

AFRICA LEAD II PROGRAM REVIEW

KENYA – KEY FINDINGS

Introduction and Methodology

Africa Lead's program review presents important findings and recommendations from the Kenya program and its partners. Fieldwork for the program review was carried out between March 30 to April 6, 2017 in the Nairobi and Bomet Counties.

Key informant interviews were carried out with the following beneficiary institutions:

- Ministry of Agriculture, Fisheries and Livestock (MoALF), including four different departmental meetings with five key informants.
- Council of Governors (CoG)¹
- Bomet County's Agribusiness Department
- Agricultural Council of Kenya (AgCK)
- Tegemeo Institute at Egerton University

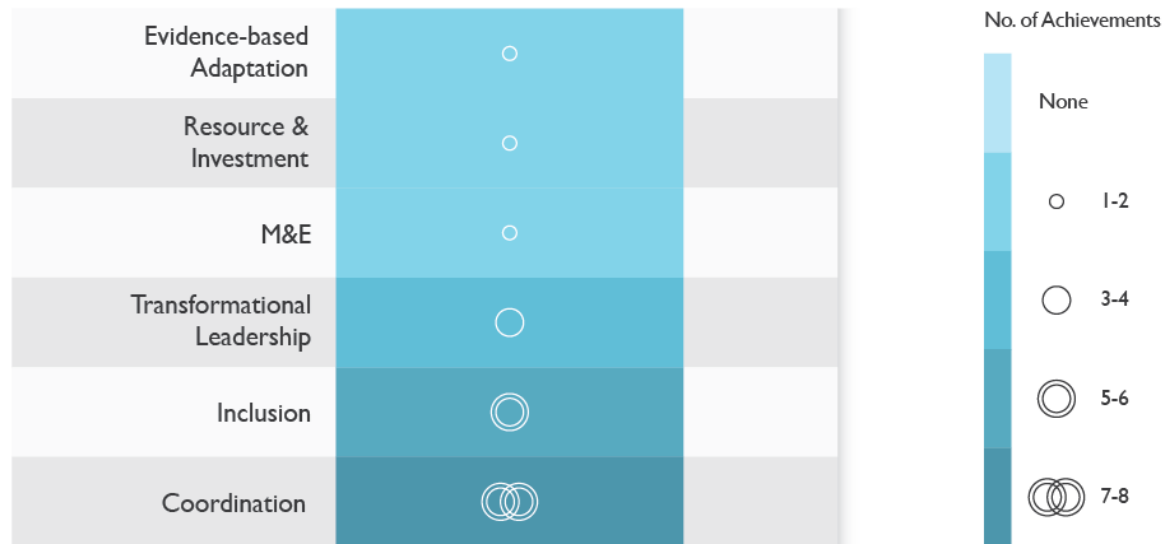
Two Africa Lead trainers were also interviewed. In several cases, a small group of key informants were interviewed in a group setting, containing two to three individuals from the same organization.

Examples of Significant Achievements Influenced by Africa Lead

The Kenya program beneficiaries detailed 15 significant achievements influenced by Africa Lead. The graphic below characterizes these achievements into thematic areas of focus, counting the frequency with which each of the six themes of agricultural transformation are cited within the achievement examples. Detailed definitions as well as findings and recommendations for each of the six themes can be found in the accompanying summary booklet.

¹ For the purposes of the evaluation, the Council of Governors were interviewed as key informants for the system in Kenya, not as Africa Lead beneficiaries. As such, the evaluation team did not conduct the self-scoring with Council of Governors.

KENYA



Benchmarking Performance for Agricultural Transformation (BPAT)

Africa Lead’s key partners in the Kenya program carried out a self-assessment, and mapped their performance against five of the six agricultural transformation themes in the BPAT tool. The BPAT tool allows organizations to rate themselves a score out of 5. A score of “1” is given to an organization that is performing insufficiently in a certain area. In contrast, a score of “5” is given to organizations whose performance is in accordance with best practices at the top international level. The BPAT also asks partners to provide evidence and examples of change to substantiate their scores. The following sections present a summary of the most significant changes presented by each partner.

THEME	ORGANIZATION		
	Agriculture Council of Kenya (AgCK)	Bomet County	Ministry of Agriculture, Livestock and Fisheries (MoLF)
Inclusivity	2.00	3.00	0.00
Coordination	2.00	3.00	4.00
M&E	1.50	3.00	3.00
Evidence-based Planning	2.00	3.00	0.00
Resource & Investment	3.00	2.00	3.00

Most Significant Changes

Collaboration, Learning, and Adapting (CLA) with the Partnership for Resilience and Economic Growth (PREG)

Africa Lead is collaborating with PREG implementing partners to facilitate CLA initiatives, assess outcomes, generate and share learning, and facilitate adaptive management actions to improve resilience across arid and semi-arid counties.

