

**REPUBLIC OF KENYA**



**THE PRESIDENCY**

**MINISTRY OF DEVOLUTION AND PLANNING**

**National Policy for the Sustainable Development of  
Northern Kenya and other Arid Lands**

**‘Unlocking Our Full Potential for  
Realization of the Kenya Vision 2030 ’**

*23<sup>rd</sup> JULY, 2015*

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## Glossary

Term	Definition
Climate change adaptation	Adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities.
Climate-proofing	Identifying risks to a project or asset from climate change, and ensuring that those risks are reduced to acceptable levels through changes introduced at different stages in the project cycle.
Human capital	The resources and capabilities that enable people to be economically and socially productive. Investments in human capital can be made through education, training or health care.
Land	The surface of the earth and the subsurface rock including natural resources therein The air space above the surface as defined under Article 260 of the Constitution
Non-equilibrium Environments	Rangeland environments characterized by unstable and non-uniform distribution of nutrients as a result of variable and patchy rainfall.
Government	Refers to either National or County Government depending on the functions as per schedule 4 of the Kenya Constitution.
Arid and Semi-Arid Lands	This phrase is used throughout the document and refers to the region whose geographical coverage extends across the arid and semi-arid lands of Kenya.
Northern Kenya	This term is used in this policy to refer to the geographical region in the northern part of Kenya.
Ending Drought Emergencies	The phrase refers to a strategy under the auspices of IGAD that aims to consolidate the drought mitigation measures as well as promote other best practices for ensuring that drought will not continue to lead to humanitarian emergencies.
Pastoralism	The term refers to an animal production system which takes advantage of the characteristic instability of rangeland environments, which is predominantly practiced by people in ASALs.
Sustainable development	Development that advances social progress, economic growth and environmental protection.

## List of Acronyms

ALRMP	Arid Lands Resource Management Project
ASALs	Arid and Semi-Arid Lands
CBAHW	Community-Based Animal Health Worker
COMESA	Common Market for Eastern and Southern Africa
EAC	East African Community
EDE	Ending Drought Emergencies
FGM	Female Genital Mutilation
FTA	Free Trade Area
GDP	Gross Domestic Product
HDI	Human Development Index
ICT	Information and Communication Technology
KFSM	Kenya Food Security Meeting
KFSSG	Kenya Food Security Steering Group
KIPPRA	Kenya Institute of Public Policy Research and Analysis
LAPSSET	Lamu Port South Sudan Ethiopia Transport
MCDA	Ministries, Counties, Departments and Agencies
MDGs	Millennium Development Goals
NACONEK	National Council for Nomadic Education in Kenya
NDRF	National Drought Response Fund
NER	Net Enrolment Ratio
NLC	National Land Commission
NOKET	Northern Kenya Education Trust
TIVET	Technical, Industrial, Vocational and Entrepreneurship Training
UNESCO	United Nations Education Scientific and Cultural Organization

# Chapter One

## *Introduction*

- 1.1 In Kenya, the ASAL occupy 89% of the country and are home to about 36% of the population, 70% of the national livestock herd and 90% of the wild game that supports the country's tourism industry.
- 1.2 The ASALs have the lowest development indicators and the highest incidence of poverty in the country. This is partly the result of conscious public policy choices taken in Kenya's past. Under the heading 'Provincial Balance and Social Inertia' Sessional Paper No. 10 of 1965 on African Socialism stated the following: *One of our problems is to decide how much priority we should give in investing in less developed provinces. To make the economy as a whole grow as fast as possible, development money should be invested where it will yield the largest increase in net output. This approach will clearly favour the development of areas having abundant natural resources, good land and rainfall, transport and power facilities, and people receptive to and active in development.*
- 1.3 For many years this statement guided the direction of Government resources, with the result that the social and physical infrastructure of the ASAL was neglected. Many analysts also argued that the region's main livelihood strategy, mobile pastoralism, was irrational and environmentally destructive, and that the ASALs contributed little to the national economy.
- 1.4 The Government recognises that these arguments are not based on sound socio-economic analysis but stem from a lack of appreciation of the region's potential and a lack of understanding of its production systems. The ASALs have hidden strengths and enormous untapped resources that can be harnessed not only to

sustain themselves but to contribute to national development. Recent research estimates the contribution of livestock to agricultural GDP to be 45%<sup>1</sup>.

1.5 Since 2003 the Government has demonstrated renewed commitment to the ASALs, for example through the Economic Recovery Strategy launched in 2003, which recognized the important contribution the ASALs can make to national development. The Government of Kenya is committed to putting in place a holistic policy framework that facilitates and fast-tracks sustainable development in the region, reducing levels of inequality with the rest of Kenya and releasing its potential for the benefit of the nation as a whole.

1.6 In order to address recurrent drought that has severely impacted on ASALs, the government established a sector-based approach towards ending drought emergencies in Kenya, spearheaded by the Ministry of Devolution and Planning which formed a thematic group to foresee implementation of medium term plans for drought management and Ending Drought Emergencies.

1.7 The Government recognizes that Kenya will not achieve sustained growth in her economy and progress as a nation if the ASALs are not appropriately factored into national planning and development. Trickle-down benefits from areas which already have more favourable investment climates have not worked across the country; moreover, the potential for significant growth in these areas is now limited. The Government also recognizes that Kenya will not achieve the goals of Vision 2030 or meet international commitments such as the Millennium Development Goals (MDGs) if regional inequalities are not addressed. Poverty, inequality and insecurity in one part of the country negatively affect the country as whole. Accelerated investment in ASALs is necessary if all Kenyans are to have an equal chance of sharing in the promise and benefits of Vision 2030.

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<sup>1</sup>Roy Behnke and David Muthami, 2013: *The Contribution of Livestock to the Kenyan Economy*q FAO & IGAD

- 1.8 Implementation of the right institutional framework is key to success in addressing regional under-development, particularly one which harnesses high-level political leadership to ensure strong partnerships across sectors and between different levels of Government, and which provides a clear legal framework for implementing institutions. The solutions to regional under-development are only partly economic; they may also be achieved through changes in social attitudes and in the distribution of power and authority, for example through enhanced devolution.
- 1.9 This policy does not duplicate other national policies which have universal relevance across Kenya. Rather, it focuses on issues which are distinctive to ASALs, on which a more nuanced policy response is required. Additionally its provisions are consistent with international agreements and conventions.
- 1.10 Three distinct but inter connected terms are used in this document: the Arid and Semi-Arid Lands (ASALs), pastoralism and Northern Kenya. The arid counties are geographically synonymous with the concept of Northern Kenya. Pastoralism is the dominant production system in the arid counties and in some semi-arid counties as well.
- 1.11 However, there are also important differences between the three terms. Not everyone in the north is a pastoralist. Nor are the inequalities between the north and the rest of Kenya primarily a consequence of its ecology. Hence the use of the term Northern Kenya as well as arid lands. All the three terms are important because they raise different policy concerns, which are summarized in the following sections.



# ASAL COUNTIES

**KEY**

- Arid Counties
- Semi-Arid Counties
- Non-ASAL

0 30 60 120 180 240 Kilometers

Map of Kenya showing ASAL (Arid and Semi-Arid Land) counties. The map is color-coded: orange for Arid Counties and yellow for Semi-Arid Counties. Non-ASAL counties are white. The map includes a key, a scale bar (0 to 240 Kilometers), and a compass rose.

