

REPUBLIC OF KENYA



COUNTY GOVERNMENT OF KITUI  
THE COUNTY ASSEMBLY  
SECOND ASSEMBLY – (FIFTH- SESSION)-2021

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COMMITTEE ON AGRICULTURE, WATER, AND IRRIGATION  
REPORT ON  
CONSIDERATION OF THE DRAFT KITUI COUNTY AGRICULTURE SECTOR  
COORDINATION AND CONSULTATION POLICY.

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Clerk's Chambers,  
Kitui County Assembly Buildings,  
P.O Box 694-90200  
KITUI.

MAY, 2021

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## **1.0 PREFACE**

**Mr. Speaker Sir,**

It is my honour and privilege to present to this honourable House, the report by the Committee on Agriculture, Water and Irrigation, on the consideration of the Kitui County Agriculture sector coordination and consultation policy.

### **1.1 Committee's mandate**

**Mr. Speaker Sir,**

The Sectoral Committee on Agriculture, Water and Irrigation derives its mandate from the provisions of Standing Order No. 190(5) and the second schedule to the Standing Orders, which define the functions of the committee as follows: -

- a) Investigate, inquire into and report on all matters relating to the mandate, management, activities, administration, operation and estimates of the assigned department;
- b) Study programs and policy objectives of departments and the effectiveness of the implementation.
- c) Study and review all county legislation referred to it;
- d) Study, assess and analyse the relative success of departments as measured by the results obtained as compared with their stated objectives;
- e) Investigate and inquire into all matters relating to the assigned departments as they may deem necessary, and as may be referred to them by the County Assembly;

- f) To vet and report on all appointments where the constitution or any law requires the County Assembly to approve, except those under Standing Order 185 (Committee Appointments); and
- g) Make reports and recommendations to the county assembly as often as possible, including recommendation of proposed legislation.

### **1.2 Committees membership**

**Mr. Speaker Sir,**

The Committee on Agriculture, Water and Irrigation as currently constituted comprises of the following members: -

1. Hon. Dr. Grace Mutua - Chairperson
2. Hon. Antony John - V/chairperson
3. Hon. Peter Kilonzo - Member
4. Hon. Philip Nguli - Member
5. Hon. Mary Phillip - Member
6. Hon. Eunice Katheke - Member
7. Hon. Velesi Musyoka - Member
8. Hon. Alex Mwangangi - Member
9. Hon. Munira Mohammed - Member
10. Hon. Jacob M. Kavolonza - Member
11. Hon. David Thuvi - Member

### **2.0 COMMITTEE SCOPE OF WORK.**

**Mr Speaker Sir,**

The Committee was tasked with the responsibility of considering the policy which seeks to facilitate coordination of agriculture initiatives

implemented by stakeholders in Kitui County to create synergy in Programs and projects and to avoid duplication of roles.

These Policy Mr. Speaker is critical for building stability in agriculture production sectors especially in allocation of resources necessary for public investment and improving agriculture-based livelihoods and promote social ecological shocks.

### **3.0 LEGAL FRAMEWORK**

This Policy is an initiative pursuant to **Intergovernmental Relations ACT (IGRA) section 23**) to establish and operationalize CASSCOM (County Agriculture Sector Steering Committee), which is a multi-stakeholder in agriculture established under **Legal Notice (No. 2 of 2012) on Establishment of Joint Committees under IGRA ACT 2012**. The establishment of CASSCOM provides a comprehensive framework to consolidate the efforts of numerous agricultural initiatives, programmes, and projects at County levels under one coordination unit.

The **Kitui County Agricultural Sector Coordination Policy**; is conceptualized in the spirit of the goal of the Agricultural Sector Development Strategy (2010-2020); to transform the current semi-subsistence dominated agriculture into a profitable, commercially oriented, and competitive economic activity; a reduction of the number of people living below the absolute poverty level to less than 25 percent, and a reduction in food insecurity to less than 30 percent of the population of Kenya.

## ACKNOWLEDGEMENT

**Mr. Speaker Sir,**

I wish to express my gratitude to the members of the committee and secretariat for his technical support. It is through their enthusiasm, tireless hard work and commitment that we credit the accomplishment of this very imperative mission.

Finally, Special mention must go to Office of the Speaker and that of the Clerk for the facilitation accorded to this honourable committee in fulfilment of its legislative mandate.

Thank You,

SIGNED .....



**HON. DR. GRACE MUTUA, (MCA)**

**CHAIRPERSON, COMMITTEE ON AGRICULTURE, WATER, AND IRRIGATION.**

DATE .....

27/04/2021

**This report is compiled by Mr. Kelvin Mumo.**

#### 4.0 HIGHLIGHTS OF THE POLICY

**Mr Speaker Sir,**

- i. The Committee acknowledges that the policy seeks to cure a very pertinent aspect in the current situation where Non-Governmental Organizations have lost interest in the County due to the dysfunctional, disjointed, and ineffective nature of management in the sector since the policies are not clearly stated.
- ii. That the policy will also assist in effective coordination to enhance professionalism, reduce unnecessary competition, tone down dissemination of conflicting messages and duplication of efforts to avoid wastage of resources.
- iii. The policy will seek to have an institutionalized mechanism for regular engagement with all stakeholders in the agricultural sector.
- iv. The policy will be used as a monitoring and evaluation framework based on multi sectoral approach through weighing effectiveness of projects undertaken through public participation.
- v. The policy seeks to be a bridge through a functional sector wide information management and established channels for information dissemination.
- vi. That the seeks to address the fact that the county has missed opportunities for synergy and resource leveraging due to lack of a policy guiding framework.
- vii. There is need for establishment of a framework to ensure effective sector wide coordination and collaboration among stakeholders.
- viii. The policy will provide a framework for supporting efficient and effective coordination and consultation for enhanced performance.

- ix. Through harnessing established sector players, the framework will seek to transform Agriculture through innovation and commercialization of the sector.
- x. The framework also seeks to transform Agriculture from a semi subsistence rural activity to a commercially viable sector coupled with research and innovations.

## **5.0 COMMITTEE OBSERVATIONS AND RECOMMENDATIONS.**

**Mr Speaker Sir,**

The Committee made several general recommendations on the policy as follows: -

1. That in allocation of resources from both the County and the development partners in the sector there should be rationalization and coordination of projects to ensure equity and equitability.
2. The county government should create an enabling environment for sector partnerships during implementation of projects
3. In implementing projects and programs in the agriculture sector the; the county government should be guided by Regional economic strengths or as envisioned in the KIVEST or any other viable feasibility study.
4. The CECM Agriculture should take necessary action to ensure full implementation of the policy
5. The coordination of value chain and value addition of agricultural activities should all be domiciled in the County Ministry of Agriculture to ensure proper coordination and efficiency.



6. To enhance project ownership and people empowerment the ministry and the stakeholders should undertake reasonable public participation.

## **6.0 CONCLUSION**

**Mr Speaker Sir,**

Agricultural policies and practices are critical for building the resilience of agricultural landscapes and agriculture-based livelihoods to social-ecological shocks and stresses, especially in developing economies such as in sub-Saharan Africa. This policy will enhance accountability and promote unified development.



Annex i

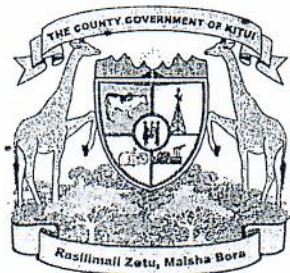
REPORT ADOPTION

We, honourable members of the Agriculture, Water and Irrigation, do hereby affix our signatures to this report to affirm our approval and confirm its accuracy, validity and authenticity: -

<u>Members</u>	<u>Designation</u>	<u>Signature</u>
1) Hon. Dr. Grace Mutua	- Chairperson	
2) Hon. Antony John	- V/chairperson	
3) Hon. Peter Kilonzo	- Member	
4) Hon. Philip Nguli	- Member	
5) Hon. Mary Phillip	- Member	
6) Hon. Eunice Katheke	- Member	
7) Hon. Velesi Musyoka	- Member	
8) Hon. Alex Mwangangi	- Member	
9) Hon. Munira Mohammed	- Member	
10) Hon. Jacob M. Kavolonza	- Member	
11) Hon. David Thuvi	- Member	



**COUNTY GOVERNMENT OF KITUI**



*Kemp*

Ministry of Agriculture, Water and Livestock Development

**DRAFT KITUI COUNTY AGRICULTURE SECTOR  
COORDINATION AND CONSULTATION POLICY**

**NOVEMBER, 2020**

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## PREFACE

Coordination Policy has been developed to facilitate coordination of agricultural sector initiatives implemented by stakeholders and consultation among them in Kitui County. It is an important milestone in the process of the realization of a transformed and commercially oriented agricultural sector for enhanced food security and improved livelihoods for Kitui people through. The Policy is in line with the objectives of both the Kenya Vision 2030 and the four (4) pillars championed by the national government which equally aspire to bring prosperity and high quality life to the people with agricultural sector as a key contributor.

The policy articulates opportunities and strengths in effective sector wide coordination and consultation, highlights challenges that should be overcome in order to unlock the potential identified in the value chain. It specifies strategies that will be pursued to realize the broad policy goal through enhanced sustainability of initiatives.

Other major agricultural sector challenges in Kitui are low agricultural productivity and production, high level of food insecurity and malnutrition, low farm income and limited access to credit, limited capacity of agricultural commodity markets locally and low prices, land degradation and climate change, weak human and institutional capacity. The drudgery in farm operations as a result of low technology application makes agriculture generally less attractive, thus tends to explain low involvement of the youth, low public and private investment in the sector.

