



Government of Kenya
Arid Lands Resources Management Project
Drought Management Initiative

Functional Analysis of District Drought Management Structures

Presentation based on Final Report (July 2008)

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Safari Club Hotel



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Outline of the Presentation



- Objectives of the study and Approach taken
- Ch 1 : History of Drought Management in Kenya
- Ch 2 : Institutional Landscape and Policy Environment
- Ch 3 : Functional Analysis of DSGs
- Ch 4 : Proposed Activity/Capacity Building Programme

After the presentation discussions on:

- Long-term Institutional set-up for Drought Management
- ToRs for DSGs / Drought Management at the district level
- Proposed Activity / Capacity Building plan

Study Objectives and Approach (1/2)

Terms of Reference (refer objectives of DMI)

- **Functional Analysis of DSGs**
 - ❑ Revised ToR for DSGs
 - ❑ Capacity Building Plan

Way we have been exploring :

- **Functional Analysis of Drought Management Structures**

In order to be able to :

- ❑ **Make suggestions for broad institutional framework for ‘Drought Management and Food Security’ (that would fit any likely future constitutional dispensation)**
- ❑ **Provide guidelines for DM/FS at district level with Roles and Responsibilities of all parties (given the tasks and their regular mandates)**
- ❑ **Make proposals for increased community involvement**
- **Starting from DMI’s possible contribution to “what ought to be “**

Objectives and Approach (2/2)

➤ Meetings with DSGs

- ❑ Launch meetings for DMI in Garissa, Maralal, Kilifi and Kitui
- ❑ Bringing together members of 5-6 DSGs each time

- ❑ Four questions :
 - ❑ What is the DSG doing ?
 - ❑ What is it supposed to do ?
 - ❑ What accounts for the discrepancy between the two ?
 - ❑ What is the present DSG membership - should it be changed ?

In 'host' districts :

- Discussions with individual DSG members
- Fields visits -
- All district visits were conclude with a debriefing/discussion

- Discussions with Stakeholders in Nairobi

History of Drought Management

Chapter 1 - The context (1/2)



- Other studies have highlighted DM/EW issues that need attention
 - Scaling-up of non-food aid interventions in all stages of the drought management cycle;
 - Fine-tuning and sharpening of the early warning system as present reports have a tendency of being inflated in order to muster external support, and expansion of the system to also cover semi arid districts next to the arid districts
 - Improving the link between early warning and early response and establishment of a drought contingency fund, that also can be used for activities in the stages of 'alert' and 'recovery', and which will help to situate relief in the broader relief-rehabilitation-development continuum;
 - Further improving the community level involvement and the community-district interface in drought management and support local mitigation capacities as opposed to capacities to handle outside support;
 - Institutionalisation of the drought management function into Kenya's regular public governance and service delivery system.

History of Drought Management

Chapter 1 - The context - (2/2)

Important to document history / background / Main Issues :

- Regular/certain occurrence of drought
- Coping mechanisms under threat
- Food aid as main response mechanism
- Political economy of ASAL (different areas; different stakeholders)
- TDDCPU, EDRP (WB), DMP followed by DPIRP - ALRMP
- ALRMP started when other Area based programmes ended
 - These programmes used DEC and DDC
 - Defunct public sector at the time
- ALRMP-I focused on EW/DM
 - origins of DSGs
- ALRMP-II much more a area based development programme
- ALRMP comes to an end (2010) - **What will DMI's role be ?**
 - Institutionalization of Drought Cycle Management (at district level)
 - Drought Contingency Fund
 - Linking Relief to Rehabilitation and Development (LRRD)

Institutional Landscape / Policy Framework

Chapter 2 (1/6)

- Origins of the present system of Service delivery
 - Decentralised set-up at independence
 - In 1970s/1980s Line Ministries became major service providers
 - Defunct Government in 1990s - creation of parallel systems (NGOs, projects, trust funds, etc.)
 - Additional systems introduced without abolishing the old ones (eg. constituency system; CDF and others)
- District Focus for Rural Development
 - DEC and DDC were popular as long as there were funds
 - Still the official system
 - Increased demand for decentralised systems of Service Delivery
- Highly complex system (and getting more complex - as sectors create own structures - different geographical areas)
- Changes in the future are likely - and the broad direction of these changes is known.