**Source: NDMA**

## ***A. Arid and Semi-Arid Lands***

- 1.12 The defining feature of the ASALs is their aridity. Annual rainfall in arid areas ranges between 150mm and 550mm per year, and in semi-arid areas between 550mm and 850mm per year. Temperatures in arid areas are high throughout the year, with high rates of evapo-transpiration. The primary policy challenge is how to ensure food and nutrition security in a sustainable manner in environments that are prone to drought, where people's access to and control over critical livelihood resources such as land is insecure, and where unpredictability is set to increase as climate change takes hold. In this respect some semi-arid areas face challenges equal to or greater than those in arid. In the semi-arid counties of Kilifi and Taita Taveta, for example, the level of stunting in children under five, which is an indicator of chronic malnutrition, is higher than in the arid counties of Turkana, Marsabit and Mandera . three places with the highest levels of poverty in the country<sup>2</sup>.
- 1.13 There are important differences between arid and semi-arid areas. The economy of arid areas is dominated by mobile pastoralism, while in the better-watered and better-serviced semi-arid areas a more mixed economy prevails, including rain-fed and irrigated agriculture, agro-pastoralism, bio-enterprise, and conservation or tourism-related activities. Other groups within the ASALs depend on fishing, hunting and gathering for their subsistence. The ecology of semi-arid areas allows for the intensification of production in a way that the ecology of arid areas does not. Nevertheless, both arid and semi-arid areas experience chronic food insecurity and face critical challenges such as population increase, degraded ecosystems, and climate change.

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<sup>2</sup>Republic of Kenya, 2007: Kenya Integrated Household Budget Survey, 2005-06q

1.14 Population density ranges from 1 or 2 people per km<sup>2</sup> in parts of Turkana and Marsabit to 358 people per km<sup>2</sup> in parts of Kilifi<sup>3</sup>. Population growth rates in the ASALs are generally higher than in other parts of the country. This is partly the result of in-migration, and partly because of lower fertility rates elsewhere in Kenya<sup>4</sup>. As much as 54% of the population in Mandera, for example, is aged 0-14<sup>5</sup> against a national average of 42%. Access to infrastructure and services in semi-arid areas . with the exception of those with significant pastoral populations . is comparable with the national average, while in arid areas it is far below. For example, in 2013 the ratio of public schools to secondary students in semi-arid Kitui was 1:335, while in arid Mandera it was about two times higher, at 1:665<sup>6</sup>.

### ***B. Pastoralism***

1.15 Pastoralists in Kenya are found in all the arid counties and in some of the semi-arid counties. Pastoralism is the extensive production of livestock in rangeland environments. It takes many forms, but its principal defining features are livestock mobility and the communal management of natural resources. These are regulated by sophisticated governance systems within pastoral societies. The primary policy challenge is how to protect and promote mobility and, in line with the Constitution, support the customary institutions which underpin pastoralism in a society which is otherwise sedentary and tending towards more individualized modes of organization and production.

1.16 A policy focus on pastoralism is justified for two main reasons. First,

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<sup>3</sup> Republic of Kenya, District Development Reports, 2002-2008

<sup>4</sup> Kenya Demographic and Health Survey, 2014

<sup>5</sup> Republic of Kenya 2010: Kenya Population and Housing Census, 2009

<sup>6</sup> Kenya National Bureau of Statistics Economic Survey, 2014

pastoralists are among the groups most marginalized with limited access to socio-economic services and infrastructure. Successful achievement of national and international development targets will depend on the extent to which attention is given to the distinct challenges facing pastoral communities. The second reason is that, until recently, most governments particularly in Africa viewed pastoral areas as net consumers of national wealth that offered poor prospects of return on investment. Pastoralism was therefore less valued than other forms of land use and less well-supported. Recent studies have shown that these views were misplaced. As a result, Governments in several countries, including Kenya, now recognize the strengths of pastoralism and have formed ministries or other authorities to enhance the contribution of pastoralism to food security, environmental stewardship, and economic growth. African Union recently adopted a policy framework for pastoralism in Africa where it seeks to secure, protect and improve lives, livelihoods and rights of pastoralist communities

### ***C. Northern Kenya***

- 1.17 The defining feature of Northern Kenya is its separation from the rest of the country, which is evident not just in the wide developmental gap between the region and the rest of Kenya but in socio-cultural attitudes and perceptions. The primary policy challenge is how to close this gap and achieve national integration on terms that benefit the people of the region and the country as a whole.
- 1.18 This separation has its roots deep in Kenya's past, in the creation of the so-called Northern Frontier District (NFD) by the colonial regime. The NFD was used as a buffer against hostile neighbours . an expansionist Abyssinian empire to the north and an unstable Jubaland to the east. Governance of the NFD was characterized by restrictions on movement, collective punishment, and the use of extensive non-accountable executive powers. Emergency laws

were not repealed until the advent of multi-party rule in the 1990s, by which time the region had fallen far behind the rest of Kenya in levels of investment, infrastructure, and human development.

1.19 Northern Kenya displays many of the characteristics of remote rural areas caught in chronic poverty traps, which face multiple and interlocking forms of disadvantage. Isolation, insecurity, weak economic integration, limited political leverage, and a challenging natural environment combine to produce high levels of risk and vulnerability. Eighteen of the 20 poorest constituencies in Kenya, where 74% - 97% of people live below the poverty line, are in Northern Kenya<sup>7</sup>. The highest rates of poverty are observed among those who are no longer directly involved in pastoralism, particularly those without livestock who depend on casual labour or petty trade in towns.

1.20 The geographical coverage of the ASALs is as follows:

**Table 1: Categorization of ASAL Counties**

	<b>Northern Kenya</b>	<b>Pastoralism</b>	<b>ASAL</b>
<b>Counties Covered</b>	Turkana, Baringo, West Pokot, Samburu, Isiolo, Marsabit, Mandera, Wajir, Garissa, Tana River, Lamu	Turkana, Baringo, West Pokot, Samburu, Isiolo, Marsabit, Mandera, Wajir, Garissa, Tana River, Narok, Kajiado, parts of Laikipia	Turkana, Baringo, West Pokot, Samburu, Isiolo, Marsabit, Mandera, Wajir, Garissa, Tana River, Narok, Kajiado, Lamu, Kilifi, Kwale, Taita Taveta, Kitui, Makueni, Meru, Tharaka-Nithi, Embu, Laikipia, Nyeri, Machakos, Kiambu, Elgeyo Marakwet, Nakuru, Migori, Homa Bay.

Source: NDMA

1.21 In summary, the policy acknowledges and responds to the specific ecological, social, economic and political realities in the ASALs that distinguish them from the rest of Kenya.

<sup>7</sup> Republic of Kenya, 2008: 'Constituency Report on Well-Being in Kenya'

## Chapter Two

### *Situation Analysis*

#### *A. Introduction*

- 2.1 As the introduction suggested, there are two themes running through this policy. One is the challenge of regional inequality, which primarily affects the ASALs. The other is the latent potential of the ASALs and their economic, environmental and cultural wealth, which is rarely captured in conventional methods of analysis. Underlying inequalities must be removed before this potential can be realized. For the most part these inequalities concern what Vision 2030 calls the foundations for development and specifically the poor economic and social infrastructure especially in arid counties. This chapter addresses both these broad themes, by illustrating the extent of regional inequality and by highlighting the potential gains for the region and the nation as a whole were these inequalities to be removed.

It also highlights unique land and land use management systems in the ASALs that have a significant impact on sustainable utilization of land and land based resources minimizing land use conflicts and enhancing security.

- 2.2 In the ASALs the basic foundations of development are inadequate or lacking. Access to education, health, water, diverse dietary intake, infrastructure, energy, and ICTs are all well below the national average. These are critical enablers of growth and their absence is holding the region back. The consequences for human development are evident: In 2011 seven sub-counties in the north were lagging behind in a number of development indicators as shown on following table

**Table 2: Development Indicators**

<b>Indicator</b>	<b>National average %</b>	<b>NE Sub-Counties %</b>
Family Planning and Maternal and Child health		
a. Women married by age 18 years	26.4	56.3
b. Married women using contraceptives	45.5	3.5
c. Facilities offering modern methods of contraception	85	67
d. Attended by skilled providers	43.8	31.6
Youths attending secondary school	17.7	10.4
FGM	27.1	97.5
<b>Water and sanitation</b>		
Households with improved toilets	22.6	7.6
Access to improved drinking water sources	63	9.3

*Source: Population Reference Bureau-Kenya population data sheet 2011*

Clearly, save for negative practices such as early marriages and FGM, the counties lag behind in all other human development indicators

- 2.3 Poverty levels are steep in ASAL Counties with Isiolo, Tana River, Wajir, Mandera, Marsabit and Turkana having poverty levels (percentage) of 71.6, 76.9, 84, 87.6, 91.7 and 94.9 respectively. The average National Poverty level is at 49.8%, with 20.1 million people<sup>8</sup>.