The policy acknowledges the key role that non-state actors play to supplement government effort. It therefore, encourages collaboration and enhanced Public Private Partnerships (PPPs) in Ndengu value chain. Deliberate efforts will be made to ensure greater private sector participation with the Government largely playing facilitative, regulatory and enabling roles.



Hon. Emmanuel Kisangau  
CECM/Minister  
**Agriculture, Water and Livestock Development**

#### **FOREWARD**

In the devolved system of governance the constitution assures the people provision of proximate and easily accessible services. The crops and livestock husbandry functions are devolved agricultural services which should be effectively and efficiently performed in order to live up to this constitutional requirement. There is thus need for effective coordination and collaboration among stakeholders.

This document therefore provides a framework for supporting efficient and effective coordination and consultation for enhanced performance. The sector is now better placed as a key contributor to sustainable food production, income generation and nutrition security for the people of Kitui.

The main focus for coordination and consultation among players shall be the following thematic areas;

- Food, nutrition and income security
- Policy, coordination and consultation regulations
- Agricultural Advisory Services (extension) and Capacity Building
- Natural Resources Management and Mainstreaming Climate Change
- Agricultural Projects, Monitoring, Evaluation and Learning

I wish to thank the departmental technical committee led by Deputy Director, Agriculture, Mr. Francis N. Kitoo and the County Policy Development Committee which has worked tirelessly to ensure that Ndengu policy becomes a reality for Kitui County. My sincere gratitude goes to Dr. Temi Mutia, Rachel Osendo, Francisca Kyui, Nzungi Ngwele, Georgina Musembi, Francis Mutuku, Paul Kimwele and Michael Olage for their sacrifice and immense contribution towards the development of this policy.

Mr. James Songolo Mbi

**Chief Officer - Agriculture & Livestock Development**

## **ABBREVIATIONS AND ACRONYMS**

- ASDSP**-Agricultural development support programme
- ASDS**-Agricultural Sector Development Support Programme
- ASDS**-Agricultural Sector Development Strategy
- AU**-African Union
- CAADP**-Comprehensive Africa Agricultural Development Programme
- CECM**-Chief Executive Committee Member
- COMESA**-Common Market for Eastern and Southern Africa
- DMIS**-Data Base Management Information System
- EAAP**-Eastern Africa Agricultural Productivity Project
- ECOWAS**-Economic Community of West African States
- ERS**-Economic Recovery Strategy
- FAO-UN**-Food and Agriculture Organization of the United Nations
- IGAAD**-Intergovernmental Authority on African Development
- KALRO**-Kenya Agriculture and Livestock Research Organization
- KEBS**-Kenya Bureau of Standards
- KNBS**-Kenya National Bureau of Standards
- MOU**-Memorandum of understanding
- PPP**-Public Private Partnerships
- PRSP**-Poverty Reduction Strategy Paper
- SADC**-Southern African Development Community
- SDGs**-Sustainable Development Goals
- IF**-Stakeholders Forum
- SRA**-Strategy for Revitalizing Agriculture

• WWW-World Wide Web

## EXECUTIVE SUMMARY

This policy takes into account requirements of the Kenya constitution 2010 on equity, effective and efficient delivery of services to the people. The County government of Kitui through the department of Agriculture, Water & Livestock Development cannot realize this constitutional obligation unless the sector players are effectively coordinated and regulated. The coordination and consultation policy seeks to enhance and promote professionalism, reduce unnecessary competition, tone down dissemination of conflicting extension messages to clients, duplication of efforts and wastage of resources. The overriding challenge here for both public and private sector extension provision is the modality for mobilization of sufficient resources in a common pool for coordination and yet this is a core role of government. There is therefore need for establishment of a framework for effective sector wide coordination by bringing together all sector players in the county. In order to do this, the following policy interventions are proposed;

- (i) Strengthen policy, legal and regulatory framework
- (ii) Strengthen institutional Capacity for integration and harmonization of sector service delivery
- (iii) Promote collaborative research to determine Community needs and gaps
- (iv) Strengthen identification, profiling and Mapping of stakeholders
- (v) Enhance Information Management and Communication
- (vi) Strengthen Coordination, Collaboration and Networking

## **CHAPTER ONE: INTRODUCTION**

Kitui County is the third largest County located in south eastern part of Kenya. It borders Machakos and Makueni Counties to the West, Tana River County to the East, Taita-Taveta to the South, Embu and Tharaka-Nithi Counties to the North. Administratively, the County is divided into eight (8) sub-counties namely; Mwingi North, Mwingi West, Mwingi Central, Kitui West, Kitui Rural, Kitui Central, Kitui East and Kitui South; which are further sub-divided into 40 wards. There are 247 County villages established through the Kitui County Villages Act of 2015. The desk review of County records demonstrate that the highly unpredictable rainfall patterns make rain fed agriculture undependable and as a result, crop failure occurs about four times in every 10 years predisposing citizens to food insecurity. The fragility of Arid and Semi-arid Lands (ASAL) ecosystems and livelihoods on the face of Climate Change and variability is an additional factor which creates need for a carefully planned and a well-coordinated agriculture sector.

### ***1.1 Background Information***

Coordination is a key activity under the organizing function of management which involves assembling and bringing together the resources (human, financial, physical, informational, and other resources) needed to achieve organizational goals (Bateman & Zeithml, 1998). Broadly speaking, management has four functions namely planning, organizing, leading and controlling. The department of agriculture and Livestock development performs fairly on planning, leading and controlling sector operations but dismally performs the organizing function of management with regard to coordination.

The function of agriculture has significant internal, regional and global connectivity which make effective coordination and consultations necessary. At the global level agriculture sector is coordinated within the United Nations Organizational structure and systems, and through other international relations structures. The Food and Agriculture Organization

(FAO) is an agency of the United Nations that leads international efforts to eradicate hunger. Pursuant to this, the FAO Representation in Kenya was established in 1977 to work with the Government of Kenya (GoK) to help build a food-secure country, free of hunger and malnutrition, where food and agriculture contributes to improving the living standards of all, especially the poorest, in an economically, socially and environmentally sustainable manner.

The function is in the same way regionally coordinated through structures anchored on the African Union (AU). They include; the East African Community (EAC), Economic Community of West African States (ECOWAS), Common Market for Eastern and Central Africa (COMESA), Intergovernmental Authority on African Development (IGAAD), New Partnership for African Development (NEPAD) for African peer review Mechanism, Southern African Development Community (SADC). The global and regional coordination of the function facilitate strategic pest and diseases control, sharing of research outcomes, technology, markets, knowledge of regional and global threats, proven best practices and integration of frameworks into local sector policy, legal and regulatory Frameworks.

In Kenya the agricultural sector plays a key role as an economic and social driver of development but has not realized full potential due to coordination challenges (ASDS 2010-2020). The sector is at centre stage in the implementation of the 'Big 4' Agenda, Vision 2030 and Sustainable Development Goals (SDGs). The realization of these policy goals depends on the extent to which Agriculture sector initiatives (policy measures, programmes and projects) are established and managed to achieve specific outcomes. The national Government in the year 2012 commissioned a study on public funded agriculture sector programmes aligned to continental goals. It revealed that 360 programmes were implemented, but weak coordination was an impediment to achieving results. It means that programmes were not implemented in a way that would provide harmony and equity (GoK, 2012).

The National Government has made three major attempts at coordination of programmes and consultation with stakeholders in the sector since 2010. The first coordination attempt was aligned to the Agricultural Sector Development Strategy (ASDS) in 2010 therefore was not devolution compliant. This was followed by the Ministry of Agriculture, Livestock and Fisheries Transformation Initiative (MoALF TI in 2014 – 2016) but was none inclusive of county Governments and had no operational structures for stakeholders' engagement. The draw back lay in disjointed coordination based on different structures, instruments on governance, overall coordination, technical coordination, stakeholder inclusion, planning and operational plans. The scenario set stage for establishment of a more inclusive and integrated structure in the year 2017. The establishment of the Joint Agriculture Sector Consultation and Cooperation Mechanism (JASCCM), thereby necessitating an automatic need for County Agriculture Sector Coordination and Consultation Mechanism (CASCOM). This is the background that informs formulation of this policy to create a legally supportive environment for sector wide coordination and consultation in Kitui County.

#### **1.1.1 Historical Perspective on lower level sector coordination**

At the lower levels of Government during the past constitutional dispensation, there were many attempts to coordinate the programme implementation by bringing these stakeholders together through participation in various administrative structures in the past political dispensation. This coordination model revolved around the leadership of heads of provincial administration at various levels of bureaucracy. The structures that have been used for this purpose included the District Development Committee (DDC), District Steering Group (DSG) and Agricultural Committees and Boards. The District Development Committee as a coordination structure was based on District Development Plan (DDP) as the blue print although there were gaps in terms of Projects alignment to the DDP.

The DSG brought together sector related players in food security assessment, reporting, provision of relief services and prioritization of Resilience building programmes purely for purposes of Disaster Risk Reduction (DRR). The coordination efforts through these state



initiated structures, positively served context specific functions but they lacked necessary framework and legal capacity to provide efficient and effective sector wide coordination.

The best attempt to coordinate the sector was made during the National Agriculture and Livestock Extension Programme Phase II (NALEP). The programme design included a coordination mechanism inherent in its Implementation Framework. The (NALEP-IF) tried to bring farmers on board as the actual owners of the development implementation process with public and private service providers giving technical guidance as stipulated in the Poverty Reduction Strategy Paper (PRSP) 2001.