Institutional Landscape / Policy Framework

Chapter 2 (3/6)



- Beyond the scope of this study to speculate on future changes but elements of the following will be likely included / considered :
 - Merger of various 'parallel' government systems (and Provincial administration to become representative of the president / responsible for law and order)
 - Streamline how the communities participate in planning and oversight
 - Creation of formal governance structures at sub-district level (especially the village / community level)
 - Harmonization of geographical areas
- Issues are inter-linked
- As much as it is impossible to foretell the future - as much it is not wise to boost temporary structures that will not last
- Separation of coordination / implementation / oversight

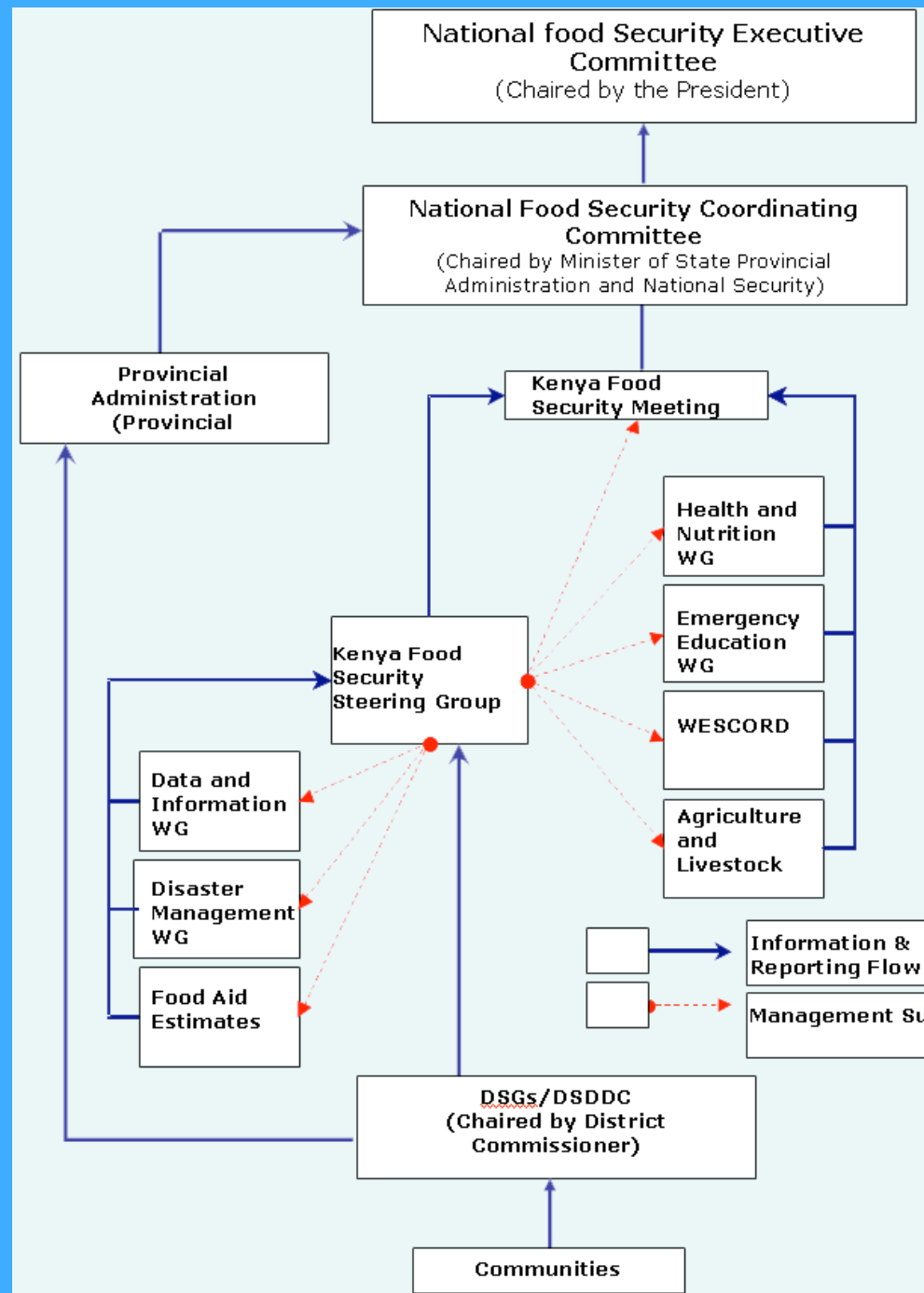
Institutional Landscape / Policy Framework

Chapter 2 (4/6)



- Kenya Food Security Coordination System (KFSCS)
 - GoK structures and Stakeholder structures
 - Some organs provide political guidance other seek to coordinate
 - Others are meant to guide implementation / or implement
 - No formal provision for accountability / oversight roles (unless through DDC)
 - [see Figure 2.2 and Table 2.1]
 - KFSCS is a system of both governmental and non-governmental stakeholders next to the regular GoK system; Non legalised structures at the district level report to non legalised structures at the national level
 - Often 'institutionalization' is understood to mean " formalisation" of such structures -without questioning the structures themselves - or without reviewing the context (eg. new policies; see report para 2.3).
 - Several studies (Anderson, Lelei) / various proposal / often within the box / mainly focusing on national level /
 - Lelei : put GoK back in the driving seat