However, the magnitude of poverty varies from County to County with most of the ASAL Counties registering poverty levels above 70%. These Counties are characterized by relatively weak infrastructure and poor access to public services.

- 2.4 Some of the existing national policies do not adequately address issues relating to ASALs, these include: The Road Policy, 2014, The National Water Policy,

<sup>8</sup>Kippra, Kenya Economic report 2013



1999 and Sessional Paper No 4 of 2004 on Energy. The road policy aspires to achieve all season access road within 2KM across the country but does not define how this will be fast tracked to be realized in the ASALs. The National Water Policy 1999 specified the carrying out of ground water assessment, exploration and drilling of boreholes in ASALs but to date this has been done only in Turkana and Marsabit while groundwater assessment has only been done for Tiwi aquifer in Kwale and Kabatini in Nakuru counties. The rest of the areas remain as targets in the strategic and annual work plans for the mandated agency, the Water Resources Management Authority.

The Sessional Paper No. 4 of 2004 on Energy has the goal of accelerating the pace of rural electrification through grid extension and off-grid projects on the basis of cost effectiveness but given the expansive nature of ASALs and the dispersed population adequate coverage of electrification may not be achieved.

- 2.5 Most communities in the ASALs are differentiated along gender and generational lines. Key assets and resources, such as land, livestock, water and finances are generally controlled by older men rather than by women or youth, reflecting the subordinate position of women and youth in these communities. Men's control over these assets obscures the important role that women and youth play in areas such as livestock production and agriculture. In addition the demands of livestock production and certain cultural practices impede the education and career development of both boys and girls. Literacy rates in Northern Kenya as a whole are low, but those for women are even lower, illustrating the double disadvantage that women experience on account of both their gender and their social group. Women are also directly threatened by the pressures of providing for the households, particularly in terms of fetching water and collecting fuel-wood.

In ASALs, the youth constitute more than half of the population hence the need to engage them for faster growth in this region as they are energetic and likely



agents of change. One feature of pastoral social systems is an age grade system in which ageing is traditionally associated with increasing leadership roles. The implication of this on the youth is that they are not adequately represented in decision making.

There are few opportunities for work or training for the youth and this makes them vulnerable to being drawn into conflict and anti-social behaviours. The youth also command low control of productive assets in the region's economy and are therefore vulnerable to poverty. Hence, the need to integrate youth empowerment and participation strategies in ASAL areas to create opportunities for them to engage in development initiatives

Some of the poorest people in the region are those who are no longer engaged in the pastoral economy and rely on wage labour or petty trade. Most communities have social protection systems to care for the vulnerable, although these are coming under greater pressure.

## **B. Challenges**

*The ASALs have unique challenges and the major ones are highlighted below:*

### **Drought and Climate Change**

Drought is a normal, recurring but temporary characteristic of all climates but most pronounced in arid areas. It's a major threat to economic growth with far reaching consequences including loss and suffering for affected communities. Drought is a natural phenomenon and will still occur even with best policies. However, drought is progressive and predictable and can thus be managed to some degree. A crucial factor in the effectiveness of this management is the preparedness of policy, drought management strategies, predetermined intervention criteria and the relevant emergency action plans.

In recent years, recurrent droughts have become more severe and frequent and are progressively eroding livelihoods in pastoral, agro-pastoral and agricultural zones. The number of people receiving food aid as a proportion of the total affected by drought increased from 60 per cent in 2006 to 91 percent and 88 per cent in 2009 and 2010 respectively. The Post Disaster Needs Assessment (PDNA) showed that 2008-2011 drought slowed GDP by an average of 2.8% per annum and cost Kenya US\$ 12.1bn (Kshs. 969 bn).

The frequency and severity of drought periods appear to be increasing. Northern Kenya recorded 28 major droughts in the last century, four of which occurred in the last decade. Other pressures, such as population growth and settlements, undermine the capacity of communities to manage drought. Despite substantial experience in Kenya, drought response is still not timely enough. Contingency plans are activated too late to prevent the widespread loss of assets.

Following the 2009/10 drought that had devastating effects on countries in the greater Horn of Africa, a joint heads of State and Government Summit for the IGAD and EAC was held in Nairobi in September 2011. During the Summit, all IGAD member states committed themselves to taking measures towards ending drought emergencies. Kenya in 2012 adopted a strategy for ending drought emergencies by the year 2022.

Climate change will exacerbate the challenges already facing the region. Chronic poverty and vulnerability in the ASALs mean that adaptive capacity is generally low. Traditional mechanisms for managing climate variability, such as mobility and the use of drought reserve areas are being closed off. Some areas that used to be set aside for emergency grazing now have an over-supply of water year-round due to drilling of boreholes and provision of other water facilities in the area.

## **Transport Infrastructure**

- 2.6 Arid lands of Northern Kenya cover close to 400,000 km<sup>2</sup> of land but have less than 700 km of tarmac road, most of which is in disrepair. This has an impact on the attraction of investment and communication in the region.

## **Water and Sanitation**

- 2.7 Nearly 43% of people in arid areas take more than one hour to reach water in the dry season while 24% take more than two hours. Further, water coverage in arid areas is very low with the lowest at 26% of the residents in Mandera. Semi-arid areas are equally under-developed in this regard with Kajiado County having water coverage of only 32%<sup>9</sup>. Availability of sustained trans-boundary water flows are proving a challenge as a result of uncoordinated uses upstream for example Lake Turkana-Omo and River Daua.

## **Agriculture/Livestock/Fisheries/Forestry**

- 2.8 Agriculture is the largest contributor to the country's GDP at 26% and a further 27% through linkages to other sectors. However, in arid areas crop production is traditionally practiced along riverine areas with maize being the dominant crop despite its high failure rate. Success in large-scale irrigated agriculture has been limited with several failed schemes along rivers Turkwell, Ewaso Nyiro and Tana. Vulnerability and food insecurity in Semi-arid areas are increasing due to various constraints on agricultural production including; soil erosion, low soil fertility, frequent droughts, loss of labour, limited access to credit, and inadequate research and extension.

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<sup>9</sup> ALRMP II Baseline Survey, 2006

Livestock production is the dominant economic activity in the ASALs, particularly in the arid counties. There is little value addition in the livestock sector with marketing being done through transport of live animals to terminal markets in Nairobi and Mombasa for sale and slaughter. There are various constraints to livestock marketing in ASALs which include: lack of organized livestock markets and market information; inadequate market outlets ; relatively low livestock producer prices, associated with relatively high marketing transaction costs; under-developed stock routes and infrastructure; prevalence of livestock disease and pests; prohibition of night movement when trucking; unreasonably high market charges by local authorities when compared with the services received; inadequate operating capital for livestock traders; insecurity; supply problems, including drought and high levels of in breeding; lack of reliable livestock statistics.

Fish farming in the ASALs is practiced in lakes and rivers of the region. Some of the challenges in fishing include; drought and siltation, reduced flow into lakes and rivers. A major threat to fishing on Lake Turkana is the low flows resulting from the development of hydropower on River Omo in Ethiopia. Other constraints include lack of capital, poor infrastructure and inadequate processing facilities.

There is a growing interest in forestry and dry land natural resource products. However, this is constrained by deforestation, poor catchment management and marketing.

## **Energy and ICT**

- 2.9 The population growth and urbanization are raising energy demand in the ASALs. In Northern Kenya only one county, Isiolo, is currently connected to the national electricity grid with the other major urban centres being on expensive diesel generators. The rural electrification programme is expanding to more

centres and schools on off-grid. However the cost effective requirements under the energy act may affect further increase of the coverage. The lack of adequate and affordable energy will undermine investment and industrialization in ASALs. Mobile telephone operators are expanding their networks, but coverage is still limited to the major towns. The ICT infrastructure is inadequate and expensive. Although the fibre-optic cable has now reached several locations in Northern Kenya, for the most part communication remains heavily reliant on satellite.