The NALEP-IF included stakeholders' Forum at all levels beginning with the National, Provincial, District and the Division. The Divisional teams served as the actual implementers in touch with Focal area development committees and Common Interest Groups (C.I.Gs) which would finally coalesce into cluster common interest Groups (CCIGS). The implementation of NALEP in Kenya commenced in the year 2000. However, the programme implementation in Kitui started during the programme phase II in 2006 but the collaboration and coordination pillars were not adopted and established in the County to a stable self-sustaining and perpetuating level.

Therefore, the County government inherited a sector with many discrete and weakly coordinated players. This was at a time ASDSP Phase I was coming in to take sector wide coordination to the level that would actualize agricultural sector transformation to a commercially oriented sector in line with ASDS 2010-2020 and vision 2030.

## ***1.2 Justification***

Kitui County has a population of 1,123,401 (KNBS 2019) over 80 per cent of which are rural dwellers deriving their livelihoods from agriculture. The County has an estimated human development index of 0.481 which is below the national average of 0.555 and 62 per cent of residents live below the poverty line (KNBS 2019). The County Government of Kitui has

for the last six years funded development programmes to the tune of Kshs. 5,656, 556,547 according to departmental budget records. This translates to per capita allocation of Kshs 5,035 during the period (MoAWLD, 2020). The departmental records further show that at any one time there are at least 35 agricultural sector stakeholders implementing different initiatives discretely while targeting to solve the same problems at a cost of approximately KES 300 billion without significant achievement over the years in the County. (Quote Source):

The millennium Development Goals target of halving the number of the poor by the year 2015 was badly missed in the County for despite the efforts, poverty index only moved down two (2) percentage points from 64 per cent (KNBS,2009) to 62% (KNBS, 2018). There are many genuine players but in the absence of effective sector coordination, unscrupulous individuals running brief case entities thrive in the County.

The County therefore suffers impact of missed opportunities for synergy and resources leveraging, duplication of effort, inequitable distribution and over concentration of resources in some places at the expense of others. In the devolved system of governance, the constitution assures the people provision of proximate and easily accessible services. The crops and livestock husbandry functions are devolved, agricultural services which should be effectively and efficiently performed in order to live up to this constitutional requirement. There is thus need for establishment of framework for effective sector wide coordination and collaboration among stakeholders in the County.

This policy therefore provides a framework for supporting efficient and effective coordination and consultation for enhanced performance. The sector will therefore contribute to sustainable food production, income generation and nutrition security for the people of Kitui.

### **1.3 Policy goal**

The broad goal of this policy is to promote an effectively coordinated and integrated sector for transformation of agriculture from semi--subsistence into an innovative commercially oriented industry for income generation, wealth and employment creation through linkages with other sectors of the economy.

#### **1.3.1 Specific goals**

in working towards an effectively coordinated and integrated sector, the policy envisions the attainment of specific goals. The policy aims to have:

- 1) Functional legal and regulatory frameworks for engagement with stakeholders;
- 2) Competent institutions delivering services in an integrated and harmonized sector;
- 3) Complete community needs and gap assessment reports;
- 4) Availability of ~~up to date~~ up-to-date stakeholders inventory and spatial distribution maps;
- 5) Functional sector wide information management and Communication systems and structures; and
- 6) Efficient and effective engagement mechanism.

### 3.2.1. Main Objective

The main objective of this policy is to create a ~~policy~~ legal and regulatory Framework that will ~~for increasing~~ promote efficiency and effectiveness of programmes and projects implementation through effective coordination, collaboration and consultation.

### 3.2.2. Specific objectives

- 1) To establish specific policy, legal and regulatory frameworks to facilitate the engagements with agriculture sector stakeholders.
- 2) To facilitate coordinated institutional capacity building that will to-harmonize sector service delivery through qualified stakeholder personnel who are equipped to deliver their specific mandates.
- 3) To determine and document community needs and gaps that will provide records to inform to guide stakeholders' engagement.
- 4) To identify, profile and map all sector stakeholders, service providers and their interests towards enhancing oversight of activities undertaken.:-
- 5) To establish and facilitate information management and communication systems to enhance information sharing, efficient decision-making and efficient decision making information sharing.
- 6) To facilitate continuous sector engagement with stakeholders for efficient service delivery and promote sustainability of initiatives.

Policy Guiding Principles

The policy ~~recognises~~recognizes and shall endeavor to uphold the national values and principles of governance that are espoused in Article 10 of the Constitution of Kenya. The Policy will act as a vehicle to deliver the vision, mission, objectives and goals of the sector. The principles of equity, good governance, integrity, transparency, accountability, participation, adherence to the rule of law and sustainable development shall anchor the ~~cructures~~ structures and activities undertaken towards implementing and actualizing the Policy. In line with this, the Policy is guided by the following specific principles:~~The policy recognizes and upholds the national values and principles espoused in article 10 of the Constitution of Kenya, 2010. The policy seeks to enhance the principles of integrity,....~~

The policy is informed by following principles:

Transparency and accountability: The policy upholds the values of transparency, accountability and good governance. To this end, the policy will establish transparent and inclusive mechanisms for its implementation.

Sectoral collaboration (teamwork): Establishing collaborative approaches in all activities shall enhance sectoral responsiveness in the implementation of the policy by harnessing synergetic forces of all sector players.

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Cooperation: The policy will develop mechanisms for working partnerships between all sector stakeholders at the county level, and further enhance supportive relations with the national government.

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Mutual respect and separation of roles: All players in the sector have independent mandates to carry out assigned activities in line with the sector needs. The sector shall work towards creating a legislative instrument that anchors the powers and mandate of all sector players in law.

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Equity in Allocation of resources and service delivery: In all sectoral activities, the ministry shall ensure equitable distribution of resources and accessible service delivery in all regions of the county.

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## CHAPTER TWO: SITUATIONAL ANALYSIS

### 2.1 Introduction

The economy of the County is mainly dependent on Agriculture sector, which contributes significantly to rural employment, food production and rural incomes. The level of food self-sufficiency in the County is 51 per cent, however approximately 10 percent of the entire

population is absolutely food insecure. The sector plays a major role by contributing about 87.3 per cent of the income earned by the rural population. The main challenges which still need attention in the sector are low agricultural production and productivity, inadequate entrepreneurial skills, inappropriate and inadequate market access and linkages and weak coordination mechanisms (County SIVCAP, 2018).

The main means of targeting beneficiaries is through provision of agricultural extension advisory service in order to transform livelihoods. This service is delivered through a network of service providers including public, private, civil society and research institutions. And yet, there is no framework for coordination of capacity building by service providers. The weak institutional arrangement for service provision leads to intra and extra departmental competition and conflict of roles. There is as a result lack of functional harmony between technical officers in charge of devolved units and their counter parts in county Department of Administration and Coordination of County affairs, duplication, overlap of services and wastage of resources. The main agricultural value chain activities in the County include input supply, crops and livestock production, marketing and processing of agricultural produce in the interest of public policy economic growth and development objectives. Pursuant to this many programmes have been implemented in the County since the Swynnerton development plan of 1954 through the use of different agricultural extension approaches and methods. The programmes and projects so far implemented in the County according secondary date review include; Train and Visit, National Extension Programme II, Kitui Integrated Development Programme, National Agriculture and Livestock Extension Programme (NALEP), Agricultural Sector Programme Support (ASPS), Decentralized Agricultural Support Structures (DASS), Agricultural Sector Development

Support Programme (ASDSP), Kenya Cereals Enhancement Programme-Climate Resilient Agriculture and Livelihoods (KCEP-CRAL), National Agriculture and Rural Inclusive Growth Project (NARIGP), Small Scale Irrigation and Value Chain Programme (SIVAP) among others. Other collaborators that have made distinctive contributions in the County agricultural development arena are international organizations; Danish International Development Agency (DANIDA), Swedish International Development Agency (SIDA), Food and Agriculture Organization of the United Nations Kenya (FAO-UN), German Technical Cooperation (GTZ/GIZ), Japan International Cooperation Agency (JICA), Action Aid, World Vision, United Nations Children Programme (UNICEF), United Nations Development Programme (UNDP), World Food Programme (WFP), Non-governmental organizations (e.g. Catholic Diocese of Kitui, Adventist Development and Relief Agency (ADRA), Farm Africa, World Vision), community based organizations, national societies and associations; the Kenya Red Cross Society among others.

The weak coordination obtained because most projects and programmes formed coordination structures for their implementation and thus were active during project life but lack needed beneficiary ownership, transitory financial muscle and sustainability strategy. The sector therefore continues to have many stakeholders intervening in various development aspects without efficiency and effectiveness in service delivery as a result of weak coordination and insignificant achievement. In devolution context, various departments have internal units serving public relations rather than external communication purpose for sound sharing of Government policy position. This is the background that gives the impetus for formulation of a policy that will provide a framework



for coordination and consultation between the department, other sector stakeholders and Service Providers in the County.