Figure 2.2: Food security and drought management institutional linkages in Kenya



Source : www.kenyafoodsecurity.org

Institutional Landscape / Policy Framework

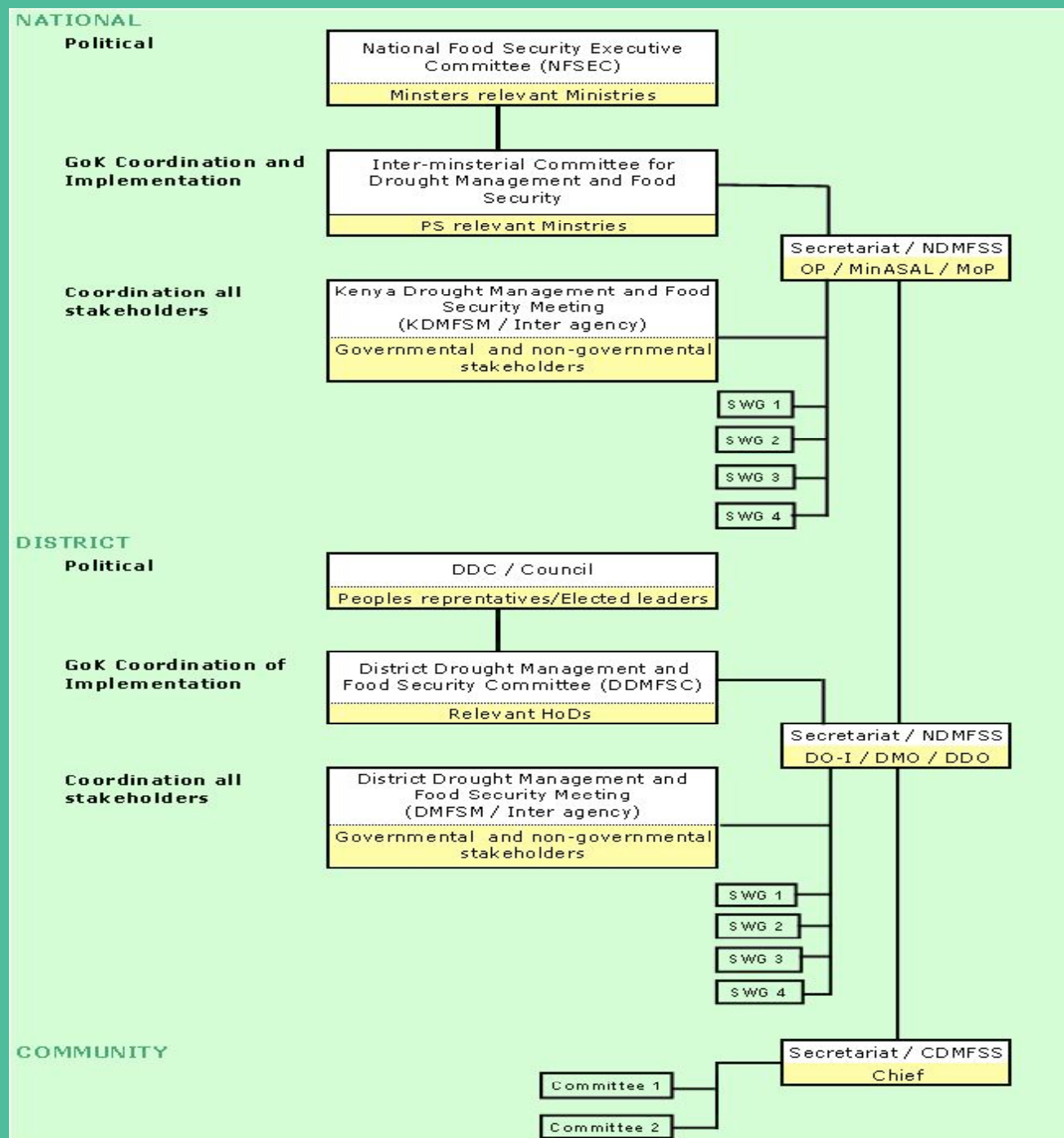
Chapter 2 (see also Annex 2) (5/6)