### **Trade and Investment**

- 2.10 There are limited commercial activities in the ASALs due to inadequate infrastructure, credit facilities, limited technical expertise, collateral, and low purchasing power

### **Education**

- 2.11 A significant proportion of the population aged 6-17 in ASALs has never been to school<sup>10</sup>. An estimated 1.9 million aged 6-13 years and 2.7 million aged 13-17 years are out of school<sup>11</sup>. Forty six percent (46%) of these are concentrated in nine ASAL counties<sup>12</sup>. The gross primary school enrolment rate in most ASAL Counties is below 50% against a national average of 119.6% while the average net enrolment rate is 40% against a national average of 95.9%<sup>13</sup>. This is a significant increase of about 90% on the 2003 Net Enrolment Rate (NER), suggesting a growing demand for education. However, it also

conceals significant differentials within the region.

At secondary level, the NER in arid areas in 2013 was 9% on average, against a national average of 39.5%<sup>13</sup>. For a significant number of children in the ASALs, long distances to school remain a challenge particularly in the rural areas.

Rates of retention, survival and completion in ASALs are also very low. The primary completion rate on average in the arid counties 2013 was 65%, compared with 84% nationally. ASALs also have the lowest ratios of trained teachers to pupils, low performance in the national examinations, and low rates of transition to university. There is also a significant gender gap in enrolment, to the disadvantage of girls.

Similarly only 18.5% of adults in Mandera and 19.1% of adults in Turkana are formally literate, compared with the national average of 79%<sup>14</sup>. Again, the figures are worse for women as for every five literate men in Mandera there is only one literate woman<sup>15</sup>.

There are limited numbers of tertiary and higher institutions of learning in the ASALs. For instance, there is only one established University College in the whole of the arid region. Similarly, the TIVET institutions are few and not adequately equipped and staffed.

## Health

2.12 Health indicators in ASALs are generally poor, but particularly so for women and children, with high maternal, infant and child mortality, high levels of

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<sup>14</sup> Republic of Kenya, 2011: Kenya: County Fact Sheets

<sup>15</sup> Republic of Kenya, 2010: Demographic and Health Survey, 2008-09q

acute malnutrition, and low immunization coverage. There are significant variations between arid counties and other parts of the country in the percentage of children delivered with trained care<sup>14</sup>. In parts of the ASALs, only 17.3% of births were conducted in health facilities against a national average of 43.6%<sup>10</sup>. Similarly, less than half (48.3 %) of children received all the required immunizations compared to a national average of 77% respectively. The majority of households have inadequate access to water and sanitation facilities<sup>11</sup>. For instance, toilet coverage in most ASAL counties is on average below 20%. There was a slight improvement in nutritional indicators for the period 2000 to 2009 in parts of the ASALs, except for stunting, where the proportion increased by almost 7%<sup>10</sup>

There is an acute shortage of skilled human resources for health in the ASALs. As at 2012, the vacancy rate in 10 counties of northern Kenya assessed against establishment was 79%<sup>12</sup>. The doctor-patient ratio in four arid counties is nearly six times higher than the national average<sup>14</sup>. Health service infrastructure is poorly distributed and inadequately staffed. The average distance to a health facility in arid areas is 52km, ten times further than the national target of 5km<sup>14</sup>. Only five of the Kenya Medical Training Colleges are located in the ASALs. Of the six Rural Health Training and Demonstration Centres in Kenya, none are in arid areas, meaning those trainees have inadequate exposure to the particular health challenges of mobile pastoralist communities.

## **Land and Human Settlements**

- 2.14 Land is a critical factor in the livelihoods of the people in the ASALs and has special cultural and aesthetic significance. Within majority of the land mass, the key challenge is access to strategic natural resources on land, especially water and pasture.

Most land in the ASALs is community land and the land tenure is insecure. Ineffective planning mechanisms lead to unsustainable land use practices and offer weak protection to communities forced to compete with external interests. Inefficient land dispute mechanisms increase the risk of conflicts.

Environmental and land degradation in the semi-arid areas is a result of poor range land management, poor dry land farming practices and deforestation. The negative impact of climate change on the region is likely to enhance vulnerability.

The group ranches are being subdivided between their individual owners. This reduces the viability of parcels for traditional uses, consequently leading to loss of dry season grazing areas.

The growing population in the already established urban areas of the ASALs lack the protection offered by title deeds. Furthermore, there are no land registries in most of the ASAL Counties.

In addition, there exists competing land uses including crop production and pastoralism, human- wildlife conflicts, pastoral communities competing over access to pasture and water etc.

Dispersed settlements are widespread in the ASALs. There are high levels of inaccessibility to infrastructure and services in view of low densities and long distances between settlements. This presents a major challenge in the delivery of services.



## **Governance, Peace and Security**

2.16 The ASALs are associated with insecurity and violence, which deter investments and undermine development. However, the level of common crime is generally low. Insecurity is primarily driven by competition over scarce natural resources or political power. The security infrastructure is inadequate for such a large area with poor communication networks, dispersed population, and heavy presence of illegal firearms. Insecurity in some border areas has international ramifications, but there is no comprehensive regional framework governing cross-border interaction. Other issues of concern include cattle rustling, Inter communal conflicts, high poverty levels, youth unemployment, illiteracy, food insecurity, smuggling of contraband goods, banditry, and piracy along the coast. In addition, the spread of terrorism through youth radicalization in some parts of the region is an emerging threat.

While the region still has relatively strong systems of traditional justice and governance, it is poorly served by the formal justice system. Although there are efforts to increase the infrastructure to dispense justice in ASALs, the situation remains dire. Currently there is only one High Court in Northern Kenya at Garissa with magistrate courts in Garissa, Tana-River, Moyale, Wajir and at the Daadab Refugee Camp.

### **Other Cross-Cutting Issues**

2.17 HIV/AIDS is likely to become more of a threat, particularly for the youth. Few opportunities for employment, coupled with inadequate skills render the youth vulnerable to anti-social behaviour. In addition, harmful cultural practices such as FGM, early and forced marriages hinder progress in attaining education among women and in turn, limit their opportunities for employment and their contribution to the development of the region.

## **Gender, Youth and Vulnerable Groups**

Poverty which is high in ASALs has a gender dimension since women and men, boys and girls experience and react differently to its impact. For the growth of ASALs, it is imperative to address gender disparities by acting on the different needs of men and women.

Gender Based Violence (GBV) which may be physical, emotional, sexual, cultural or even economic occurs across all socio-economic and cultural backgrounds. In ASALs, like with many other parts of the Country, women are socialised to accept, tolerate, and even rationalise domestic violence and to remain silent about it. Some of the GBV practiced in ASALs especially in Northern Kenya includes; Female Genital Mutilation (FGM), early and forced marriages. These affect girls' development in education which in turn has an effect to her future life.

The National Youth Policy endeavours to address issues affecting young people of ages 15-30 years old who form about 75% of Kenya's population. It identifies the key issues as employment and under-employment, health, school and college drop-out rates, crime and deviant behaviour, abuse and exploitation, lack of opportunities, limited and poor housing and limited access to ICT.

## ***C. Opportunities***

### **Strategic position**

- 2.18 The location of the region, its vastness, topography, socio-cultural attributes makes it well positioned to attract investments. It is also the bridgehead to a regional economy of more than 100 million people. Countries such as Ethiopia, South Sudan and Somalia need outlets for their products, and imports of manufactured goods.

### **Agriculture/Livestock/Fisheries/Forestry**

- 2.19 Mixed farming is practiced in ASALs with crop farming mostly done for subsistence. Sorghum and millet would be the most appropriate crops for the environment. Small scale irrigated agriculture has demonstrated some measure of success.