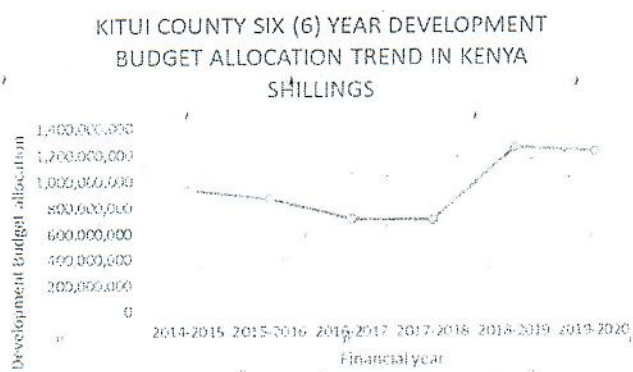
## ***2.2 Achievements***

There are many organizations discretely involved in all the Agricultural sector value chain nodes (target groups, producers, traders, processors, financial institutions, transporters, academic and research institutions, regulatory institutions, development partners and the national government) the County without an institutionalized mechanism for regular engagement. The County Executive Community Member in charge of the sector upon assuming office identified this gap and initiated the formation of a mechanism for coordination of initiatives (projects /programme) and consultation among players. Consequently a select committee was commissioned to oversee the formation of a framework for engagement in the year 2014 within the implementation framework of ASDSP I. The multi-stakeholder Committee of members from county department of Agriculture, Water and Livestock Development, Action Aid, Caritas Kitui, European Union Coordination (EUCORD), Farm Africa, Food and Agriculture Organization of the United Nations, National Drought Management Authority (NDMA), World Food Programme (WFP), World Vision, came up with a working paper and guidelines which was still below the threshold requirement of a policy, legal and regulatory framework.

The County Government continues to fund different development projects and programmes in the sector with stakeholders playing complementary roles formalized through Memoranda of Understanding and letters of agreement. The programmes aim at transforming livelihoods through resilient building by provision of inputs and insurance services, capacity building on production and productivity enhancement, financial services, postharvest handling and management, disease and

pest control, and value addition, commercialization, market access and linkages, and provision of grants.

*The County Department of Agriculture, Water and Livestock Development: Development Budget allocation trend*



*Fig. 1: Development Budget allocation trend*  
*Source: County Directorates of Agriculture, Water & Livestock Development, 2020*

### ***2.3 Coordination and Consultation challenges***

The situation analysis has identified main sector coordination and consultation challenges in the county. The analysis outcome is re-enforced by the findings of the County Strategic Integrated Value Chain Action Plan (SIVCAP, 2018) developed by the Agricultural Sector Development Programme (ASDSP II, 2018-22) prior to commencement of the programme phase II. Therefore, the priority challenges that require policy measures (intervention) in the agricultural sector wide coordination and consultation are the following;

#### **(i) Lack of legal and regulatory framework for engagement with stakeholders**

The policy, the Coordination Act of the County Assembly of Kitui and other subsidiary regulations are needed to lay legal foundation for funding and other functional requirements for operation. The lack of this framework is a critical departmental weakness which is clear in the situation analysis. The department of Agriculture and Livestock Development should ride on the existing political good will of the County Government which views agriculture sector favourably as key to facilitating economic development by providing food and nutrition security, raw materials for industry, high quality life, wealth, employment creation and poverty reduction for the people of Kitui through efficient use of available resources. Therefore enhanced coordination will improve efficiency and effectiveness in departmental service delivery so as to realize the mandate. This can only be achieved when legally established structures are put in place to enhance departmental competence to serve coordination purpose effectively.

#### **(ii) Inadequate institutional Capacity to integrate and harmonize sector service delivery**

The Weak institutional capacity of the Department of Agriculture and Livestock Development emerges in SWOT analysis and in plenary engagement as a key factor which hinders sector wide

coordination. It compounds lingering issues of low agricultural production and productivity, low entrepreneurial skills, inadequate value addition and inadequate market access and linkages (COUNTY SIVCAP, 2018) by over concentration in certain value chains, value chain nodes and sections of the County at the expense of others despite significant investment in programmes. The plenary attempted to describe manifestation of tensions some of which affect the capacity of the department to integrate and harmonize sector service delivery as follows;

**a. Intra-departmental tensions**

The lingering historical perspective on the separation of roles between District Agricultural Officer (DAO), District Livestock Production Officer (DLPO) and District Veterinary Officer (DVO) in the previous system of dispensation and disciplinarian difference continue to compound tensions. These distinct offices are now combined under the Sub-county Agriculture and Livestock Extension Officer (SCALEO) who is either an agriculturalist, a livestock production expert or a Veterinary Doctor. The horizontal working relationships between SCALEO, Sub-county Veterinary Officer (SCVO) and Livestock Production Officer (SLPO) is thus strained by the attitude towards the vertical working relationships.

**b. Inter-departmental tensions**

There is often tension between departmental heads of the department and their counterparts in charge of administration from County Ministry of Public Service Management and Administration. The administrators are legitimately in charge of coordination of County government affairs, while the department of Agriculture and Livestock Development also need to discharge own mandate. The mandate of Agriculture, Livestock Development and Fisheries is performed through provision of technical Agricultural Advisory service, Agricultural Extension services, provision of inputs and

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grants to beneficiaries by national government, county Government of Kitui and sector stakeholders:

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#### ~~(a) National government implementation activities~~

~~The national government programmes existing within the County executive implemented by the County Government staff and overseen by the national Programme coordination units through Joint Agriculture Sector Coordination Mechanism (JASCOM) come with predetermined implementation structures which are not responsive to local level needs. Their County level coordination units are compartmentalized (disjointed) making information sharing or joint planning difficult. Had yet, they are duplicating efforts while providing the same target groups with the same messages in the same value chains. The same applies to other stakeholders implementing projects in the County with some passing contradicting technical agricultural advisory messages. There are also diverse and non-uniform approaches to community entry and mobilization when targeting. This is to say that during targeting some players give some tokens which influence participation and focus at times on token rather than the message while others do not. This has created dependency syndrome and an attitude which needs to be dealt with~~

#### **(ad) Community level vested interests**

In the absence of legally institutionalized sector coordination mechanism, manipulation of beneficiary targeting by gate-keepers and opinion leaders with strong political influence continue to frustrate efforts to achieve equitable distribution of resources. The manifestation of this factor ensures that in distribution of inputs, grants and even programme or project location, the same individuals are always in the picture or else they frustrate the implementation of the initiatives.

**(iii) Inadequate Community needs and gaps assessment reports for stakeholders' engagement**

One of the opportunities identified by the situation analysis is availability of many willing partners to complement Government effort and supportive stakeholders in the sector. However, low literacy levels and high poverty rates make the target group vulnerable to manipulation by stakeholders or service providers whose intentions are to achieve their objectives at the expense Kitui people. This results in duplication of efforts, wastage of resources, low technology up take and exploitation by market intermediaries among other bad practices. The County Government of Kitui through the department of Agriculture, Water and Livestock Development must therefore facilitate structured and comprehensive farmer information availability aimed at; providing accurate, and up to date information on existing community needs and gaps for effective matching with stakeholders' interests and spatial distribution.

**(iv) Lack of up to date inventory of stakeholders and spatial distribution maps,**

It emerged as a critical weakness during the situation analysis that there is a policy, legal and regulatory gap limiting scope of coordination of and consultation with stakeholders. However, sustainable development of the Agricultural Sector in the County requires active involvement of all stakeholders in a structured way. There are existing stakeholders, those exiting, new entrants in specific geographical areas and potential incoming ones. Therefore profiling stakeholders, service providers, their interests and spatial distribution will be a central aspect of coordination informing key decisions in the sector.

**(v) Lack of information management systems and structures for all programmes**

The County department of Agriculture lacks Data Base Management Information System (DBMIS) for consolidating sector wide information. There are no documentation centres or

resource centres as an additional constraint to information management and sharing. Therefore, the information exists in different organizations, units, in individual officers' Personal Computers and files. The information is thus difficult to access for decision making and has high chance of loss as documents and reports.

**(vi) Ineffective engagement mechanism for entry and exit of stakeholders**

Performance of Agriculture function involves provision of technical Agricultural Extension Advisory services, inputs and grants to target groups by many players involved (NASEP, 2008). The devolved system of governance has come with increased citizens' expectations and demand for proximate and easily accessible services. There are many competing interests and motive forces as a result, which require structured decision making process at each devolved unit level.

The Department in charge of agriculture and livestock development undertakes the function of overseeing the activities of all sector stakeholders. However, the department lacks legitimate policy, legal and regulatory structures for engagement with stakeholders on structured dialogue or decision making in the sector. The structures exist during the lives of major programmes and are reliably funded for enabling implementation activities. However, when the programmes phase out the County Government has no ground to continue allocating funds for such activities without legal backing. Therefore, none existence of such structures and lack of reliable funding for inherent activities which sustain engagement with stakeholders and sector wide coordination is a major drawback to needed leadership with capability to manage entry and exit of players in the County. This gives players leeway for failure to honour signed agreements and Memoranda of Understanding (MOUs). The department continues to lose an opportunity to bring in efficiency and effectiveness in the Agricultural sector service delivery.

### ***2.4 Policy Interventions***

The agriculture function is fulfilled by provision of inputs, technical agricultural advisory services and grants to beneficiaries by sector players. This involves massive resources use aimed at transforming lives of the target groups according to the constitution requirement. The activities need effective coordination in order to achieve the intended outcome and yet, the above challenges continue to constrain effective coordination. It is against this background that the following policy interventions are proposed in order to strengthen coordination;

**(i) Provide policy, legal and regulatory framework for coordination and consultation**

The gap here emerged as a critical weakness during situation analysis. This affects efficiency and effectiveness of service delivery in the entire sector. The department of Agriculture should take advantage of the prevailing political good will which views agriculture sector as key to realization of both overarching and county level policy goals to establish policy, legal and regulatory structures facilitative of sector wide coordination and consultation.