Suggestion for an outline of a possible institutional set-up

- Based on assumption that
 - Government is to assure coordination for both Government departments as well as other players
 - Political responsibility (linked to accountability and oversight) is different from coordination and implementation (three different functions)
 - Structure at the district level is the mirror of the one at the national level
- Ideas on long term vision / and 'what ought to be', will guide even the present short term actions

Figure A2.1: Suggested Drought Management and Food Security Coordination structure



Functional Analysis of DSGs

Chapter 3 - Origins of DSG (1/5)

- History of DSGs (DMP-DPIRP)
- Original name (DDMC - District Drought Management Committee)
- Original location (in Planning department)
- Membership limited to 13
- Original ToR DDMC : focused on EW/DM
 - Coordinate all drought management initiatives in the district i.e. drought monitoring and management;
 - Participate in drought contingency planning together with the DDMU in the district
 - Discuss and approve the drought monitoring bulletin prepared by the DDMU;
 - Ensure reporting to the DDC with regard to the drought status in the district and what the different implementing partners were doing in responding to the drought, in case drought was impending
 - Select implementing partners based on capacity as assessed by the DDMU.
 - DDMC was in fact a coordinating committee (DDCC)
- Equally simple and focussed ToR for DDMU

Functional Analysis of DSGs

Chapter 3 - Origins of DSG (2/5)

- Original ToR DDMU (see -24 report) : Equally focused on EW/DM
 - Preparation of the EWS bulletin and presentation of the draft to the DDMC for discussion, adoption and dissemination
 - Facilitation of preparation of drought contingency plans with the DDMC
 - Supervise the network of field monitors spread in strategic locations in the district in order to ensure that that information coming out of the monitoring exercise was credible and consistent;
 - Carry out monthly visits in all locations as a way of supervising field monitors;
 - Liaise with other EWS information providers e.g. FEWS NET; WFP and the Ministry of Agriculture's drought monitoring unit in order to harmonize information regarding the district so that there is no confusion when such information is shared at the national level;
 - Conduct quarterly community-level meetings in order to feedback information collected to the community and to receive feedback so that the data collection exercise is participatory rather than extractive in nature;
 - Develop frameworks for assessing implementation capacity of partners in the district and maintain a database for all relevant implementing partners;
 - Liaise with national level institutional structures for purposes of providing information to the DDMC about potential funding initiatives for drought management

- DDMU was implementing arm (and secretariat) of DDMC
- DDC was to provide oversight - but largely defunct

Functional Analysis of DSGs

Chapter 3 (3/5)

What DSGs nowadays actually do :

- Changes came with ALRMP - II (widening the scope of activities)
- ToR became much wider (eg as compared to ToR DDMC; see page 26)
- DGS now performs multiple functions (according to new ToR):
 - ALRMP steering committee
 - Discussion forum for general development issues (coordination ++)
 - DSG members implement DM activities (but, at least for GoK departments, the ALRMP office has strong core role - almost as a project office).
- Distinction between DSG and ALRMP-office mixed up
- Extended Membership - 40+ (See page 26)
- What additional activities DSGs would like to have done:
 - Communication and info sharing
 - Resource mobilisation
 - Conflict Resolution
- Difference in 'old' and 'new' ALRMP districts - latter more focused on EW/DM/FS

Text box 3.2 : ToR DSG (as presented under ALRMP-II)

The DSG is a sub-committee of the District Development Committee (DDC) with the following ToR:

- Steer the ALRMP implementation in order to operationalise the Annual work plan, Contingency Fund, District Service Fund and Community Driven development (CDD).
- Develop Annual Work plans for all district level activities including the funds under district service allocation.
- Approve/differ proposals in order to harmonize activities and programme/projects in the districts
- Resolve any conflicts that may emerge within/between communities, various stakeholders and cross border
- Link district and national institutions with a view to providing efficient and effective service delivery
- Ensure the line ministries plan with the DSG, avail their allocation and jointly implement programmes and activities
- Marketing the districts in order to attract more resources and visits by senior GOK officials, development partners
- Approving and adopting drought bulletins
- Sending appeals during emergencies
- Ensure only socially inclusive, economically viable and environmentally friendly interventions are implemented
- Ensure an adequate gender balance and advocate for marginalised and disadvantaged groups
- Monitor and evaluate development activities
- Ensure good governance in line with the Government policies
- Carry out Rapid assessments in times of drought and disaster and invoke a response
- Develop contingency plans, NRM plans and DDAs
- Define district specific criteria for the identification of CDD focal areas and monitors distribution of CDD activities in the district

Text box 3.3 : membership DSG (ALRMP-II project document)