Livestock contributes 10% of Kenya's GDP and 50% of the Agriculture output. The ASALs host about 70% of the national livestock herd with an estimated value of about Kshs. 70 billion. According to Economic Survey, 2014, livestock accounts for 90% of employment in the ASALs and over 95 % of family income and contributes an average of Kshs. 10 Billion a year from 23.2 million animals.

The potential for increased livestock production can be realized through herd/breed diversification, forage and fodder conservation/fodder banks, emerging livestock, irrigated pastures, value addition on livestock production, mechanization in fodder production, capacity building of all players in the livestock sub sector and review of the veterinary policy.

A number of institutions particularly commercial banks and insurance

companies have realized the huge potential in this sector and have started initiatives to assist livestock farmers improve productivity of their stocks through interest-free revolving fund for livestock farmers in ASALs, setting aside funds for insurance targeting livestock during drought.

Fishing in ASALs is mostly in lakes and rivers. However there is opportunity for modern fish farming in the region for consumption in urban areas, for sale in the other regions and also for export.

Sustainable harvesting and value-addition of dry land natural products may provide the basis for successful commercial bio-enterprises if there is sufficient and sustainable supply and market demand, and if the products are processed and packed to the requisite standard. Some of the natural products found in the ASALs which could form the basis of such enterprises include medicinal and nutraceuticals, essential oils, culinary products (honey, herbs, spices, wild fruit), bio-fuels produced from cleared invasive species (such as *Juniperus prosopis*), and silk.

## **Energy and ICT**

- 2.20 Demand for energy in ASALs is driven by population growth and urbanization. The natural endowment of renewable energy in the ASALs is an opportunity to meet this demand and build a greener economy. This will spur economic growth and attract investment and enhance industrialization in ASALs.

The upcoming development of the LAPSSET corridor, Isiolo resort city, air transport infrastructure, mineral exploitation and resulting private investments in the region will provide opportunity for expansion and access to ICT.

## **Trade**

- 2.21 Trade in ASAL tends to be mainly retail outlets and concentrated in administrative centres. A large proportion of trade is informal in nature and operated through elaborate trading networks. Small-scale trade in town tends to be dominated by women, while livestock business and other high value or long distance trade is dominated by men. The vast wealth of natural resources in the region provides opportunities for trade and investments. In addition existing and emerging trade preferences through EAC, COMESA, TRIPARTITE-FTA and Continental- FTA provide opportunities for cross-border trade.

## **Tourism**

- 2.22 Tourism contributes 12% to Kenya's GDP, 10% of employment opportunities and is one of the leading sectors in foreign earnings. ASALs are home to over 90% of tourism products which include beach, national parks, game reserves, UNESCO accredited world heritage sites, authentic cultural practices.

## **Natural wealth**

- 2.23 The ASALs have enormous potential for renewable energy, from both solar and wind. Other natural resources include sand and gravel for construction, soda ash, gums, resins, gemstones, gypsum, limestone, coal, iron ore, and medicinal plants. The recent discovery of oil and gas in Turkana and Lamu and water aquifer in Turkana present the region with an enormous potential for development. Dry-land soils and vegetation store substantial amounts of carbon, suggesting that the ASALs could be integrated into the carbon market and generate payments for environmental services such as carbon sequestration.

## **Climate Change and Variability**

- 2.24 Pastoralists have successfully managed climate variability for centuries. Their skills and indigenous knowledge will become more valuable as the impact of global climate change becomes more pressing. Use of modern scientific knowledge both in early warning systems and resource management provide opportunity for better mitigation.

## **Urban Development**

- 2.25 Carefully planned urban development and provision of requisite infrastructure facilities and services in the ASALs will spur regional development, particularly through attracting investors and ultimately creating employment. This will also open up new economic opportunities for the country as a whole, reducing population pressure in high-density areas and strengthening national cohesion through the inter-mingling of social groups.

## **The Constitution of Kenya**

- 2.26 Article 42 and 43 of the Constitution provides for the rights to clean and healthy environment and Economic and social rights. The duty of the state and every state organ is therefore to take measures to achieve progressive realization of these rights. The Constitution has also provided for affirmative action programmes for marginalized groups under Article 56. In addition, the implementation of Article 63 provides for the management of community land which is a major feature in ASALs. In addition, equalization fund is provided to accelerate infrastructure development in the ASALs.

## **Gender, Youth and Vulnerable Groups**

- 2.27 Women networks in ASALs provide invaluable social assistance to their members and platforms for economic and social development, such as savings and credit schemes or adult literacy programmes. Various formal social protection mechanisms also exist, including free primary and day secondary education, bursaries, and social protection programmes. .

Women also play important and complex roles in peace-building process in these areas, more often at the community level than in formal national-level processes. Women in ASALs provide opportunity in peace building initiatives at all levels.

## **Governance, Peace and Security**

- 2.28 The region has relatively strong systems of traditional justice and governance, which can be harnessed to minimize conflict and enhance peace and security.

## Chapter Three

### *A. Goal and Objectives of the Policy*

3.1 The goal of this policy is to facilitate and fast track sustainable development in Northern Kenya and other arid lands to address developmental gaps in line with the region's realities.

3.2 The objectives of this policy are to:

- a. Provide a framework for ASAL development coordination, resource mobilization, research, monitoring and evaluation
- b. Strengthen cohesion and integration of ASAL with the rest of the country and address inequality including gender, youth and vulnerable groups
- c. Improve the enabling environment for development in the ASALs by establishing the necessary foundations for development and bridge development gaps
- d. Develop Alternative Approaches to Service Delivery in Pastoral Areas
- e. Provide a policy framework for enhancing synergy on Ending Drought Emergencies
- f. Promote sustainable utilization of existing land and land based resources to facilitate national economic development
- g. To provide an enabling environment for sustainable agriculture, livestock, trade and tourism development in the ASALs

3.3 Implementation of this policy will contribute towards the Government's vision of security, justice and prosperity for the people of ASALs. It will help achieve the three pillars of Kenya Vision 2030 . economic, social and political.



## ***B. Guiding Principles***

3.4 The implementation of ASAL development policy will be guided by the following principles:

- a. Promotion of the protection of the rights and fundamental freedoms of Kenya citizens as enshrined in the Constitution is an integral part of this policy.
- b. Promotion of stakeholder participation in line with the Constitution of Kenya.
- c. Equity and fairness in the impact of the policy on various socio-economic groups.
- d. Sustainability in terms of making long term impression whose impact is positive and sustained over time.
- e. Encouraging partnerships at local, national and international levels.
- f. Adoption of multi-sectoral and multi-agency approach to create synergy particularly in drought management issues.

## Chapter Four

### *Elements of the Policy*

#### *A. Strengthen National Integration, Cohesion and Equity*

- 4.1 A long history of separate development in the colonial and immediate post-colonial periods did little to build cohesion between Kenyans in the north and those in the rest of the country<sup>16</sup>. To many people, Northern Kenya is remote and insecure. On their part, many in Northern Kenya regarded the rest of the country as distant and different.
- 4.2 These attitudes have shaped patterns of investment in Kenya, such that the north has fallen far behind the rest of the country against most indicators of social and economic development.
- 4.3 ASALs require accelerated investment for a finite period in order to achieve equity and unlock the region's potential. This time-bound affirmative action will need the support and understanding of all Kenyans, which can only be secured through greater contact and exposure between communities in different parts of the country. This in turn will move all Kenyans towards a nation that respects and harnesses the diversity of its people's values, traditions and aspirations for the benefit of all.
- 4.4 *In order to strengthen national cohesion and accelerate investment in the region, the Government will:*
- a. Develop programmes to enhance social integration and cohesion.

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<sup>16</sup> It is noteworthy that the Kenya Constitution 2010 has addressed itself to this issue of marginalization

- b. Ensure that the Equalization Fund and other measures in the Constitution address the particular challenges facing ASALs.
- c. Develop a package of fiscal and other incentives that will attract private sector investment into ASALs, particularly investing in the region's core resources, such as livestock, or its social and economic infrastructure.
- d. Ensure that all investment and economic development protects the environment, provides compensation where required, and delivers maximum benefits to communities in the region and to the country. This includes developing an investment framework and appropriate mechanisms channel a fixed percentage of the proceeds from natural resources, including oil and mineral resources, directly to local communities.
- e. Promote Information Technology Enabled Services (ITES) and Business Process Outsourcing (BPO) industries to diversify investments for job and wealth creation.

