

Kenya Accelerated Value Chain Development Program (AVCD) — livestock component

with



The Frontier Counties
Development Council



and

The Kenya National
Land Commission

Policy dialogue: Accelerating county spatial planning in
rangelands

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Workshop report

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Acronyms

AVCD	Accelerated Value Chain Development program
ILRI	International Livestock Research Institute
CIDP	County Integrated Development Plans
FCDC	Frontier Counties Development Council
NLC	Kenya National Land Commission
CEC	County Executive Committee
CSP	County spatial plan
SFAL	Sector Forum on Agriculture and Livestock
PPG	Pastoralist Parliamentary Group
FAO	Food and Agricultural Organization of the United Nations
GIS	Geographic information systems
AHADI	Agile Harmonized Assistance for Devolved Institutions

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CGIAR is a global partnership that unites organizations engaged in research for a food-secure future. The CGIAR Research Program on Livestock provides research-based solutions to help smallholder farmers, pastoralists and agro-pastoralists transition to sustainable, resilient livelihoods and to productive enterprises that will help feed future generations. It aims to increase the productivity of livestock agri-food systems in sustainable ways, making meat, milk and eggs more available and affordable across the developing world. The Program thanks all donors and organizations who globally supported its work through their contributions to the CGIAR system.

The AVCD program seeks to widely apply technologies and innovations for livestock, dairy and staple crop (root crops and drought-tolerant crops) value chains in order to competitively and sustainably increase productivity, contributing to inclusive agricultural growth, nutrition and food security in 23 counties in the country. Supported by the United States Agency for International Development as part of the US government's Feed the Future initiative, its main goal is to sustainably reduce poverty and hunger in the Feed the Future zones of influence in Kenya. The livestock component of AVCD is led by the International Livestock Research Institute (ILRI).

Disclaimer

The contents of this report do not necessarily reflect the views or policies of the Government of Kenya, the United States Government, the Frontier Counties Development Council, or ILRI.

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Photo credit: ILRI/Irene Nganga

Background

This policy dialogue was a follow-up to another forum that was held on December 05 and 06, 2017 that targeted Garissa, Lamu, Isiolo, Mandera, Marsabit, Tana River, Turkana and Wajir counties. The purpose of these events was to bring together knowledgeable experts and key stakeholders to plan on how to move the county spatial planning process forward in these eight counties, with an emphasis on issues of livestock production, livestock mobility and rangeland management.

The December 2017 forum had raised awareness among key stakeholders about the need for, and potential benefits of, county spatial planning for management of rangelands and development of livestock-based livelihoods. Inter-county aspects of spatial planning were also considered. That meeting ended with participants agreeing to formulate the way forward for county spatial planning with a focus on the procedures, practicalities and funding aspects. Participants emphasized the need to foster political goodwill and support among governors and members of county assemblies. The participants of that December 2017 event also agreed on the need to factor the county spatial plans into the County Integrated Development Plans (CIDPs). This would allow for ease of funds allocation through annual county budgets that would facilitate in-house capacity building rather than rely on consultants for the county spatial planning process. Participants also agreed to convene a special forum of governors of the frontier counties to ensure that the county spatial planning process and its funding needs are supported from the highest level.

One key unanimous agreement was the need to form a Sector Forum on Lands within the Frontier Counties Development Council. This team was to be tasked with addressing the challenges discussed at the dialogue event, coordination and harmonization, and moving county spatial planning forward in a way that would achieve rapid progress while reducing costs. This then became one of the key focuses of the June 2018 policy dialogue.

The policy dialogue was jointly organized by ILRI, the Frontier Counties Development Council (FCDC), and the Kenya National Land Commission (NLC).

The objective of the dialogue was to develop a concrete shared action plan to:

- a) get the county spatial planning process started in the frontier counties; and
- b) formalize the establishment of an FCDC Sector Forum on Lands.

Notes on the dialogue

Welcome and introductions

The meeting started with a word of prayer by Adan Hussein, member of the County Executive Committee (CEC) for lands and physical planning, Mandera County. This was followed by introductions by all participants.

Lance Robinson, Senior scientist at ILRI, welcomed all participants and shared details of the involvement of AVCD Feed the Future funding for the workshop. He also gave highlights on key issues that emerged from the first policy dialogue and described how these tie into and inform this second policy dialogue.

Irene Nganga of ILRI gave a recap of what the previous workshop covered, the challenges highlighted by participants, and the way forward from the discussions.

Robinson went ahead to outline the practical steps required in county spatial planning. Some of the key points outlined include the fact that county spatial planning affects pastoralists and rangelands, the importance of negotiation as part of the county spatial planning process and the possibilities of zoning categories for rangelands to map out and protect features such as shared grazing areas and stock routes. He highlighted the criticality of a county spatial plan (CSP) in guiding developments during a time when there are decreasing rangeland resources. He also shed light on ways in which a CSP, by provoking forward thinking, can allow for planning and protection of rangeland resources. A CSP was also hailed as important for strategic development in the various county departments as it can also bring to light shared resources within and across counties.