- District Commissioner – Chairman
- Drought Management Officer – Secretary
- District Agriculture Officer – (DAO)
- District Livestock Officer – (DLPO)
- District Veterinary Officer (DVO)
- District Development Officer (DDO)
- District Environment Officer
- District Forest Officer
- District Medical Officer of Health
- District Education Officer
- District Social Development Officer
- District Water Officer
- District Works Officer
- District Information Office
- District Trade Officer
- District Youth Officer
- 5 women representatives
- 5 active NGOs
- 3 active CBOs
- 4 religious organizations
- Chairman and Clerk to Local Authorities
- All Members of Parliament
- 2 Local Community Leaders
- District Accountant
- District Procurement Officer
- 2 Members of marginalised groups
- Research institutions eg KARI (where they exist)
- Regional Development Authorities (if existing)

The DSG members may co-opt any member as deemed necessary

Functional Analysis of DSGs

Chapter 3 (4/5)

- Our assessment of the functioning of DSGs
 - Appreciated by members - in part (and probably in large part !) because it provides an avenue to resources
 - Temporary project set-up - and -if no care is taken- as long lived as ALRMP
 - No embedding of the functions in the regular system - and most functions are played by ALRMP office ('the secretariat') in a 'intermingled' manner
- Hence our suggestion to
 - Pay explicit attention to the various functions / roles that are to be played for good and efficient EW/DM whilst respecting sound 'good governance principles'.
 - See who/where in the system such functions would normally be catered for.
 - Suggestion for DMI to look a little out of the box for longer term benefits
 - Whilst training members of DSGs, to take into account the above observations

Functional Analysis of DSGs

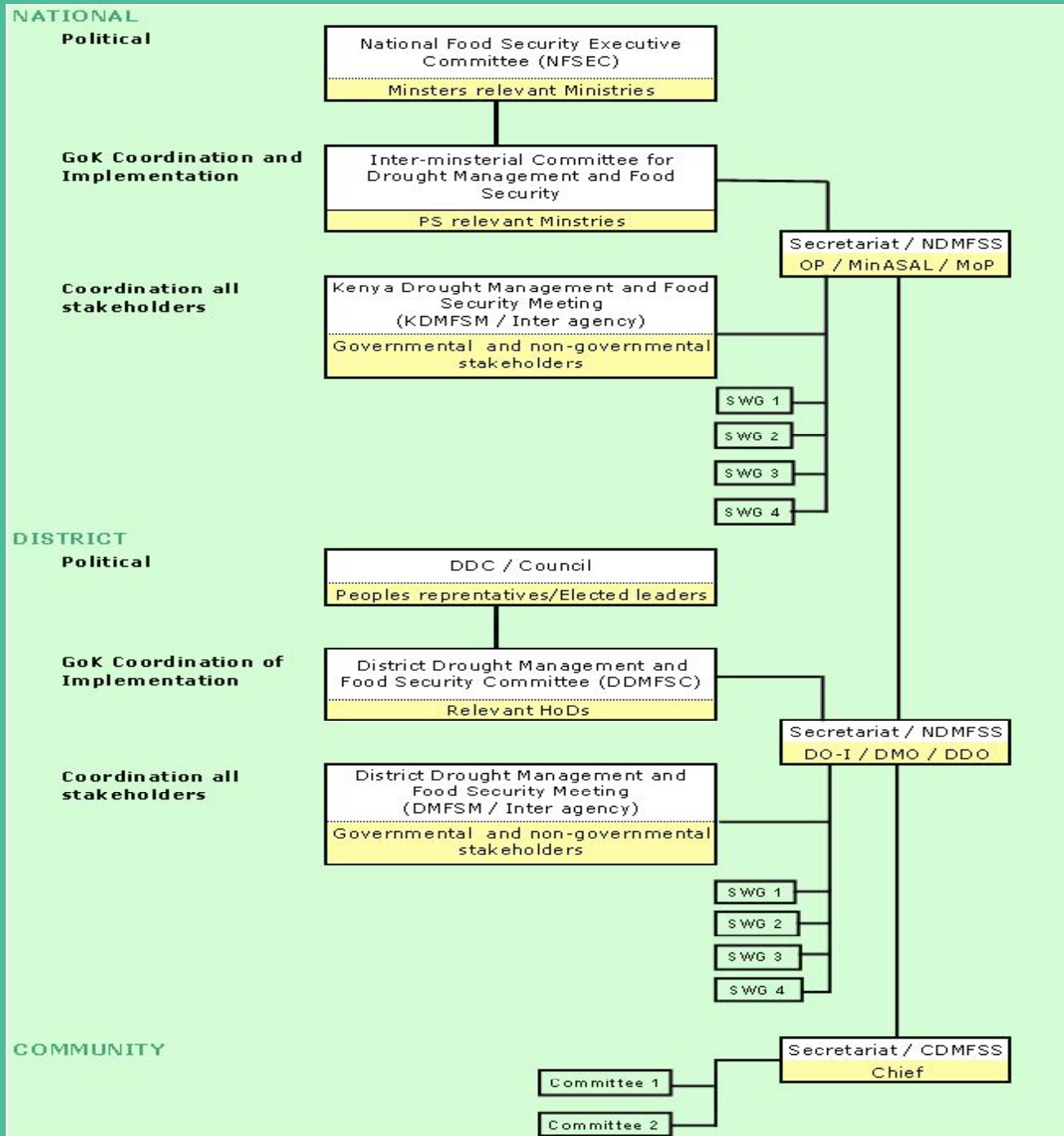
Chapter 3 (5/5)