#### ***B. Improve the Enabling Environment for Development in ASALs***

- 4.5 Lack of the basic foundations for development in ASALs, particularly infrastructure, human capital, and security is deterring investment, undermining productive potential, draining resources into prolonged emergency response, and frustrating local-level initiative.

#### **Infrastructure**

- 4.6 Kenya Vision 2030 aspires Kenya to be a country that is firmly inter-connected and identifies infrastructure as a key foundation for development. A more robust infrastructure in ASALs will stimulate investment and growth. It will create jobs, reduce poverty, improve terms of trade and lower the cost of doing

business. Better infrastructure will improve security, stabilize the region, and strengthen its integration with the rest of the country and neighbouring markets.

4.7 *In order to open up ASALs for development, the Government will:*

- i. Develop and maintain an integrated, safe and efficient road, rail, water and air transport network in the region, prioritizing the development of transport corridors linking Kenya to key markets in Ethiopia, South Sudan and Somalia and beyond them to the Middle East. This will include the Lamu Port-South Sudan-Ethiopia Transport corridor (LAPSSET).
- ii. Invest in water harvesting, water supply and irrigation infrastructure. Improve the water and sanitation infrastructure in line with a strategic assessment of the most appropriate locations and technologies. Undertake assessment and exploration for the underground water and maximize use of trans-boundary water resources in coordination with other riparian countries and promote equitable water distribution through inter-basin transfers
- iii. Harness and develop renewable energy such as wind and solar including installation of distribution infrastructure for the benefit of the nation and review the energy distribution criteria of cost-effectiveness which is not favourable to rural and ASAL communities.
- iv. Roll out digital TV broadcast infrastructure and provide broadband connectivity for learning, social and government institutions and for use by other business organization.
- v. Draw up strategic development plans for urban areas that include cost

effective housing technology, employment and service needs of urban populations, and provide sustainable economic opportunities for their surrounding rural areas, while also protecting the grazing and water rights of pastoralists.

- vi. Ensure that infrastructure investments are climate-proofed and appropriate to the particular circumstances of the region and promote investment in institutional and infrastructural frameworks to mitigate and reclaim degraded areas, wastelands and ecosystem.
- vii. Take appropriate measures to enhance private sector participation in infrastructure development, such as the provision of incentives in sectors such as housing, renewable energy, transport, and communication.
- viii. Promote efficient adaptation measures for productive and sustainable resource management in the ASALs and involve and empower communities in the management of ASAL ecosystems
- ix. Implement the National Action Programme (NAP) to combat desertification and revitalize the Desertification Trust Fund.
- x. Regulate and encourage sustainable utilisation and bio-prospecting of biological resources in accordance with international law.
- xi. Creation of Universal Service Fund to finance infrastructure and access of services.
- xii. Promote and implement mechanisms for sustainable harvesting of sand, murram stones and mining activities and ensure rehabilitation and

restoration of all mining sites including quarries. Further, encourage equitable exploitation and sound management of mineral resources while ensuring local participation and involvement of indigenous enterprises in investment in mining sector.

## **Human Capital**

- 4.8 A healthy and skilled population is critical to achieving the goals of Vision 2030, particularly that of global competitiveness. However, the disparities in human capital between the ASALs and the rest of Kenya are so acute that major investment will be necessary if the region is first to compete on an equal basis with the rest of the country. Constitution of Kenya 2010 Article 53 (b) and (c) provides for free and compulsory basic education; and basic nutrition, shelter and health care. Article 56 provides for affirmative action programmes designed to ensure minorities and marginalized groups are provided special opportunities in education and economic fields as well as have reasonable access to water, health services and infrastructure. The basic education Act 2013 Section 39 (c) articulates the responsibility of the Government to provide for children of marginalized groups. The national Education Sector Plan (2014-2018) provides for increased investment and establishment of an autonomous body responsible for all matters of nomadic education, National Council for Nomadic Education in Kenya (NACONEK) under expanding education opportunities in ASAL investment programme. The draft Kenya Health Policy (2012-2030) articulates improving access, demand and quality of care as one of its key policy objectives. In particular, the policy seeks to scale up physical access to persons-centered health care by prioritizing solutions targeting hard to reach or vulnerable population.

- 4.9 *In order to strengthen human capital in ASALs, the Government will:*

- a. Develop and improve appropriate infrastructure for education, training

and health care at all levels, including tertiary and higher education.

- b. Put in place measures to increase the number of appropriately trained education, health and nutrition professionals and develop mechanisms to attract and retain them.
- c. Introduce affirmative action programmes for people from ASALs, particularly women and youth, to enter all public training institutions.
- d. Target a percentage of bursaries for students from ASALs who wish to pursue tertiary and higher education.
- e. Address issues that disproportionately affect the education, health and nutritional status of children and women.
- f. Ensure that the Health, Agriculture, Livestock and Education sectors fully incorporate nutrition considerations in their programmes and policies.
- g. Put in place appropriate innovative strategies to reach mobile communities in the ASALs.

### **Governance, Peace and Security**

4.10 The provision of adequate security is a challenge in a large region with poor infrastructure. Insecurity both domestically and cross border is driven by resource based competition. The location of the region, the length of its borders and trans-boundary nature of pastoralism mean that there are significant international dimension to security

4.11 *In order to enhance governance, peace and security in ASALs, the Government will:*

- a. Establish comprehensive measures to end cattle rustling and inter-

communal violence, including incentives for individuals, communities or institutions which deliver positive results for peace. Also measures to establish bolus technology as way of dealing with cattle rustling will be explored.

- b. Enhance the presence and capacity of the security and justice systems.
- c. Strengthen traditional systems of governance and alternative dispute resolution mechanisms in line with existing government structures and ensure that these are consistent with the constitution.
- d. Enact and implement the National Peace Building and Conflict Management policy.
- e. Implement community empowerment programmes in peace building
- f. Ensure that all interventions in the region are planned and conducted in a manner that is sensitive to local values and priorities.
- g. Put in place measures to minimize human-wildlife conflict.
- h. Strengthen mechanisms within counties and with neighbouring countries which ensures effective management of peace and security.
- i. Advocate for upholding of Article 10 section 2(a) of the Constitution of Kenya 2010 on national unity and participation of people.
- j. Mainstream disaster risk reduction measures in plans and projects in the region.
- k. Inculcate a culture of respect for the sanctity of human life for co-existence, and for the diversity of people's values, traditions and aspirations.
- l. Ensure proper demarcation of County boundaries
- m. Facilitate and regularize cross border trade
- n. Strengthening Peace building committees since they have had positive results in some places.
- o. Enhance community policing through the *Nyumba Kumi* Initiative



### ***C. Develop Alternative Approaches to Service Delivery, in Pastoral Areas***

- 4.12 The population of pastoral areas is highly dispersed, scattered across a large area in relatively small settlements. Many people are also mobile, since mobility is key to reliable production in dry-land environments. The Government recognizes that mobility is a rational and sophisticated response to environmental conditions. However, mobility in many pastoral areas of Kenya is curtailed by settlements, administrative boundaries, conflict, and land alienation. Both mobility and low population density make service delivery more challenging. Distances to schools, health referral facilities, and centres of justice and administration are long, and over poor roads with limited transport.

Pastoral production traditionally depends on access to household labour. An education and health system that offers only static centres is incompatible with families that need to remain mobile, thus impeding the education and health needs of the community. In addition, the generally subordinate status of women, and certain cultural practices in pastoral societies, has a negative impact on girls' education and health.

Traditional systems of governance and administration in ASALs are still strong, particularly those dealing with peace building and natural resource management. There are positive examples of formal and customary systems of governance forging an accommodation with each other. There are also examples of contradictions between the two: for example, there is a dissonance between the rights of the individual in a modern electoral system and the dominant role of clan elders in shaping political leadership.