**(ii) Strengthen institutional Capacity for integration and harmonization of sector service delivery**

The County government of Kitui shall overcome the challenge of weak institutional capacity by facilitating structures for coordination and promoting adherence to clearly defined roles and terms of reference (ToR) for all players down the devolved system. It is important to re-examine departmental work flow structure, deployment, match role with specialization so as to appreciate professionalism and its benefits. This is necessary because field challenges are increasing and farmers need to be more informed, empowered and move towards specialization. The department should embrace induction, orientation and continuous capacity



development and team building after employment and assigning new roles in order to bring harmony. In order to change historical perspective introduce change management practices, clarify all issues in writing so as to exclude ambiguities of any form in order to integrate the internal system so that it is able to coordinate the sector effectively.

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**(iii) Promote research to determine Community needs and gaps**

One of the opportunities identified in the situation analysis is that there are committed and resilient farming community in the County of 1.1 million residents with 7,400,000 acres suitable for agricultural production. However, 64 per cent of them live in abject poverty have low literacy levels. The highest level of education for 7,800,000 individuals is standard eight and only 4,684 University graduates and other tertiary level qualifications (KNBS, 2009) ~~GROUP ISSUE~~. The County Government of Kitui through the department of Agriculture, Water and Livestock Development will therefore promote structured and comprehensive beneficiary information availability aimed at keeping an up to date record of needs and gaps for realistic engagement with stakeholders intervening in the County.

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**(iv) Strengthen identification, profiling and mapping of stakeholders, service providers and their interests**

The presence of willing and supportive stakeholders ready to complement Government effort in the sector is one of the key opportunities identified which must be harnessed with precision through effective coordination and consultation. This group exist in the County uncoordinated with their target areas of interventions unmatched neatly with existing community needs and spatial gaps. The County Government through the department of agriculture water and livestock development shall employ various strategies and activities to map stakeholders and identify their target areas of intervention for matching with existing needs and spatial gaps.

**(v) Enhance Information Management and Communication**

Information management and communication are key success drivers for efficiency and effectiveness in service delivery. Access to information, availability and extent of application (technologies, markets, credit facilities, commercial requirements, standards and compliance issues) is key to enhancing and modernizing agricultural production and productivity. The department will use various strategies to promote information management and communication in order to integrate and harmonize sector service delivery.

**(vi) Strengthen Collaboration, Coordination and Networking**

The success of Agriculture sector lies in active participation of stakeholders (Private sector and other service providers). The County Government of Kitui through the department of agriculture, Water and Livestock Development will emphasize effectively coordinated collaboration, cooperation, partnerships and participation as key approaches in fostering the sector development. The County Agriculture Sector Steering Committee (CASSCOM), Kitui County Agriculture Sector Stakeholder Forum (KICASSHFO), the Technical Working Groups (TWAGs), the Professional Groups (PGs), decentralized Agriculture Sector stakeholders' decision making and advisory Committees at Sub-county, Ward and village levels of the devolved units shall be facilitated to operationalize effective coordination and consultation.

### ***2.5 SWOT Analysis***

In order to prioritize interventions an analysis of coordination and consultation operational environment was conducted so as to identify, isolate and target the most critical actions with highest impact on improving efficiency and effectiveness of service delivery. The following is therefore the presentation of the outcome of Strengths, Weaknesses, Opportunities & Threats (SWOT) analysis of the environment in which this policy shall be implemented.

*Table 1: SWOT Analysis of Coordination and Consultation Operational Environment*

<p><b>STRENGTHS</b></p> <ul style="list-style-type: none"> <li>• Political good will</li> <li>• Experienced and qualified technical staff</li> <li>• Established administrative and work flow structures</li> <li>• Complete staff deployment</li> <li>• Existence of GIS Laboratory</li> <li>• Availability of information sharing system</li> <li>• Availability of standard approaches</li> <li>• Committed and resilient farmers</li> </ul>	<p><b>OPPORTUNITIES</b></p> <ul style="list-style-type: none"> <li>• Existence of overarching policies and laws</li> <li>• Existence of supportive stakeholders</li> <li>• Technology development and availability</li> <li>• Compliant beneficiaries</li> <li>• Existence of capacity building institutions</li> <li>• Increasing interest in Agri-nutrition for healthy diets</li> <li>• Existing community structures and networks</li> <li>• High agricultural potential</li> <li>• Availability of servers in CGKTI</li> <li>• Availability of research institutions</li> </ul>
<p><b>WEAKNESSES</b></p> <ul style="list-style-type: none"> <li>• Lack of supportive institutional, policy legal &amp; regulatory Framework</li> <li>• Inadequate funding for policy and coordination</li> <li>• Weak coordination</li> <li>• Inadequate staffing of devolved units</li> <li>• Inadequate technical skills</li> <li>• Inadequate information sharing</li> <li>• Duplication of interventions</li> </ul>	<p><b>THREATS</b></p> <ul style="list-style-type: none"> <li>• Lack of co-planning</li> <li>• Changing government priorities</li> <li>• High staffing turnover</li> <li>• Vested interests</li> <li>• Low community literacy level</li> <li>• Data and hardware insecurity</li> <li>• Technology obsolescence</li> <li>• Emerging issues</li> <li>• Suspicion, dishonesty and fear of reasonable disclosure by some stakeholders</li> <li>• Declining donor funding</li> <li>• Dependency syndrome</li> </ul>

### 3.0 CHAPTER THREE: OBJECTIVES AND THE STRATEGIES AND INTERVENTIONS

#### 3.1 Introduction

The situation and SWOT analysis of the operational environment has revealed priority challenges and interventions which when implemented will have intended impact. In order to do that, this section specifies the objectives and strategies that shall deliver the intended outcome per intervention.

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*To ensure effective and efficient service delivery, support and capacity building for the development of the industry and the success of programmes and projects implementation through effective coordination, collaboration and consultation.*

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#### 3.1.1. Specific objectives

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11) *To establish policy, legal and regulatory framework for engagement with stakeholders*

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12) *To enhance institutional capacity building and harmonize sector service delivery*

13) *To determine and document community needs and gaps for stakeholders' awareness*

14) *To identify, profile and map stakeholders, service providers and their interests*

15) *To assess and identify the relationship among stakeholders and their interests*

16) *To facilitate continuous sector engagement with stakeholders*

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### 3.23 Strategies

This section summarizes the strategies that will be pursued under each policy intervention;

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#### 3.3.1 Policy Intervention: Provide policy, legal and regulatory framework;

Generating policy, legal and regulatory frameworks is central to ensuring that the goals outlined in the policy are achieved. The implementation of the policy being a critical aspect of achieving the key strategies envisioned by the sector, instant steps must be taken to put in place a futuristic legislative framework that will guide the establishment and structuring of all sector activities, and enforce the position of the department of Agriculture and Livestock Development within the County Government as the overseer and regulator of all activities undertaken by the sector players.

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#### Policy Concern

The lack of a specific policy, legal and regulatory framework has affected efficiency and effectiveness of service delivery in the entire sector. This has led to lack of clarity in the functions of sector players, duplication of efforts and inequity in the distribution of resources.

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#### Policy Objective

##### Policy Objective

To establish specific policy, legal and regulatory frameworks to facilitate the engagements with agriculture sector stakeholders.

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#### (iii) Policy Strategies

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**Policy Strategies**

Ensure the successful formulation and consequent implementation of the policy to guide the generation of statutes and regulations for the sector; ~~Policy formulation and implementation~~

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ii. Generate timelines for the formulation, and enactment of an Act to provide for the delineation of the functions of various sector stakeholders, and providing for the functions of the department of Agriculture and Livestock Development as the overall overseer of all county activities in the agriculture sector;

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**3.3.2 Institutional Capacity Building**

Capacity building involves the enablement of personnel by equipping them with the relevant skills required to carry out their functions effectively and efficiently. Currently, as much as structures are in place, there is need to continually build the capacity of sector personnel to ensure they are

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constantly adopting to sector needs as they arise and have the technical expertise to address these needs.

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**Policy Concern:**

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(iv) As the sector currently stands, there is inadequate human resource capacity and lack of enabling structures and systems to carry out capacity building. Consequently, this has created disharmony and unstructured decision-making processes and advisory systems.

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**Policy objective**  
To facilitate coordinated institutional capacity building that will harmonize sector service delivery through qualified stakeholder personnel who are equipped to deliver their specific mandates. To facilitate institutional capacity building to harmonize sector functioning and service delivery.

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**Policy Strategies**

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iii. Promote mainstreaming of cross cutting issues such as gender equality and inclusivity of youth and persons living with disabilities.

—Definition of roles and terms of reference (ToR) for all players in the devolved system within the sector.

iv.

Policy Objectives

—Resource Allocation

—Strengthening Resource Delivery to the County

—Promoting growth and development in the youth and MSMEs

iii. Strengthening County 3.3.3 **Research to determine Community needs and gaps**

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The community that comprises the people of Kitui County are the primary beneficiaries of all activities undertaken by the County through the Department of Agriculture and Livestock Development. Therefore, their concerns must be addressed and needs met through the various implementation strategies that are outlined by the policy and consequently by the laws that shall be enacted and enforced to govern the sector. To achieve the accurate representation of these needs, focused research must be undertaken to determine the needs and identify the gaps that exist.

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Policy Concern

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The existence of low literacy levels and high poverty rates in the community have left the target area a territory of manipulation by conspicuous stakeholders. This has created mistrust amongst sector players yet trust is the needed social capital for sector success and success and harmony. y...

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**Policy Objective**  
To determine and document community needs and gaps that will provide records to inform stakeholders' engagement. To determine and document community needs and gaps to guide stakeholders' engagement.