Most Significant Change

- By playing the role of facilitative leader, mentor, convener, and CLA partner, Africa Lead is supporting partners to collaborate and share lessons, monitor progress, and ensure effective management.

Intergovernmental Coordination - County Governments & MoALF

Early evidence suggests that several results in Kenya are aligning to the Africa Lead strategy mentioned above. Most importantly, the three-tiered Joint Agricultural Sector Consultation and Cooperation Mechanism (JASCCM) between the MoALF and county governments is convening regularly, and has **transformed coordination and cooperation between the county governments and MoALF**. The three tiers include:

- The Intergovernmental Forum on Agriculture
- The Joint Agriculture Sector Steering Committee (JASCCOM)
- The Sectoral Working Groups and ad hoc committees

Africa Lead also provides support to the Agricultural and Rural Development (ARD) donor group, and coordinates activities for the Arid and Semi-Arid Lands (ASALs) donor group. This includes the secondment of a Donor Coordination Specialist to facilitate regular meetings, provide technical support, develop a donor-mapping tool, and generate key thematic papers.

Most Significant Change

- The three-tiered cooperation and coordination mechanism is now operational and making progress in alignment, joint planning, and monitoring.
- Both MoALF and the Council of Governors exhibited greater confidence due to the technical assistance and facilitation provided by Africa Lead. The groups indicated that relations between county and national government are functional, and that they are collaborating purposefully to improve food security policy and programming.
- Through Africa Lead support, the ARD donors established an effective mechanism to improve coordination efforts between the national and county governments. This effort has resulted in

improved communication between donors and the government, and has ensured that their support is aligned to the local priorities.

- The donor mapping tools developed by Africa Lead are a key step towards promoting accountability among sector partners.

Inclusive and participatory engagement of non-state actors (NSAs) - The Agricultural Council of Kenya (AgCK)

The Agricultural Council of Kenya (AgCK) is a network of key stakeholders in the agricultural sector. Africa Lead provided critical institutional development and branding support to help AgCK emerge as a more inclusive network, and provide opportunities for stakeholders to effectively engage in agricultural development dialogue. AgCK plays a lead role in coordinating all NSAs in the agriculture sector, including farmer member organisations, private sector, research and academia, youth networks and civil society organizations.

Most Significant Change

- With Africa Lead support, AgCK positioned itself as **an apex agricultural institution for NSAs in the agricultural sector**, reaching a comprehensive set of stakeholders including universities, research institutes, media, youth and women groups, and the private sector.
- Since its launch in 2015, AgCK has added eleven apex organizations as members. With support from Africa Lead, the organisation has developed a clearly-defined mandate and strategic plan, supported issue-based consultative forums, and reviewed progress of national consultations.
- Thanks to Africa Lead support, AgCK is now helping to **streamline NSA coordination and build awareness on the key issues influencing the agricultural sector in Kenya**.
- Africa Lead has helped to position AgCK as a strategic participant in high-level engagement and coordination forums for agricultural policy development. This “convening power” has enabled AgCK to engage the government to define key value chains, conduct consultations with members, and develop policy interventions and recommendations to support the ASDS/NAIP review process.

To stimulate further sustainable progress, the program review team notes that:

- AgCK requires a solid resource mobilization strategy, including technical support on institutional sustainability. Currently, AgCK relies heavily on Africa Lead support to fund its operations, leadership team, and membership activities.
- AgCK requires further capacity building and mentoring as it develops its own experience and status in this sector. Africa Lead currently plays a central role in the agricultural policy reform process in Kenya, and by virtue of this position is able to support AgCK to participate as a high-level convener and facilitator for NSAs in the system.

Alignment of county programming and planning to food security priorities.

Africa Lead provided Champions for Change (C4C) leadership training to top officials from 22 counties, including members from the county executive committee, chief officers and directors, and key NSA representatives.

Following a successful organizational capacity assessment (OCA) exercise for the Bomet and Taita-Taveta Counties, Africa Lead also helped to develop County Capacity Development Action Plans. In order to develop the action plans, Africa Lead facilitated consultative workshops attended by county executives, public service board members, and representatives of the county assembly.

Most Significant Change

- After attending the consultative workshops, county representatives from Bomet County and key informants from the Council of Governors reported having **strengthened capacity to participate in the policy development and implementation** process at the county level.
- After learning about the value of evidence-based planning, one official from Bomet County was inspired to establish an M&E unit to track farmer progress at the county level.
- As a result of the Africa Lead training, officials from Bomet County aim to develop programs to help farmers diversify their crops, and increase food security.
- The Council of Governors report that they are seeing evidence of strengthened government capacity and coordination at the county level. In Bomet County, a public participation strategy was implemented in food security initiatives to ensure that **planning and funding are linked**. This change has resulted in increased public participation in planning, and in citizens holding the local government accountable.