One particular feature of social systems in pastoral communities is the status

of youth, such as *morans* in *Maasai* society, within age-grade systems in which ageing is traditionally associated with increasing political authority. Their specific situation is not currently addressed within national youth policies.

4.13 *In order to ensure that people in pastoral areas enjoy a level of access to public services comparable to those in other parts of the country, the Government will:*

- a. Recognize, through legislation, pastoralism as a legitimate form of productive land use and development on the same basis as farming, and incorporate the value of dry-land goods and services within the Government's economic planning.
- b. Ensure that devolved structures accommodate mobility and resource-sharing across administrative boundaries and draw on the knowledge and experience of customary institutions.
- c. Explore innovative ways of enhancing security and access to justice in arid and pastoral areas.
- d. Integrate the specific needs of pastoralist youth and vulnerable groups within national youth policies and strategies.
- e. Establish integrated mobile service delivery systems to address the special needs of pastoral communities.
- f. Incorporate knowledge management as a resource for sharing information among the ASAL communities.
- g. Increase to a minimum of thirty percent (30%) the number of women, youth and persons with disabilities in positions of leadership and law enforcement.

## **Health**

4.14 The region has limited healthcare facilities, which lack adequate equipment and qualified personnel.

*4.15 In order to address health sector deficiencies in the ASALs, the Government will:*

- a. Enhance flexible health systems which are responsive to the needs of the ASALs.
- b. Adapt community-based health systems for remote and mobile populations.
- c. Introduce flexible health insurance schemes tailored to the needs of pastoralists.
- d. Establish an institutional mechanism to address ASAL health and nutrition issues.

#### **Education**

4.16 The region has inadequate education facilities, which are sparsely distributed and have insufficient human resources.

*4.17 To address the challenges in the education sector, the Government will:*

- a. Strengthen education systems and make them responsive to the needs of ASALs.
- b. Operationalize the National Council for Nomadic Education in Kenya (NACONEK).
- c. Revise the Education Act to incorporate alternative ways of providing education services to nomadic communities, such as distance and mobile education.
- d. Increase investment in education to reduce the inequalities experienced by certain social groups, including women, youth and other minority groups.

***D. Provide a policy framework for enhancing synergy on Ending Drought Emergencies***

**Drought Management and Climate Change**

4.18 The frequency and severity of drought periods appear to be increasing. Northern Kenya recorded 28 major droughts in the last century, four of which occurred in the last decade. Other pressures, such as population growth and settlements, undermine the capacity of communities to manage drought.

*4.19 In order to reduce the effects of drought and climate change on vulnerable communities in the ASALs, the Government:*

- a. Operationalize the framework for effective coordination of ending drought emergencies strategy;
- b. Will establish the National Drought Response Fund to ensure timely response to drought emergencies
- c. Will gazette and manage emergency drought reserve grazing areas and encourage the development of buffer areas of crop and forage production as part of contingency planning.
- d. Will mainstream climate foresight and climate adaptation into planning at all levels.
- e. Will systematically strengthen the strategies used by communities to adapt to climate variability and to reduce and manage the risks from natural disasters.
- f. Will explore opportunities and develop appropriate mechanisms through which communities can benefit from bio-carbon initiatives, wind and solar energy.
- g. Support institutional framework for drought risk management, and safety net programmes targeting poorest and most food insecure

***E. Promote sustainable utilization of existing land and land based resources to facilitate national economic development***

**Land and Natural Resource Management**

4.20 Natural resource management systems have come under increasing pressure from competing forms of land use, successive and more frequent droughts, and the proliferation of ever-smaller administrative units.

4.21 *In order to ensure sustainable land utilization and natural resource management in the ASALs, the Government will:*

- a. Support traditional natural resource management systems that promote sound environmental practices.
- b. Protect and promote indigenous knowledge and practices, promote environmental education and awareness, and intensify environmental conservation efforts.
- c. Protect and increase forest cover, riverine vegetation and critical water catchment areas in the ASALs, including special ecosystems.
- d. Promote low-maintenance water technologies; with an emphasis on water harvesting
- e. Ensure that the interests of pastoralists, particularly pastoralist women, are adequately and appropriately addressed in new land legislation and institutions, in line with the National Land Policy.
- f. In partnership with local communities and development partners, identify and map out all natural resource areas.
- g. Ensure all land is registered either as public, community or private in order to facilitate investments and minimize land use conflicts and insecurity.

## Human Settlements

4.30 Human settlements in the region are characterized by sparse population and lack of infrastructure and services.

4.31 *In order to facilitate efficient provision of infrastructure facilities and services to attract investors and spur regional development of the ASALs, the Government will:*

- a. Promote strategic urban development along the major transportation corridors i.e. the Northern Corridor Standard Gauge Railway (SGR) and LAPSSET Corridor.
- b. Promote appropriate human settlements and movement routes for the pastoral communities
- c. Ensure County Spatial Plans, Urban and County Integrated Plans and Regional Plans are in line with the National Spatial Plan to guide urban and rural development

### ***F. To provide an enabling environment for sustainable agriculture, livestock, trade and tourism development in the ASALs***

## Livestock Production and Marketing

4.22 Livestock production is the dominant economic activity in the ASALs, particularly in the arid counties. Despite the ASAL livestock being the dominant economic activity in the ASALs, several challenges still hinder realization of its full potential.

4.23 *In order to strengthen livestock production and marketing in the ASALs, the Government will:*

- a. Review the livestock production policy and veterinary legislation to enhance the productivity of the livestock sub-sector
- b. Rehabilitate livestock marketing infrastructure through Public Private Partnerships and community associations.
- c. Establish the Kenya Livestock Marketing Board.
- d. Establish mechanisms to extend affordable finance to livestock producers, traders and cottage industries.
- e. Ensure that livestock-based food products are categorized as part of the national food reserves.
- f. Ensure strengthened research and extension systems which are relevant to the livelihoods of ASAL livestock keepers, including women.
- g. Ensure establishment of livestock promotion centres and promotion of value addition including livestock processing facilities.
- h. Ensure introduction of appropriate insurance schemes in the ASALs for livestock inputs, fodder production and conservation for pastoralist communities
- i. Promote diversification into other economic activities to help mitigate challenges emanating from climate change

## **Agriculture**

4.24 Agriculture in the ASALs is constrained by low annual rainfall. However, agricultural production can be improved through irrigation. The potential to increase both rain-fed and irrigated crop production is constrained by inadequate extension services and production technologies, limited access to affordable credit, and poor post-harvest management and storage facilities.

4.25 *In order to enhance agricultural production and food security in the ASALs, the Government will:*

- a. Strengthen research and extension systems relevant to rain-fed crop production, including soil and water conservation, organic farming agro-forestry and promotion of drought resistant crops.
- b. Promote water harvesting to ensure food security in collaboration with Regional Development Authorities.
- c. Strengthen market linkages between low and high production areas.
- d. Establish mechanisms to extend affordable finance to smallholder farmers, particularly women.
- e. Promote appropriate technologies in irrigated agriculture and agricultural conservation for sustainability and profitability.
- f. Address land degradation and institute intervention measures.
- g. Diversify rural economies to reduce reliance on climate-sensitive agricultural practices and promote value addition and financial support to sericulture and apiculture.
- h. Develop integrated pest management systems to cope with increased threats from insects, pathogens and weeds, and promote improved practices in post-harvest storage and management.
- i. Develop an innovative insurance scheme to mitigate crop failure. Promote tree farming for production of natural gums and resins
- j. Introduction of mechanization in high value crop farming.

### **Livelihood diversification**

4.26 Livelihood diversification is an important strategy in both arid and semi-arid areas to reduce vulnerability to risk. The natural resource base of the ASALs has rich potential in livelihood diversification. *In order to promote livelihood diversification , the Government will:*



- a. Promote production and marketing of natural products such as gums, resins, medicinal plants and culinary products
- b. Promote formal and informal job creation, self-employment and entrepreneurship relevant to the needs of the ASAL communities.