- Back to the basics : EW and FS
- Separate functions
- Also back to the system of DDMC and DDMU
- Integrate these functions in GoK district structures
- GoK in the lead

- Three ToRs for (see textboxes A2.1 - A2.4)
 - The group of Government departments involved in DM/EW (coordination and implementation)
 - The meeting of all stakeholders (coordination and oversight)
 - A district (EW and FS) Secretariat (implementing body)

Figure A2.1: Suggested Drought Management and Food Security Coordination structure



Textbox A2.1: Brief description of organs involved in food security & drought management	
Level	Structure
National	Government – standing committee activated when needed - policy
	1. National Food Security Executive Committee (NFSEC) Composed of Ministers concerned with food security; chaired by the President (or Prime Minister). Their core function is to provide overall guidance and direction in relation to the national political aspirations;
	Government – standing committee activated when needed - implementation
	2. Inter-Ministerial Committee for Drought Management Food Security Composed of Permanent Secretaries of operational ministries; chaired by a Permanent Secretary in the President's Office. Its core function is to execute policy and policy decisions;
	Government + Non Government - coordination and accountability forum
3. Kenya Drought Management and Food Security Meeting (KDMFSM) Group of governmental and non-governmental stakeholders (including, Government Ministries, UN agencies, donors and Non-governmental organizations), operating as, on the one hand, coordinating mechanisms for all players and on the other hand as a advisory and sounding board on issues of drought management and food security.	
	Permanent secretariat - operational issues – lead by government
4. National Drought Management and Food Security Secretariat (NDMFSS) A permanent structure (department or unit) in the Office of the President, Ministry of Northern Kenya and other Arid Areas or Ministry of Planning, responsible for the strategic management of national policies on drought management. Secretariat for the Inter-ministerial committee and for KDMFSM. Supported by various sector working groups	
District	Government – policy and accountability mechanism
5.	District Development Committee or District Council Neither of these structures is very operational at the moment as far as policy and accountability is concerned, and it is expected that under the new constitution a new arrangement will emerge.
	Government – coordination / implementation forum
6.	District Drought Management and Food Security Committee (DDMFSC) Meeting of relevant head of departments, being, in the present constellation a sub-set of the DEC. This meeting is the district management team for food security and drought management as far as government is concerned.
	Government + Non Government - coordination and accountability forum
7.	District Drought Management and Food Security Meeting (DDMFSM) District level Coordinating structure of all stakeholders/players involved in issues of drought management and food security. Close to present DSG as coordinating mechanisms and discussion forum. Place where peoples' representatives can air their views and opinions (as long as structures as mentioned under 4. Above i.e. DDC and/or Council, are not effective).
	Permanent secretariat - operational issues – lead by government
8.	District Drought Management and Food Security Secretariat (DDMFSS) A permanent structure (as district department under OP or Ministry of Northern Kenya and other Arid Areas or unit with in office of the DDO), responsible for the strategic management of national policies on drought management. Secretariat for the Inter-ministerial committee and for KDMFSM. Supported by various sector working groups
Community	Government + non-government – Coordination and implementation
9.	Specific committees for specific functions Awaiting a formal government structure at this level to be inserted with the new constitution.