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**Policy strategies**

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i. Collaborative research be undertaken in collaboration with relevant research institutions to unlock the potential of the county agriculture sector.

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ii. Systematic and maintaining up to date records on the needs and gaps in the sector to facilitate research and analysis.

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iii. Monitor and evaluate with stakeholders' intervening in the County based on documented community needs and gaps.

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Technology application to drive innovations that will lead to a commercially oriented sector.

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Strategic objectives

Collaborative Research

Technology application

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(v) **3.3.4 Policy Intervention: Strengthen identification, profiling and mapping of stakeholders.**

The carrying out of activities in the sector has so far taken a sporadic approach with all sector players carrying out activities at their own discretion and with no oversight on the legitimacy, necessity and legality of these functions. To ensure that all activities undertaken by the sector players are legitimate, an audit must be undertaken on all stakeholders currently in the sector, and further, mechanisms must be put in place to ensure that all players in the sector are conducting their activities within the ambit of the law.

**Policy Concerns:**

There are a myriad of sector stakeholders involved in service provision. However, there is no reliable inventory of stakeholders, thereby providing a conducive environment for unscrupulous activities by errant stakeholders. This has resulted in misuse of resources, lack of accountability and difficulty in exercising oversight over sector players in the county. Further, this has led to inequity in resource distribution leaving some more advantaged than others.

**Policy Objective**

To identify, profile and map all sector stakeholders, service providers and their interests towards enhancing oversight of activities undertaken. To identify, profile and map all sector stakeholders, service providers and their

interests.

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Policy Strategies

i. Establish a structured system for entry, engagement and exit of sector stakeholders.

ii. Conduct a systematic sector wide inquiry on existing stakeholders.

iii. Generate relevant software and databases to continually store and manage information on stakeholders and their activities.

3.3.5 Enhance Stakeholder Services

- Establish systems and structures
- Enhance stakeholder satisfaction
- Strengthen regulatory and compliance of inventory

4.1. Enhance Sector Information Management and Communication

Information management systems shall aid in directing how the sector formulates strategies and develops implementation processes based on the strategies. Therefore, having systems that are adequate is at the core of the sectoral growth hence the need to invest in working and sustainable systems that will assure continued prosperity of the sector.

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(e) **Policy Concerns**

The County department of Agriculture lacks structured information management systems. This implies access to information for timely decision making difficult leading to haphazard allocation of projects and programmes with adverse consequences on equitable distribution of resources. In addition, monitoring and evaluation of projects and programmes implemented by various stakeholders has been hampered.

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**Policy Objective**

To establish and facilitate information management and communication systems to enhance information sharing and efficient decision making. ~~To establish and facilitate information management and communication systems to enhance efficient decision making and information sharing.~~

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~~enhance efficient decision making and information sharing.~~

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**Policy Strategies**

i. Designate and equip agricultural documentation and information centres at all levels of devolved units.

ii. Support the establishment of a Database Management Information System.

iii. Promote capacity building by ensuring relevant training is available to qualified professionals to help in implementation.

• Designate and equip agricultural documentation and information centres or resource centres at all levels of devolved units.

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Support the establishment of Database Management Information Systems

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(xi) **3.3.6 Policy Interventions - Strengthen Collaboration and Networking**

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The essence of collaboration lies in exploration of both formal and ~~informal~~ formal arrangements with service providers needed to ~~upscale and out scale development interventions~~ development interventions in communities. In such arrangements, each service provider is expected to identify, mobilize and tap from the diverse resource base locally and abroad.

**Policy Concerns**

Some of the activities undertaken by sector stakeholders are conducted without a governing framework to oversee collaboration and networking amongst sector players on all sector activities. Due to the lack of a guiding framework, there is no legitimate backing for financial resource allocation or facilitator engagement for same. This has led to failure of the County to hold sector stakeholders accountable for dispensing mutual agreements.

**Policy Objective**

To facilitate continuous sector engagement with stakeholders for efficient service delivery and promote sustainability of initiatives.

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To facilitate continuous sector engagement with stakeholders for efficient service delivery and sustainability of initiatives.

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delivery and sustainability of initiatives.

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## Policy Strategies

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i. Engage in Public Private Partnerships, cooperation, participation, collaboration and networking amongst stakeholders.

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ii. Engage in Public Private Partnerships, cooperation, participation, collaboration and networking amongst stakeholders.

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iii. Formulate formal structured conflict resolution mechanisms clearly indicating the procedures for initiation and resolution of complaints.

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Engage in Public Private Partnerships, cooperation, participation, collaboration and networking amongst stakeholders.

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Formulate formal structured conflict resolution mechanisms clearly indicating the procedures for initiation and resolution of complaints.

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#### 4.0 CHAPTER FOUR: INSTITUTIONAL AND LEGAL FRAMEWORK

Kitui County Agricultural Sector Coordination Mechanism (CASCOM) Policy is a county agricultural sector specific response to the constitution of Kenya 2010 and other related instruments since according to vision 2030 agriculture is supposed to play a great role in national development and therefore county development through improved efficiency and effectiveness service delivery.

#### 4.1 Legal framework

The legal framework in agricultural value chains in Kenya is intertwined with the history of modern Agriculture in the Country. The White settlers started farming in the White highlands from the year 1919, and it marked the beginning of the Kenyan economy based on agriculture as it is known today. Agriculture at that time was mainly a business of Europeans geared at producing crops and financial support sources established by various ordinances to avail raw materials for manufacturing purposes in England. The colonial agriculture sector in the colonial times was regulated by Laws known as ordinances until 1954 when the *Swynnerton plan* (the first sector strategy) was drawn to bring African land cultivators gradually on board.

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The plan was started off by enactment of a law popularly known as *poor man's law (CAP.318)* in April, 1955; an Act of Parliament to promote and maintain a stable agriculture, to provide for the conservation of the soil and its fertility and to stimulate the development of agricultural land in accordance with the accepted practices of good land management and good husbandry. The poor man's law was still skewed towards serving colonial interests with Kenyan's marginalized when it comes to high value crops and value addition. The subsequent passage of *sessional paper No.10, 1965* (African Socialism and its Application to Development Planning in Kenya) by the National Assembly solidified marginalization of ASAL and other areas by legitimizing continuation of colonial concentration of development in high potential areas.

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When the National Rainbow Coalition (Narc) Government came to power in the year 2002 the sector was in shambles while agriculture was the option in alleviating biting poverty and yet the policy, legal and regulatory environment was not supportive of the most appropriate poverty alleviation strategies lined up. The NARC Administration In 2002, the government came up with Economic Recovery Strategy for Poverty eradication, Wealth and employment creation (ERS). This triggered the Ministry of Agriculture like other Ministries to come up with a sector specific response and the ***Strategy to Revitalize Agriculture (SRA 2004-2014)*** was drawn. The strategy recognized and described the policy, legal and regulatory gaps which hindered sector progress and recommend reforms in this area.

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The ERS lapsed in December 2007 and in January 2008 matured into ***sessional paper No. 1, 2008***, the long-rangelong-range plan in Kenya-Vision 2030 which necessitated the production of another sector strategy, the ***Agricultural Sector Development Strategy (ASDS), 2010-2020*** was drawn. ***Kenya's vision 2030*** defines a policy framework and direction towards the achievement of the vision: 'a food secure and prosperous nation' this is mirrored in the county CIDP and vision; 'a prosperous county with vibrant rural and urban economies'. The agricultural sector in both circumstances through the ATGS-ASDS-CIDP link is expected to deliver the 10 percent economic growth rate to the economic pillar of vision 2030.

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~~U~~However, upon promulgation of The constitution of Kenya 2010, which formulated County governments in Kenya including Kitui found that, under Article 6 and provided for their mandate in the fourth schedule of the Constitution, bestows upon them, the function of agriculture, including; (a) crop and animal husbandry; (b) Livestock sale yards; (c) county abattoirs (d) plant and animal



disease control; and (e) fisheries at a time when the policy, legal and regulatory reform journey begun, recommended and started in the letter and spirit of SRA, 2004-2014 are far from facilitative in the circumstances. Attempts have been made to amend and repeal sections of CAP. 318, consolidate the 130 pieces of obsolete legislations identified in SRA, 2004-2014 into Agriculture and Food Authority Act, 2012 and enactment of crop Act but the County level still has to bridge policy, legal and regulatory gaps which hinder performance of the devolved functions efficiently and effectively.

Therefore, County Agricultural Sector Coordination Policy is in line with the national constitutional framework and a move in the right direction for the county in particular and the nation in general to realize the food security, wealth and employment creation. It will thus operate in tandem with various county and national level legislations and policies, some of which include;

- i. This Policy is an initiative pursuant to **Intergovernmental Relations ACT (IGRA)** section 23) to establish and operationalize CASSCOM, which is a multi-stakeholder agriculture committee established under **Legal Notice (No. 2 of 2012) on Establishment of Joint Committees under IGRA ACT 2012**. The establishment of CASSCOM provides a comprehensive framework to consolidate the efforts of numerous agricultural initiatives, programmes, and projects at County levels under one coordination unit.
- ii. **The Kitui County Agricultural Sector Coordination Policy**; is conceptualized in the spirit of the goal of the Agricultural Sector Development Strategy (2010-2020); to transform the current semi-subsistence dominated agriculture into a profitable, commercially oriented and competitive economic activity; a reduction of the number of people living below the absolute poverty level to less than 25 percent, and a reduction in food insecurity to less than 30 percent of the population of Kenya.