### **Poverty and Inequality**

4.27 The ASALs have the highest incidence of poverty in the country as a result of past national policies, which did not take into account the special needs of the region.

4.28 *In order to reduce poverty and inequality in the region, the Government will:*

- a. Domesticating the National Social Protection Policy in the ASALs.
- b. Develop and support financial services and products appropriate to the needs of the region, including insurance schemes for both people and livestock to buffer production against risk.
- c. Develop and support income-generating programmes that strengthen the socio-economic position of women, youth and persons with disabilities.
- d. Develop and strengthen producer and marketing organizations, including cooperatives, in sectors such as agriculture and livestock.
- e. Encourage a culture of savings through the promotion of rural SACCOs.
- f. Mainstream interventions which address the specific challenges facing women, youth and vulnerable groups within all policies and programmes.

### **Trade and Investment**

4.32 The ASAL region is characterized by low levels of investment in the manufacturing, trade and service industries.

4.33 *In order to promote trade and enhance investments the government will:*

- a. Encourage the private sector to take advantage of opportunities provided by the existing and emerging regional trade arrangements including EAC, COMESA, TRIPARTITE-Free Trade Area (FTA) and Continental-FTA
- b. Operationalize export abattoirs in the production areas.
- c. Provide incentives for investments in ASALs through Foreign Direct Investments and PPPs.
- d. Encourage value addition in trade for both livestock and horticultural products.
- e. Map out the resource potential of ASALs and generate a data bank on the region's endowment for planning and investment purposes.

### **Tourism**

- 4.34 Enormous opportunities exist in the ASALs for tourism. Most of the current tourism activities happen in these regions but the benefits to the local community is minimal.
- 4.35 *In order to enhance and diversify tourism in the ASALs the government will:*
- a. Promote cultural tourism, local museums, home stays, adventure tourism, roadside conveniences, bird watching and filming.
  - b. Increase the benefits to communities from tourism through the development of community-owned eco-tourism enterprises or conservancies and the promotion of responsible tourism.

## ***G. Enhance Empowerment and Participation of Gender, Youth and Vulnerable Groups in ASALs***

### **Gender and Vulnerable Groups**

4.36 Cultural practices and youth unemployment in ASALs renders the youth vulnerable to radicalization and involvement in cattle rustling. Moreover, women and other vulnerable groups are marginalized in decision making processes in ASALs.

4.37 *In order to enhance empowerment and participation of Gender and Vulnerable groups in ASALs the governments will:*

- a. Ensure implementation of affirmative action programmes for the above categories of vulnerable groups
- b. Ensure adherence to the Constitutional requirement of not more than 2/3 of the same gender in all appointments
- c. Ensure the above groups are protected from harmful cultural practices and promote alternative rites of passage.
- d. Promote involvement of men, women and the youth in the campaign against Gender Based Violence and peace building initiatives.
- e. Revitalize the National Youth Service (NYS) in ASALs to catalyze transformative Youth Empowerment in ASALs.
- f. Involve youth and Integrate youth issues in ASAL planning and development including implementation of programs and projects.
- g. Providing youth with both financial resources and skills such as credit management and formation of youth SACCOs.
- h. Initiate programs that promote social and moral responsibility among the youth;
- i. Encourage youth to be proactive and innovative as a source of their livelihood.

- j. Revitalize vocational and technical training institutions and promote alternative training avenues.
- k. Nurture and foster sporting, performing and visual arts talent and provide sporting and cultural facilities for youth.
- l. Promote Youth Exchange programs to encourage social integration, cohesion, attitude change and peer mentoring.

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## Chapter Five

### ***Institutional and Legal Framework***

- 5.1 With the advent of devolution, attempts are being made to mainstream national development plans in the County Integrated Development Plans (CIDPs). Coordination of development activities between the two levels of government is critical in ASALs where there are multiple actors.
- 5.2 There is need to put in place an institutional and legal framework for the development of ASALs which harnesses the contributions of multiple actors at all levels and makes the most effective use of human and financial resources.
- 5.3 In order to ensure coordinated and harmonized development of ASALs, *the Government will set up ASAL Transformation Structures*. These institutions will be at various levels as follows:
- Operationalize the ASAL Cabinet Sub-Committee, chaired by the Presidency to provide high-level policy direction and political support to ASAL development.
  - An ASAL Inter Governmental Steering Committee comprising of Cabinet Secretaries and Governors from ASAL counties to provide leadership across governments.
- ASAL Inter-Governmental Technical Coordination Committee comprising of Principal Secretaries and county government officials. An ASAL Stakeholders Forum, bringing together national and county Governments, UN agencies, development partners, NGOs and the private sector.
- An ASAL Transformation secretariat to provide technical, legal and administrative support to the transformation structures.

5.4 *In order to ensure sustainable ASAL development the Government will:*

- a. Draft enabling legislation on ASAL to ensure a firm foundation for ASALs development.
- b. Establish National Drought Response Fund to increase responsiveness to drought, ASALs Education Trust, a Livestock Marketing Board, a ASALs Investment Fund, and a Health and Nutrition Council for ASALs.
- c. Establish appropriate forums at national, county and sub-county levels that bring key actors together to plan, coordinate and harmonize development activities and resources towards a common goal.
- d. Ring-fence all development resources allocated for Arid and Semi-Arid Counties.
- e. Harmonize the execution of ministerial and devolved budgets, and locally generated revenue, against a single county integrated development plan, which is based on community-identified priorities and responds to available economic opportunities.
- f. Strengthen institutional capacity at all levels, particularly within county-level planning, budgeting and coordination structures, in line with the Constitution, in order to address the significant capacity challenges facing devolved institutions in ASALs.
- g. Develop a comprehensive human resource policy and strategy for the ASALs.
- h. Increase the number of research and training institutions that are responsive to the needs of the ASALs.

## Chapter Six

### *Financing*

- 6.1 Financing of development in ASALs will come from the Government, donors, Non-Governmental Organizations, the private sector, civil society organizations, Community Based Organizations and Faith Based Organizations.
- 6.2 The Government will:
- a. Provide leadership in mobilizing and allocating resources necessary for strengthening the foundations for development, including roads, energy, ICTs, water, education, health and security.
  - b. Ensure that the Equalization Fund addresses marginalization and other challenges facing ASALs.
  - c. Ensure absorption capacity of development resources allocated to ASALs is enhanced.
  - d. Encourage public-private partnerships and develop a package of fiscal and other incentives that will attract investment into ASALs.
  - e. Strengthen harmonization and alignment of finances from development partners against the objectives of this policy.
  - f. Initiate budget tracking mechanisms to ensure funds allocated for ASAL development are properly utilized.
  - g. Develop a framework for reporting the financial commitments to projects and programmes in the ASALs to enhance transparency and accountability.

## Chapter Seven

### ***Implementation and Monitoring & Evaluation Framework***

#### ***Implementation framework***

- 7.1 Successful implementation of this policy will be dependent upon the collaborative efforts and synergies of all stakeholders and actors through establishment of an effective partnership framework. This policy will be implemented under the existing legal and other government policy frameworks including the sectoral five-year strategic plans, the CIDPs and annual work plans. This policy will be implemented by various actors including Government Ministries, Departments and Agencies, County Governments, Constitutional Commissions and independent offices in collaboration with the private sector, Civil Society Organizations, political parties and development partners.

#### **Monitoring and Evaluation Framework**

- 7.2 Monitoring and evaluation (M&E) of this policy is necessary in generating information on progress being made towards achieving the targeted results in line with the goals and objectives of the policy. A critical assessment of the goals and objectives of the projects and programmes in the ASALs and how well they have been met will be done periodically. The M&E framework will be developed through a participatory and consultative process factoring in the feedback mechanism. Evaluation of this policy will be conducted by an independent agency after five (5) years to measure its impact and inform its review. The evaluation will highlight successes, challenges and lessons learnt.



## **Policy Review**

7.3 The policy will be in operation for a period of ten (10) years and will be subjected to a mid-term evaluation and after five (5) years.

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