	Textbox A2.2	Terms of Reference District Drought Management and Food Security Committee (DDMFSC)	
	Function(s)	1 District level coordination mechanism for government departments / agencies involved in drought cycle management and food security	
	Task(s)	2 Assist the DDMFSS in organising community level drought contingency planning; 3 Prepare, discuss and regularly update the District DMFS Contingency Plan(s) 4 Discuss and approve the drought monitoring bulletin prepared by the DDMFSS; 5 Discuss implementation reports as presented by members on DCM activities, implemented by the various members, with the objective to increase quality, efficiency and effectiveness; 6 Discuss implementation plans as presented by members on DCM activities and assure proper coordination of the same; 7 Serve as executive committee for the Drought Contingency Fund (modalities to be worked out)	
	Frequency	8 Regular meetings minimal once every quarter – and otherwise as often as required	
	Membership	9 All district Heads of Departments representing Ministries (or departments of Ministries) that have a role to play in Drought Cycle Management and Food Security, e.g.: <ul style="list-style-type: none"> • District Commissioner (or District Officer I) – Chairman • District Development Officer (DDO) – Deputy Chair • District Drought Management Officer – Secretary • District Agriculture Officer – (DAO) • District Livestock Production Officer – (DLPO) • District Veterinary Officer (DVO) • District Water Officer • District Medical Officer of Health (full members or co-opted member) • Clerk to Council The DDMFSC may co-opt any other head of department if deemed useful.	

Textbox A2.3	<p>Terms of Reference District Drought Management and Food Security Meeting (DDMFSSM)</p>
Function(s)	<ul style="list-style-type: none"> ▪ District level coordination mechanism and discussion forum for all stakeholders (governmental and non governmental) involved in drought cycle management and food security.
Task(s)	<ul style="list-style-type: none"> ▪ Assist the DDMFSS in organising community level drought contingency planning; ▪ Review and discuss the regularly updated District DMFS Contingency Plan(s) as prepared by the DDMFSS; ▪ Discuss the drought monitoring bulletin as approved by the DDMFSS; ▪ Discuss implementation reports and implementation plans on DCM activities as presented by members to ensure proper coordination; ▪ Review and discuss the regular reports on the utilisation of the Drought Contingency Fund as prepared by the DDMFSS (detailed modalities to be worked out)
Frequency	<ul style="list-style-type: none"> ▪ Once every quarter at least following a meeting of the DDMFSS – and otherwise as often as required; Members can ask for additional meetings to be convened.
Membership	<ul style="list-style-type: none"> ▪ All district based stakeholders that have a role to play in Drought Cycle Management and Food Security, e.g. <ul style="list-style-type: none"> • Council Chairperson – Chair • (5) NGO/CBO representatives • (5) Community representatives • (2) Chiefs / or assistant chiefs • (5) Councillors • Members of Parliament • Women representatives to ensure equitable gender representation • Clerk to Local Authority • District Development Officer (DDO) Secretary *) • District Drought Management Officer • District Agriculture Officer – (DAO) • District Livestock Officer – (DLPO) • District Veterinary Officer (DVO) • District Environment Officer • District Forest Officer • District Medical Officer of Health • District Education Officer • District Social Development Officer • District Water Officer <p>Participation is open to all interested parties on a voluntary basis, except for mentioned government staff for which participation is mandatory.</p> <p>*) Assuming the DDMFSS will be a unit within the DDO's office. Otherwise the District Drought Management Office (DDMO) should fill the position of secretary.</p>

Textbox A2.4	Terms of Reference District Drought Management and Food Security Secretariat (DDMFSS)
Function(s)	<ul style="list-style-type: none"> • District level permanent secretariat and executive arm for coordination and implementation of activities related to drought cycle management and food security
Task(s)	<ul style="list-style-type: none"> • Organise community level drought contingency planning; • Review and facilitate the regular updating of the District DMFS Contingency Plan(s) for submission to the DDMFSC; • Preparation of the EWS bulletin and presentation of the draft to the DDMFSC for discussion and adoption; Assure dissemination of the approved report; <ol style="list-style-type: none"> 1 Supervise the network of field monitors spread in strategic locations in the district in order to ensure that that information coming out of the monitoring exercise is credible and consistent; 2 Carry out regular visits in all locations as a way of supervising field monitors; 3 Liaise with other EWS information providers e.g. FEWS NET; WFP and the Ministry of Agriculture's drought monitoring unit in order to harmonize information regarding the district so that there is no confusion when such information is shared at the national level; 4 Conduct community-level meetings in order to feed back information collected to the community and to receive feedback so that the data collection exercise is participatory rather than extractive in nature; • Based on the EWS reports, make appropriate proposal to the DDMFSC also for the use of Drought Contingency Funds (detailed arrangements to be made) and the implanting partners, based on capacity. • Serve as secretary to the DDMFSC • Serve as secretary to the DDMFSC • Provide guidance and assistance to the various Sector Working Groups • Act as the interface between DDMFSC and DDMFSC and the national level institutional structures.
Location / Staffing	<ul style="list-style-type: none"> • Either a district department under the Office of the President, the Ministry of Northern Kenya and other Arid Areas or a unit within office of the DDO. <p>For consideration of longer-term sustainability, it seems that location in the office of the DDO would have preference over positioning as (a new) District office of the Ministry of Northern Kenya and other Arid Areas. Considering that the District Commissioner is already a representative of the OP at the district level, positioning in the DDO's office would have preference over creating a new DMMO office under the OP. Under the early programmes (See Chapter 2) the drought management function was indeed placed in the Planning Office which seems to make a lot of sense.</p> <ul style="list-style-type: none"> • District Drought Management and Food Security officer • Statistician / Data analyst • Field monitors