Key findings on timing and sequencing for successful implementation at the organizational and system levels

The evaluation team came to several conclusions on issues of **timing and sequencing** after analysing the causal model, and the results at the organizational and system level.

I. Without leadership to drive systemic change from the top, there is still critical work to be done at the organizational level

The IAA process helped the government to prioritize work streams of support from Africa Lead. While the IAA findings proved to be a necessary component for transformational change, they were not sufficient to solely drive the government's reform process. The 2015 IAA was impossible to validate, as the minister position remained vacant for months. The timing to act on the IAA was much more favourable in 2017, as the Cabinet Secretary was able to provide a greater leadership role. In March 2017, upon request by the ministry, Africa Lead provided support for the revision of the 2015 IAA report. While the IAA can serve as a tool to highlight critical elements and gaps in the agricultural sector, government leadership is typically necessary to drive reform. In the absence of adequate government leadership and assistance, the IAA

process managed to strengthen NSA networks and platforms, and build staff capacity and skills. In addition, the IAA process established other foundational elements that facilitated greater sustainable change. The Kenya IAA 2017 report will serve as a primary resource in the on-going development of the new sector strategy and NAIP 2.0.

2. Establishing preconditions for mutual accountability

Since devolution, Kenya has not conducted a JSR, as intergovernmental collaboration and coordination had been stagnant. This highlights the notion that a precondition to mutual accountability is purposeful collaboration. Without a set of shared goals and activities, mutual accountability frameworks are not effective tools for improving performance within the sector. As a result, actors need to work towards an agreed shared goal to hold each other accountable. After the launch of the new sector strategy, it will be useful to conduct a JSR to take account of success and opportunities for improvement, keeping in mind that a JSR under devolution will be significantly complex.

3. If local leaders are brought into the IA framework, regular monitoring can be a tool for exerting pressure for change

The MoALF requested Africa Lead's support to revise the 2015 IAA findings once the JASCCM was operational. In fact, one key informant from the MoALF described the 2015 findings as "wild" in relation to the situation in 2017. It is clear that the IAA was noticed by MoALF staff, and it is likely that the findings would have driven additional reforms, and achieved greater results over time. Furthermore, the system's performance changed significantly between the assessments conducted in 2015 and 2017. This change suggests that the new annual Global Food Security Strategy indicator for institutional architecture can be a useful tool to measure and exert pressure for change.

Key Findings on Drivers of Transformational Change in Kenya

1. Sense of urgency from the top and strong leadership

The Cabinet Secretary was committed to an inclusive process, and worked with the two levels of government to redefine Kenya's ASGTS. He also committed to CAADP alignment and pushed for an updated and aligned strategy to reflect CAADP by 30 June 2017. In addition, he committed to meeting the deadline for the Biennial Review.

2. Interest in and openness to reform

The Cabinet Secretary was open to Africa Lead support to help strategize and operationalize his vision. The message from the top leadership served to reinforce the notion that "this will be done, and it will involve change," which was critical to drive the reform process.

3. C4C established trust and confidence in Africa Lead as a neutral facilitator

MoALF and the Council of Governors trusted Africa Lead as a politically neutral partner. In addition, Africa Lead's relationships with stakeholders through the C4C initiative greatly benefited the project. As a neutral player, the project was able to create a new dynamic and build trust between the county and national government, inspiring a change of mind-sets to see cooperation as a mutually beneficial activity. There was inertia and mistrust that the Cabinet Secretary needed to overcome by setting a neutral, collaborative tone. In this case, confusion over roles led to stagnation. As a facilitator, Africa Lead was able to bring both sides together, help them understand their roles, and lead discussions and working sessions to help make the concurrent roles operational. This effort alleviated intergovernmental issues, including issues of suspicion and confusion.

4. Continuity of lessons learned through local, trusted professionals

The case of Kenya also highlights the importance of engaging local professionals in these complicated, context-specific processes. For instance, the consultant who carried out the IAA also engaged Africa Lead to work in the Ministry on intergovernmental coordination. This approach ensures that lessons learned would be applied from the IAA, and reinforces the demand for local professionals with relevant training and experience.

5. Propitious timing to act

In 2014, the Kenyan government issued an Act calling for an Intergovernmental Forum that would facilitate dialogue between the national and county governments. However, in the agricultural sector, years passed without the government complying with the legislation. Meanwhile, droughts and famine plagued the country, and maize viruses were rampant. This put tremendous pressure on the government to establish effective mechanisms and strategies to address these issues. Lastly, elections were also approaching in August of 2017. Elections can serve to motivate the government to actively respond and show results. Alternatively, if it seemed probable that this would lead to a change in the administration, they could also push the Cabinet Secretary to act and secure his legacy.