## 4.2 The Institutional Framework

There are many organizations discretely involved in all the Agricultural sector value chain nodes (target groups, producers, traders, processors, financial institutions, transporters, academic and research institutions, regulatory institutions, development partners and the national government) without institutionalized engagement. These organizations include the County department in charge of Agricultural affairs, other government departments, state bodies, research institutions, universities and other stakeholders. There is dire need to establish formal link between these organizations for purposes of coordination in order to ensure equity, create synergy and reduce duplication, enhance access to resources for priority projects, create continuity in service delivery and conflict of mandate.

Therefore, this policy proposes creation of Kitui County Agricultural Sector Steering Committee (CASSCOM), Kitui County Agricultural Sector Stakeholders Forum (KCASSFO), County Agriculture Sector Secretariat (CASSEC), Kitui County Agricultural Sector Technical Working Group (KCASTWAG), and Technical Professional Groups for sector wide coordination.

In the spirit and letter of the Constitution of Kenya, 2010 on provision of proximate and easily accessible quality services to the people of Kitui, there shall be decentralized advisory and decision making Committees at devolve units as follows; Sub County Agricultural Sector Development Committee (SAC or Sub-AC), Sub County Professional Groups (PGs) instead of TWAGs at this level, Ward Agricultural Sector Development Committee (WAC), Village agriculture sector development Committee (VAC). **STILL A SUBJECT OF DELIBERATIONS**

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**Commented [sa10]:** To be discussed in the chapter on implementation – expanding on the role of each committee in implementing the policy.

### 4.3 Monitoring and Evaluation

The County Government of Kitui in collaboration with stakeholders shall develop a monitoring and evaluation framework based on participatory approach to monitor and evaluate programs and projects enshrined in this policy to ensure effective and efficient implementation of the policy strategies.

The implementation of the Policy will be monitored regularly by the County Department of Agriculture and Livestock Development and will utilize annual reporting frameworks to report the progress in implementation. Inter-sectoral and intergovernmental approaches shall be used in designing, implementing, monitoring and evaluating actions to be undertaken in the implementation process. Monitoring, evaluation and assessment on the progress of the sector shall be undertaken through strong partnership between the national and county governments, and other players both in the formal and informal sector.

To facilitate implementation the government will develop a system to track and measure the impact of the implementation activities undertaken. All relevant stakeholders will be involved in monitoring and evaluation processes. Therefore, the monitoring framework will include:

- i. Mechanisms to monitor and evaluate the policy framework shall be utilized to analyse its effectiveness;
- ii. The Department of agriculture and Livestock development shall monitor and evaluate initiatives periodically;
- iii. Guidelines, standards, methods of data and information collection, shall be developed to oversee implementation;
- iv. Sector stakeholders shall be required to regularly provide reports on the progress they have made in achieving the goals of the policy.

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#### 4.4 Policy Review

The success of implementation shall be reviewed from time to time after five years with the participation of key value chain and sector stakeholders. This will be done with a view to adjusting to emerging dynamics, incorporating lessons learned and up scaling success stories.

#### ~~General comments~~

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~~Get guidance from the public participation policy sent to Mr. Olage. As it stands right now, there is content but it does not flow in the document. A lay reader will end up getting confused.~~

~~Give a lot more prominence to the policy interventions in chapter three as this is the heart of the policy document... from here is where you draw your implementation matrix. (the public participation policy is very elaborate here so that it leaves no doubt on the intentions of the policy)~~

#### ***4.5 Glossary of terms in the field of Project Management***

1. **A project** is a human activity that achieves a clear objective against time scale (The Association of Project Managers, 2006).
2. **A project** is a temporary endeavour undertaken (Project Managers Body of Knowledge-PBOK).
3. **A project** is a delicate or temporary activity or endeavour having specific start and end dates within the constraints of time, costs and specifications.
4. **A project** is a carefully designed activity (48 Laws of Power by Robert Greene)
5. **A service provider** is an individual or organization served with the purpose to provide a good or service to the target clientele.
6. **A stakeholder** is a person with an interest or concern in something. A stakeholder is also a person or a party that has relevant knowledge of and is able to influence, or is affected by the proposed service. Stakeholders can include the whole range of people from impacted individuals, communities (where services are to be delivered) and groups, to knowledgeable experts, implementers and those who will be ultimately responsible. There may be additional internal or external stakeholders depending on the nature of the services or project.

ANNEXURES

Annex I: Implementation Matrix for 2015-2016

Table 2: Progress towards the intended outcome

Policy Objectives	Strategies	Activities	Key Performance Indicators	Actors	Timeline	(Budget KES millions)
To establish policy and regulatory framework for engagement with stakeholders	<ul style="list-style-type: none"> <li>Policy formulation</li> </ul>	<ul style="list-style-type: none"> <li>Launch implementation</li> </ul>	<ul style="list-style-type: none"> <li>No. of policies</li> <li>No. of laws</li> </ul>	Department of Agriculture & Livestock development & Manifesto Implementation Unit	Continuous	6.0
	<ul style="list-style-type: none"> <li>Enactment of laws and subsidiary laws providing for institutional structures and mode of operation</li> <li>Performance Appraisal</li> </ul>	<ul style="list-style-type: none"> <li>Launch</li> <li>Fast track application and enforcement</li> <li>Participatory Monitoring, Evaluation and Learning of implementation process</li> <li>Policy and Legislation review</li> </ul>	<ul style="list-style-type: none"> <li>No of laws</li> <li>No. of regulations</li> <li>No. of institutional structures</li> <li>No. of reports</li> <li>No. of reviews</li> </ul>			
To facilitate institutional Capacity building to integrate and harmonize sector service delivery.	<ul style="list-style-type: none"> <li>Resource allocation and devolution of Authority to Incur Expenses (AIE)</li> </ul>	<ul style="list-style-type: none"> <li>Provide adequate budgetary allocation to AIE Holders in devolved units</li> <li>Establish staffing gaps</li> </ul>	<ul style="list-style-type: none"> <li>Allocation in Kshs</li> <li>No. of units</li> <li>No. of officers</li> </ul>	CGKTI and stakeholders	Continuous	1.1914

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<i>Policy Objectives</i>	<i>Strategies</i>	<i>Activities</i>	<i>Key Performance Indicators</i>	<i>Actors</i>	<i>Timeline</i>	<i>(Budget -KES millions)</i>
	<ul style="list-style-type: none"> <li>• Strategic Human Resources Development (SHRD)</li> <li>• Mainstreaming gender, youth and PWLD</li> </ul>	<ul style="list-style-type: none"> <li>• Hire and deploy technical staff appropriately</li> <li>• Identify staff capacity gaps at professional group meetings</li> <li>• Vet technical issues at Technical Working Groups (TWAGS) meetings</li> <li>• Inform SHRD decisions for long and short causes by PF and TWAGs deliberations</li> <li>• Review departmental organizational work flow structure to foster harmony</li> <li>• Deploy staff appropriately</li> <li>• Conduct induction and appropriate orientation for new and newly assigned staff</li> <li>• Team building sessions for staff and stakeholders to strengthen and break barriers</li> </ul>	<ul style="list-style-type: none"> <li>• No. of reports</li> <li>• No. of reviews</li> <li>• No. of courses</li> </ul>			

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<i>Policy Objectives</i>	<i>Strategies</i>	<i>Activities</i>	<i>Key Performance Indicators</i>	<i>Actors</i>	<i>Timeline</i>	<i>(Budget KES millions)</i>
		Inclusive participation Financial products and technology development				
To determine and document Community needs and gaps for stakeholders' engagement	Collaborative research and departmental systematic inquiry	Zooning of farmers based on stipulated criteria Create farmer resource and asset base profile Carry out community needs and gaps assessment to determine community requirements in terms of utilities, machinery and equipment, skilled labour, and entrepreneurial skills Categorize farmers into stipulated levels of prosperity Draw Action plan for needed interventions per category or trace existing ones and review Create Map of different farmer	No. of farmers No. of categories No. per category No. of action plans	CGKTI and stakeholders	5 years	2.5

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<i>Policy Objectives</i>	<i>Strategies</i>	<i>Activities</i>	<i>Key Performance Indicators</i>	<i>Actors</i>	<i>Timeline</i>	<i>(Budget KES millions)</i>
		categories in the County Identify and categorize farmer groups based on stage of dynamics and develop maps Inform all agricultural development initiatives from the findings				
To identify, profile and map stakeholders, service providers and their interests	• Systematic inquiry and compilation of inventory	• Registration of stakeholders • Categorization based on stipulated criteria • Mapping of stakeholders and service providers based on value chain, value chain node of interest, and geographical area.	No. of registers No. of stakeholders No. of partners No. of Categories No. of Maps	CGKTI and stakeholders	5 years	0.25
To establish and facilitate information management and communication system	Designate agricultural resource centres as the data unit	Provision of necessary equipment to undertake documentation. Capacity building of staff on this	No. of software No. of staff trained No. of designated agricultural resource centres	CGKTI and stakeholders	5 years	5.0

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Policy Objectives	Strategies	Activities	Key Performance Indicators	Actors	Timeline	Budget (KES millions)
	Appropriate technology application	<ul style="list-style-type: none"> <li>Identify, test, demonstrate and disseminate appropriate ICT applications</li> <li>Establish ICT centres in development areas</li> <li>Source, package and store information safely for sharing</li> <li>Install appropriate ICT hard &amp; software</li> <li>Source, package and store information safely for use</li> <li>Integrate coordination in use of e-extension</li> </ul>	<ul style="list-style-type: none"> <li>No. of software</li> <li>No. of smartphones</li> <li>No. of spot markets</li> <li>No. cyber cafes in each spot market</li> <li>No. of beneficiaries</li> </ul>			5.0
To facilitate continuous sector engagement	Public Private Partnerships: cooperation, participation, collaboration and networking	<ul style="list-style-type: none"> <li>Facilitate CASSCOM meetings</li> <li>Hold regular and adhoc SHF and decentralized Committee meetings</li> <li>Hold Joint implementation of</li> </ul>	<ul style="list-style-type: none"> <li>No. of meetings</li> <li>No. of participants</li> <li>No. of reports</li> <li>No. of action plans</li> </ul>	CGKTI and stakeholders	5 years	2.5