Capacity Building for Improved Drought Management - Chapter 4 (1/4)

- Need to institutionalise the *functions* the DSG performs in relation to EW and DM - beyond the live of ALRMP
 - (Gradual) de-linking of the DSG from being steering cie of ALRMP
 - Need to re-focus on EWS and Food Security
 - Separation of the functions Separate ToR for the different functions (likely to be performed in future by different bodies) - and CB programme to be based on the gaps in performing these functions taking into account the 5 pillars of DM.

- But in short run DSG will be there ...

- Hence a proposed CB programme that takes a dual approach:
 - start from what you have
 - work towards long term vision

 - addressing the main issues in an incremental manner

Capacity Building for Improved Drought Management - Chapter 4 (2/4)



Main issues to be addressed :

- Clarify and chose proper location of EW/FS functions
- Increase Community involvement
- Enhance 'local' implementation capacity (local partners / local solutions)
- Sufficient skills for various parties / + Monitoring of performance
- Improve quality of contingency plans (district *and* community) and assure resource availability

Capacity Building for Improved Drought Management - Chapter 4 (3/4)

- 1. Narrowing the mandate of the DSGs to focus on the five pillars of good drought cycle management:**
 - ❑ Activity 1 Develop more refined ToRs for DSGs (or DSG functions)
 - ❑ Activity 2 Establish a separate project steering committee for ALRMP II
 - ❑ Activity 3 Establish a “technical group” for the DSG
- 2. Strengthened participation of communities in drought management:**
 - ❑ Activity 4 Clarify the institutional position of field monitors / community skills
 - ❑ Activity 5 Institute community EWS/Drought Monitoring meetings on a quarterly basis
 - ❑ Activity 6 Improve contingency planning at the community and district level - and improve the linkage between district and community plans
- 3. Establishment of district drought contingency funds:**
 - ❑ Activity 7 Hold a consultative meeting in Nairobi with different stakeholders
 - ❑ Activity 8 Hold district-level meetings on district drought contingency fund
 - ❑ Activity 9 Facilitate the process of establishing district-based drought contingency funds

Capacity Building for Improved Drought Management - Chapter 4 (4/4)

- 4. Support implementation capacity of CBOs, NGOs and Community Groups such as Pastoral Associations**
 - ❑ Activity 10: DSGs to carry out an institutional capacity assessments
 - ❑ Activity 11: DSGs to carry out training for different groups
 - ❑ Activity 12: Establishment of a challenge fund
- 5. Support management and organizational capacity of DSG/members:**
 - ❑ Activity 13: Train DSGs (ie. its members) on how to manage meetings
 - ❑ Activity 14: Train DSG members in effective communication
 - ❑ Activity 15: Improve supervision of EWS data collection
 - ❑ Activity 16: Establish [KFSSG] task force to regularly appraise District Level activities
- 6. Support establishment of a policy development task force within the Ministry of Northern Kenya and other arid lands:**
 - ❑ Activity 17: Establish policy group within the Ministry to follow up on all issues related to institutionalisation of EW/DM/FS



Thank you for your attention.

Buzz Groups



Thee buzz groups on :

- 1. Suggestions on the Institutional set-up for Drought Management**
- 2. ToRs for various functions related to the Drought Management**
- 3. The proposed Activity / Capacity Building plan**

Two sets questions :

- Does the group has suggestions to enrich the proposal ? Does it want to add or subtract ? Can it endorse the proposal ? Or : What proposal would it endorse ?
- What suggestions can be made to operationalise the endorsed proposal ? How can / should it be taken forward ?

Buzz Groups - Proposed Composition



1. Suggestions on the Institutional set-up for Drought Management

MoP, MoL, WB, ECHO, DFID, FAO, 2 DMOs, ALRMP, DMI

2. ToRs for various functions related to the Drought Management

MoF, MinSPP, MoH, EC, USAID, OXFAM, 2 DMOs, ALRMP, DMI

3. The proposed Activity / Capacity Building plan

Min NK, MoA, MoE, WFP, PACAPS, VSF, 2 DMOS, ALRMP, DMI