Experience of the FCDC sector forum on agriculture and livestock

Abdirahman Abass, coordinator of FCDC Sector Forum on Agriculture and Livestock (SFAL) shared the experience of FCDC and of the SFAL. He informed participants that FCDC was started by governors in March 2016. The FCDC areas of focus include peace and cohesion, infrastructure, socio-economic development, ending drought emergencies, governance and effective service delivery. He shared that the SFAL started in January 2017. A constitution was shared and agreed upon by the SFAL members. Mr. Abass shared the experiences they have had with donors, the challenges, and their structure of the SFAL. Some of the challenges faced by SFAL include meeting the costs for accommodation and transport to SFAL meetings, availability of funds at county treasury, low allocation of funds to the sector leading to over reliance on development partners and having CECs in the sector who did not have sufficient background knowledge on the sector—leading to a knowledge gap. Abass also informed the participants that there is a Pastoralist Parliamentary Group (PPG) that was formed in 1998 for representation of pastoralist issues in the national agenda. It was noted that the PPG could be a key partner in addressing land issues in pastoralist-dominated counties.

After this presentation, participants shared the lessons learnt from the SFAL experience and they also set priorities for the FCDC Sector Forum on Lands. Some of the lessons shared and other thoughts on actions going forward are as follows:

- i. There is need to mainstream efforts towards spatial planning through use of existing institutions rather than forming new institutions.
- ii. County spatial planning should be harmonized with the Community Land Act of 2016.
- iii. The example was highlighted of the SFAL's development of a prototype rangeland management bill where counties have begun adapting the bill to fit their specific county needs, as opposed to each county starting from scratch to formulate its own bill. For a Sector Forum on Lands, county legislation may not be needed; however, prototype spatial planning tools for example, might be developed.
- iv. There is need to work towards linking and converging urban and rural plans for spatial planning instead of handling rangeland issues in isolation.
- v. Counties should allocate funds for county spatial planning in their budgets as donors would be more likely to provide additional funds to an already on-going initiative.

County by county update

The CEC members present were tasked to explain how far their individual counties have gone with the county spatial planning process.

- Naema Somow, CEC member for Lands and Physical planning in Wajir, explained that they are receiving support for county spatial planning from Mercy Corps, but that they need more assistance with training of members of county assemblies to foster understanding and cooperation on matters of county spatial planning.
- Kulamo Bullo, CEC member for lands and physical planning in Marsabit, explained that development of their CSP is already included in the CIDP. She further noted that their plan is to have each department within the county contribute towards the spatial planning process, although the CECs from other departments were not in full agreement of this idea. Therefore, as they await funds and higher level support to upscale the work, they have broken down the spatial planning process and are currently addressing the plans based on smaller towns.
- Javan Bonaya, CEC member from Tana River County, explained that the county spatial planning process has not moved far, but is now included in the CIDP for funds allocation. They are receiving assistance on land issues from the Food and Agricultural Organization of the United Nations (FAO). He explained that in their case, the CSP is aimed at not only addressing rangeland issues and benefiting pastoralists, but also at addressing farmer related issues within their region.
- Adan Hussein, CEC member for lands and physical planning in Mandera, explained that there are many competing interests and priorities in their county so the spatial planning conversation is still ongoing. However, the urban planning for three towns is almost completed.
- Rashid Arale, County Chief Officer for lands in Isiolo County, explained that funds have been set aside in the coming year to address CSP issues. He explained that the United Nations Human Settlements Programme (UN Habitat), has been engaged for funding discussions. There is a notion within the county that the county department of lands is an income generator and so a great demand for funds is placed on the department, exceeding the actual allocation for planning.

In the discussion that followed, it was agreed that:

- counties need to build capacity to move the CSP process forward;
- the land sector needs to be prioritized by leaders;

- CEC members need to be clear when explaining and addressing county spatial planning issues so that capacity building needs can be clearly understood; and
- CEC members need to have a good understanding of the CSP needs within their counties, to ensure that they can articulate these clearly when called upon by their governors.

Discussion: strategizing on funding

The discussions started with participants highlighting ongoing activities which could be linked to county spatial planning in rangelands, including activities being carried out by FAO and NLC. It was also pointed out that the national government has funds available through the Kenya Urban Support Programme and the Kenya Devolution Support Programme, that could benefit the counties. Through the former, each county may receive KES40 million which could be used as seed money to kickstart the county spatial planning process as well as to provide an enabling environment for urban planning. Funds from the Devolution Support Programme could be used, for example, to support the development of the human resources needed for county spatial planning.