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Policy Objectives	Strategies	Activities	Key Performance Indicators	Actors	Timeline	(Budget KES millions)
with stakeholders		Community level Action Plans • Hold joint field days • Facilitate Joint exposure tours • Exploration of emerging arrangements for partnerships • Continuous development and review of modalities for collaboration • Collaborative implementation of programmes	No. of Field days  No. of participants No. of tours No. of beneficiaries No. of partnership arrangements  No. of review reports  No. of projects			
	• Formulate local strategic and action plans • Exchange ideas and develop in partnership to produce local initiatives and establish complaint	• Establishment of a further resource committee  • Establish a performance and dispute resolution mechanism	No. of local resolution committees established  No. of meetings No. of local conflict	COMU and stakeholders		9.25
			No. of children, women, youth and elderly			
<b>Total</b>						<b>22,691</b>

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- Get guidance from the draft national public participation policy
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Table 3: Key Agricultural Sector Stakeholders

Stakeholder	Function/ Role/ Responsibility	Competitive Advantage	Target	Assistance In Agricultural Development
Research Institutions	Crop, livestock and Fisheries research	Advanced research facilities and skills	Contribute knowledge to Improve disease Pests management and production systems	Development of appropriate scientific research output
Institutions of higher learning	Staff training and induction	Training facilities and skilled personnel	Develop skilled man power	Supply of skilled personnel
Farmers/CBOs	Community development and empowerment	Platform for engagement	Sustainable land use	Adoption of new technologies Agricultural production
Non-Governmental Organizations (NGOs)	Policy implementation and Advocacy	Grass root network and resource mobilization	Localized community support	Complement government effort in policy advocacy and dissemination
Print and electronic media	Dissemination of information	Wide coverage	Inform the public	Publicity and awareness creation
Development Partners	Support development projects	Financial resources	Provision of complementary resources	Funding agricultural programmes and Capacity building
National Government	Enactment of National policies and strategies Provides Capacity building services to County staff	Constitutional mandate, resources	Service delivery	Provision of resources for agricultural development
Pest Control Products Board	Regulation and advisory	Legal Mandate	Maintain standards	Quality assurance of pesticides and chemicals
Kenya Plant Health Inspectorate Service (KePHIS)	Regulatory	Legal Mandate	Seed quality Control	Quality assurance of seeds
National Environmental Management Authority (NEMA)	Regulatory	Legal Mandate	Safe and sustainable environment	Environmental Impact Assessment Programmes
Kenya Wildlife Service (KWS)	Protection of Wildlife	Legal Mandate	Wildlife Conservation	Reduce human, crop, livestock and wildlife conflict
Financial Institutions	Provision of Financial facilities, saving and credits	Advisory, Corporate-social responsibilities	Resources, investment and capacity building	Provision of financial facilities
Private Sector	Resource mobilization	Entrepreneurship,	Investments, compliance with regulations and	Resources, current technology,

Stakeholder	Function/ Role/ Responsibility	Competitive Advantage	Target	Assistance In Agricultural Development
		Investment in facilities, finances, corporate social responsibilities, and own resources	standards	awareness creation, capacity building
Parliament/County Assembly	Legislation	Constitution Mandate	Enactment of agricultural bills and policies	Approval of budgets, policies and legislations

### Annex III: PESTEL Analysis

#### 1. The Political, Economic, Social, Technological, Legal and Environmental (PESTLE) Analysis

Table 3: The Pestle Analysis

Factor of Change	Type of Change	Impact on Agricultural Development	Mitigation Measures
Political	Post-election change in county leadership	<ul style="list-style-type: none"> <li>• High expectations from leaders and farmers.</li> <li>• Change in priorities and discontinuation of previous initiatives</li> <li>• Changes in the budgetary allocation for agriculture</li> </ul>	<ul style="list-style-type: none"> <li>• Public participation in project identification, planning and implementation</li> <li>• Preparation of viable and sustainable CIDP, ADP, Strategic plans and work plans</li> <li>• Ground sector initiatives in Policy and Laws</li> </ul>
Economic	<ul style="list-style-type: none"> <li>• Stringent requirements for international trade</li> <li>• Dysfunctional local markets</li> <li>• High poverty levels</li> <li>• Low farm incomes</li> </ul>	<ul style="list-style-type: none"> <li>• Limited trade opportunities</li> <li>• Low and unstable prices</li> <li>• Spoilage of perishable produce</li> <li>• Low purchasing power of farmers</li> <li>• Dependency syndrome, exploitation and manipulation of target group by dishonest players</li> </ul>	<ul style="list-style-type: none"> <li>• Profile, identify needs and gaps for effective interventions</li> <li>• Capacity building</li> <li>• Compliance with standards</li> <li>• Identify and support viable value chains</li> <li>• Support market access and packages</li> </ul>

Social	Increased urbanization and rising population	<ul style="list-style-type: none"> <li>• Emergence of time sensitive-vulnerable telephone farmers</li> <li>• Sub-division of land into uneconomically viable units</li> <li>• Rural-urban migration and provision of bbda boda transport services dissuade the youth from agriculture, leaving farming to the less energetic aged people with far less stake in it.</li> </ul>	<ul style="list-style-type: none"> <li>• Effective, inclusive sector coordination mechanism</li> <li>• Promotion of urban and peri-urban agriculture</li> <li>• Promotion of youth friendly agricultural enterprises</li> </ul>
Technological	Rapid technology development, availability and change	Risk of stagnation with obsolete technology or loss of data and records as a result or security due to inability to cope with information technology super high speed	<ul style="list-style-type: none"> <li>• Ensure availability, acceptability, accessibility, affordability, adaptability and sustainability of up to date technologies through adequate resource allocation</li> </ul>
Legal	<p>None adherence to global and regional Frameworks; Maputo declaration on pegging annual agriculture budget allocation at 10% of the annual budget</p> <p>Change in laws</p>	<ul style="list-style-type: none"> <li>• Inadequate funding, weak sector coordination sector and lack of supportive policy, legal and regulatory Framework</li> <li>• Lack of ownership of projects by the community leading to sustainability</li> <li>• Few programs and projects will be initiated and funded leading to depressed productivity and profitability</li> <li>• Inconsistencies in programmes, projects and policies.</li> </ul>	<ul style="list-style-type: none"> <li>• Integrating Global and Regional Frameworks in Policies and Laws to authenticate application.</li> <li>• Public participation during policy and law formulation process, identification, design and implementation of projects</li> <li>• Lobbying and advocacy for increased funding</li> </ul>
Environmental	Climate change	<ul style="list-style-type: none"> <li>• Loss of crops due to drought, diseases, and other climate change related incidences</li> <li>• Land degradation due to felling of trees for charcoal burning and unregulated sand harvesting by victims of climate change as coping mechanism</li> </ul>	<ul style="list-style-type: none"> <li>• Enhance climate resilient interventions</li> <li>• Development of sustainable contingency plans, insurance schemes, diversification of livelihoods and capacity building</li> </ul>





## Annex IV: Risk Analysis

Table 4: Risk Analysis

<i>Nature Of Risk</i>	<i>Level</i>	<i>Mitigation Measure</i>
Political interference	High	<ul style="list-style-type: none"> <li>• Advocacy and interpersonal skills</li> <li>• Lobbying</li> <li>• Policy in place</li> <li>• Legal &amp; regulatory framework</li> </ul>
Vested interests	Medium	<ul style="list-style-type: none"> <li>• Decisions and engagements to be made within policy, legal &amp; regulatory Framework</li> <li>• Conduct effective Public participation</li> <li>• MOU</li> <li>• Community needs assessment</li> </ul>
Technology obsolescence	low	<ul style="list-style-type: none"> <li>• Updating technologies</li> <li>• Research and capacity building</li> <li>• Back-ups</li> </ul>
Corruption	High	<ul style="list-style-type: none"> <li>• Create awareness</li> <li>• Legal redress</li> <li>• Whistle blowing</li> <li>• Branding of projects</li> <li>• Transparency and accountability</li> </ul>
Lack of ownership projects by beneficiaries	high	<ul style="list-style-type: none"> <li>• Public involvement</li> <li>• Cost sharing</li> <li>• MOU</li> </ul>
Change in regulations	low	<ul style="list-style-type: none"> <li>• Sensitization on the changes</li> </ul>
Effects of climate change	medium	<ul style="list-style-type: none"> <li>• Awareness creation</li> </ul>
Insecurity	low	<ul style="list-style-type: none"> <li>• Awareness creation</li> <li>• Advocacy</li> <li>• Conflict resolution</li> </ul>
Donor fatigue	low	<ul style="list-style-type: none"> <li>• Transparency and accountability</li> </ul>

		<ul style="list-style-type: none"> <li>• Develop capacity for resource mobilization from other sources</li> </ul>
Inadequate (poor) community needs assessment	medium	<ul style="list-style-type: none"> <li>• Use multi-sectoral approach</li> <li>• Community participation</li> </ul>