and training in the ASALs	1,475	1475	1475	1475	1475	7375
Increase access to education at secondary, tertiary and university levels in pastoral areas	495	495	495	495	495	2475
Support for collaborative research and extension education for ASAL development	30	30	30	30	30	150
Support for strengthening cooperatives at county level for collective action for savings and investment	90	90	90	90	90	450
Sub-Total	**3,102**	**3,102**	**3,102**	**3,012**	**3,102**	**15,510**

Elements of Strategic Response / Projects	Cost Year 1 (million Kshs)	Cost Year 2	Cost Year 3	Cost Year 4	Cost Year 5	Total
5. Sustainable livelihoods in a context of climate change						
Establishment of sustainable irrigation projects along the main rivers	15400	1389	1250	1125	1013	20177
Rehabilitation and sustainable management of existing water sources	84	84	84	84	84	420
Support for the development of water, sanitation and hygiene in ASALs	60	60	60	60	60	300
Develop Water harvesting infrastructure in rangelands, for pasture, fodder and crops	333	300	270	243	219	1365
Reactivation and Development of water points, feeding points, disease surveillance and control centers along stock routes and grazing areas	333	300	270	243	219	1365
Rehabilitation, Development and Management of Export Quarantine Zones (Disease Free Zones) Livestock Disease Control	15,422	13880	13880	12492	12492	68166
Developing water and feeding points in parks and reserves	20	20	20	20	20	100
Livestock value chain development facilities (cold storage, processing and transport).	2079	1871	1871	1684	1684	9189
Support Pastoralists and Agro-pastoralists to access to input and output markets-through cooperatives/associations	425	425	425	425	425	2125
Financial services and small business support	16	16	16	16	16	80
Support for Rangeland management activities	90	90	90	90	90	450
Support for Environmental Protection Activities	60	60	60	60	60	300
Implementation of the National Climate Change Response Strategy and Plan	20	20	20	20	20	100
Support for pastoral group activities	17450	1571	1414	1273	1146	22854
Support and upscale dryland forestry	120	108	108	108	108	552

Elements of Strategic Response / Projects	Cost Year 1 (million Kshs)	Cost Year 2	Cost Year 3	Cost Year 4	Cost Year 5	Total
Support and upscale alternative livelihoods (honey, gums and resins essentials, wood carvings/ecotourism	560	560	560	560	560	2800
Support the maintenance of one strategic food reserve for ASALs	120	120	120	120	120	600
Support and enhance fisheries industry	120	120	120	120	120	600
Support and upscale fodder/forage production and storage seed building and dissemination	120	120	120	120	120	600
Sub-Total	**52,832**	**21,114**	**20,758**	**18,863**	**18,576**	**132,143**
6. Sector-wide Coordination						
Multi-sector and multi-agency coordination	118	118	118	118	118	590
Support establishment and operationalization of the NDMA and its structures to the grassroots level	586.5	586	586	586	586	2930.5
Support the institutionalization of the ASAL Secretariat within appropriate GoK Structure	500	500	500	500	500	2500
Support to the National Drought Contingency Fund	4675	4675	4675	4675	4675	23375
Support to Regional Disaster Risk Reduction Initiatives under IGAD, EAC and COMESA e.g. regional trade, TADs, CEWARN Protocol, etc	200	200	200	200	200	1000
Sub-Total	**6,079.5**	**6079**	**6079**	**6079**	**6079**	**30395**
TOTAL	**187,759**	**89,734**	**79,688**	**48,750**	**46,744**	**452,675**

Budget Notes

 The budget structure is based on the 6 strategic response areas, as given in the Vision 2030 and discussed at length in Naivasha with the technical team and district representatives.

 ne-year-off allocations were treated as lump sum within a year as indicated.

 A 10 to 20% reduction in budget was considered after Year 1 to reflect the start-up costs borne in Year 1 unless the budget is recurrent.

The budget presented is **an indicative budget**, which can be used as a basis for further refinement, as activities are determined to help in costing.

 Therefore, a detailed action plan needs to be developed with activities that

are associated with each ‘project’.

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