Additional suggestions made to the CEC members with regards to fundraising efforts include:

- Developing materials such as brochures and concept notes that can readily be available for presentation at relevant donor forums.
- Creating linkages with the Council of Governors and the national government. The Council of Governors is very influential with governors and could help to ensure that county spatial planning is prioritized.
- Establishing ways of ensuring that county spatial planning is made a priority by leaders across the frontier counties.
- Targeting the equalization funds, which was established to address historical marginalization and unequal development across Kenya, by packaging the CSP in an attractive way.
- Highlighting to governors and other key officials the criticality of the CSPs in guiding the CIDPs in planning and execution.

During the discussions, the FCDC also offered to act as a linkage between CECs, the Council of Governors, the PPG and donors. It was also noted that the requirement that counties have a spatial plan may need to be enforced such that funds for counties are only released when their CSPs are complete.

Geographic information systems and county spatial planning

Alderbert Moriango, a geographic information systems (GIS) specialist with NLC shared a presentation on GIS explaining what is required for CSPs and urban development plans. A summary on GIS lab requirements and costs was shared. However, due to the high costs involved, it was suggested that it may be cheaper and more realistic to establish one centrally located GIS lab for all the frontier counties. This would reduce the potential costs for equipment and staffing. It was further agreed that in the long run, as each county progressed in their CSP processes, the lab facilities could be devolved to county level.

Sector forum first meeting and stakeholder strategizing

In the afternoon session, the participants broke into two groups: one made up of the county government representatives and the FCDC, and the other made up of the rest of the participants. The discussion in the first group served as the first official meeting of the FCDC Sector Forum on Lands. The meeting agenda included drafting of a constitution to establish the forum, agreement on an interim sector coordinator from FCDC, election of officers (chairperson and vice chairperson) and setting the next meeting dates for the Sector Forum on Lands. See annex for the minutes of this meeting.

It was agreed that CEC members will be sponsoring themselves for meetings of the Sector Forum on Lands. They also agreed on the constitution and they elected a chairperson and a vice chairperson—Kulamo Bullo and Javan Bonaya respectively.

In this meeting, the following issues were identified as priorities:

- moving spatial planning efforts forward
- sensitization on the Community Land Act and subsequent regulations
- accessing lands registry and land records to facilitate the spatial planning process
- building capacity in GIS
- familiarizing members with land issues and land related policies such as the recently launched national Land Use Policy

The next meeting for the sector forum on land was set for 18 and 19 September 2018, possibly in Lamu, in order to have an opportunity to learn from the experience of Lamu County since it is far ahead of other counties in the spatial planning process.



Lance Robinson of ILRI handing over maps and GIS data on rangeland resources to the CEC member for Mandera County

The second breakout group was made up of all other participants who were not from FCDC or county government. In this group, discussions were held on stakeholder coordination in support of county spatial planning and improving collaboration, as well as donor engagement strategies for the county spatial planning process. The USAID Agile Harmonized Assistance for Devolved Institutions (AHADI) representative said they will continue to provide technical assistance to counties especially in the planning process working with the assembly and CEC members. Lack of political goodwill was cited as a challenge, with outdated methods of budgetary allocation hindering the progress of development of CSPs. It was further suggested that planning for CSPs be executed collaboratively through regional blocs such as the lake region, north rift, coastal region and frontier counties for a more harmonized county spatial planning process.

The stakeholders further agreed to reach out to directors of budgets, governors, and CEC members for finance through forums such as the FCDC governors meeting planned for July 2018. It was suggested that a CSP agenda and a brief on spatial planning can be shared during the forum.



Participants of the policy dialogue held on 19 June 2018

Stakeholders also agreed to source for donors for the Sector Forum on Lands and provide support for capacity building for CEC members and technical staff in counties.

Other issues that were discussed included a suggestion for FAO to organize a donor breakfast for the Sector Forum on Lands.

Closing remarks

The workshop ended with closing remarks from the chairperson of the newly created FCDC Sector Forum on Lands, Kulamo Bullo. Lance Robinson of ILRI presented the county government representatives with GIS data and printed maps of rangeland resources to feed into CSPs.

Annex 1: List of participants

Name	Designation and organization
Lance Robinson	Senior scientist, ILRI
Abdirahman Abass	SFAL coordinator, FCDC
Irene Nganga	Research associate, ILRI
Francis Malibe	Tana River County
Naema Somow	CEC lands and physical planning, Wajir County
Javan Bonaya	CEC lands and physical planning, Tana River County
Aldebert Moriango	GIS specialist, NLC
Gilbert Momanyi	Program officer, USAID-AHADI
Kulamo Bullo	CEC lands and physical planning, Marsabit County
Muhumed Suleiman	FCDC
Rashid Arale	County officer lands, Isiolo County
Adan Hussein	CEC lands and physical planning, Mandera County
Shadrack Omondi	Executive director, RECONCILE
Clement Lenachuru	Commissioner, NLC

Annex 2: Minutes of the first meeting of the FCDC Sector Forum on Lands



FRONTIER COUNTIES DEVELOPMENT COUNCIL

Date: 19/06/2018

Time: 8:30am – 5.00 p.m.

Venue: Acacia Hotel Kisumu

Participants : CEC for lands from Mandera, Wajir, Marsabit and Tana River. CCO for lands from Isiolo.

Agenda

1. Apologies
 2. Opening (endorsement of agenda)
 3. Agree to sponsor yourselves to the sector meeting
 4. Agree on an MOU (drafted based on SFAL format)
 5. Elect chairperson and vice chairperson, and approve the interim secretary/coordinator.
 6. Set priorities
 7. Stakeholder coordination in support of county special planning – reporting back
 8. Way forward/development of an action plan
 9. Fix the next meeting dates
 10. AOB
-
1. Apologies
 - ✓ Mohamed Abdi Shale – CEC Garissa
 2. Opening remarks and matters arising
 - ✓ FCDC counties
 - Member counties have raised concerns over poor budget allocation by their respective county government. The members proposed creating awareness on the importance of land at community level and put pressure on the county to allocate more funds to the department.
 - Members raised the critical issues of having spatial plans. A good example is Lamu and Vihiga that developed their own spatial plans with the help of WWF.
 - There will be ASAL workshop in Kilifi in July. Member were advised to make use of it.
 - There is a need to influence COG and the governor on spatial planning.
 - Sweet talk to National government to take spatial planning a priority.
 - Potential partners are ILRI, AHADI, World Bank and UN Habitat.
 - UN Habitat has 120M USD for spatial planning.
 - ✓ World Bank
 - The World Bank is supporting the counties through the Kenya devolution support program on capacity enhancement within the counties. Currently they have dispersed funds to the counties as follows:
 - Garissa – 40 million
 - Lamu – 20 million
 - Mandera – 37 million
 - Other counties are receiving the allocation too.

- World Bank found that there is human resource capacity challenges. The bank currently has 60m dollars set aside for institutional strengthening and another 36m USD for investment opportunities. Accessing the money is by conditional performance of member counties.
 - The bank gave the idea that GIS maps can be contracted.
3. Agree to sponsor yourselves to the sector meeting
 - ✓ The CECs agreed to sponsor themselves for the sector meetings.
 - ✓ They requested to be notified in advance so that they prepare themselves for the meetings. They all agreed that the lifeline of the sector forum will depend on them and they will take their attendance serious.
 - ✓ They requested the meetings to be conducted during the second week of the month so that they are in a position to facilitate themselves.
 4. Agree on an MOU (drafted based on SFAL format)
 - ✓ All CECs agreed on the format of the MOU. The members did not sign the MOU since some CECS from FCDC counties were not present. They requested it to be signed during the next forum meeting while all member counties are present.
 - ✓ All member counties must be present during the official launching of the sector forum.
 5. Elect chairperson and vice chairperson, and approve the interim secretary/coordinator
 - ✓ CECs conducted their own election.
 - ✓ Marsabit CEC was elected as chairperson and Tana River CEC as vice chairperson
 - ✓ They also approved Muhumed Suleiman of FCDC as interim secretary/coordinator.
 - ✓ The three elected officials made their speeches and all agreed to work together.
 - ✓ The chairperson requested all member officials to become dedicated to the success of the sector forum.
 - ✓ The interim secretary thanked everyone for the appointment and promised to take his work serious.
 6. Set priorities
 - ✓ Spatial planning
 - ✓ Sensitisation/awareness creation on the community land act and subsequent regulations
 - Community land management committee
 - Community assembly
 - Land registry and land records
 - GIS capacity building
 - Land and land related policies/strategy (land use planning policy)
 7. Stakeholder coordination in support of county special planning – reporting back
 - ✓ ILRI will also come with communication officer who will work hand in hand with our knowledge management and advocacy office to produce brochures and briefs for the sector forum.
 8. Way forward/development of an action plan
 - ✓ Arrange governors meeting together with the sector forum in order to share with them the objectives of the forum for lands
 - ✓ Look for funding to facilitate the next meeting
 - ✓ Develop at least three months' work plan with the collaboration of the chairperson
 9. Fix the next meeting dates
 - ✓ Next forum meeting to will be on September 18th and 19th. The coordinator will communicate the venue.
 10. AOB
 - ✓ ILRI was conducting livestock routes last one year; they have developed maps and distributed for all members counties.



ILRI thanks all donors and organizations which globally support its work through their contributions to the [CGIAR Trust Fund](#).

Patron: Professor Peter C Doherty AC, FAA, FRS

Animal scientist, Nobel Prize Laureate for Physiology or Medicine—1996

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